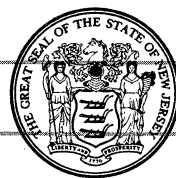


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*Annual  
Report  
1979-1980*



**NEW JERSEY**

**STATE DEPARTMENT OF EDUCATION**



ANNUAL REPORT  
OF THE  
NEW JERSEY STATE DEPARTMENT OF EDUCATION  
1979-1980



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Governor

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Appendix

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### Preface

In order to give proper attention to critical educational issues, this report has been organized in a fashion different from previous reports. Following the Commissioner's message, the bulk of the report is organized around issues. A description of departmental operations follows these issues and the report is concluded with tables of selected statistics.

This document is the annual report of the Commissioner of Education for the fiscal year beginning July 1, 1979, and ending June 30, 1980, fulfilling the requirements of N.J.S.A. 18A:4-40, 18A:7A-11, and 52:14-18.



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## I MESSAGE FROM THE COMMISSIONER

Looking back over the past year, I am proud of what New Jersey has accomplished in the area of public education. I commend school board members, education administrators, teachers, students, parents and guardians for their determination to work along with state department staff and legislators to maintain and promote quality education where it has existed and to foster it where it has not. Through our collective actions we have begun to upgrade public education. The dedicated efforts of educators, legislators and the public--guided by the Public School Education Act of 1975 (T&E law)--have brought about many success stories.

In the past year, major initiatives for school improvement have been set in place, such as the full implementation of the Minimum Basic Skills (MBS) Test and its related components. This test has proved to be an effective indicator of achievement in the basic skills of reading and mathematics. Local school district personnel, through their emphasis on basic skills instruction, deserve the majority of credit for a dramatic rise in the MBS test scores this year. Although it is very important that local educators are encouraged to improve basic skills programs and provide for remedial instruction wherever deficiencies exist, local districts must simultaneously be encouraged to continue to evaluate their "breadth of program offerings" to include areas such as art, foreign languages, music and social studies.

Another area of school improvement initiated this past year is the procedures to classify and evaluate school districts. In 1975, the T&E law called for maximum citizen involvement and it has been a goal of the department to expand opportunities for public input whenever possible. To this end, I believe that the classification and evaluation process has the potential to stimulate citizen involvement, because it will give the public an indication of the quality of the schools. Where we now have good schools, classification will act to preserve them; and, where schools have inadequacies, classification will enable us to focus attention and resources on corrective action.

This last year has also seen many improvements in the area of special education. For example, preschool education for the handicapped was almost non-existent in New Jersey until 1973, when the Governor's budget allocated funds to the department for the development of pilot projects. Since then, it has been recognized as an ongoing priority as funding continues to be provided. In an effort to maintain New Jersey's leadership in this area, legislation has been introduced this year which provides for preschool programs for handicapped persons. I commend the legislature for its support of these programs.

Throughout the year, as in the past, we have worked hard to maintain the public's confidence in our school improvement activities. For instance, through our efforts to improve the evaluation of tenured teaching staff, to expand and improve inservice education and through the support we have given to the recently proposed changes in teacher education and certification requirements, we are making it clear to the public that we want only high quality staff in our schools and that we will not tolerate incompetence or indifference.

Although we can be proud of our recent efforts to improve public education in New Jersey, we cannot afford to be complacent. We must constantly work to maintain public support, to demonstrate our ability to address problems as they arise and to use public resources in the most efficient manner to serve the interests of youth. I could continue to list other significant achievements of the past year, but I make the point. Although the issues I have mentioned were initiated by legislation or by the State Board of Education and the Department of Education, many more efforts have been initiated at the local level. Nevertheless, wherever these programs are conceived, their educational impact depends upon our cooperative and consistent commitment to school improvement.

If we look at the near future, the following are some of the goals that will require our cooperative effort.

We will be concerned this year with attempting to improve the efficiency of our system through the fine tuning of T&E. Now that we have gone through classification and have completed the first cycle of evaluation for our schools, we need to consider refocusing department monitoring efforts--not only in terms of the amount of attention that is given to a particular school but also in terms of the quality and diversity of services provided.

Although more than 3,000 sub-standard classrooms were brought up to standard or taken out of service in the past few years, there is still a critical need for new construction and renovation of existing schools across the state, especially in the urban areas. The department is initiating several steps to remedy the problem of inadequate school facilities.

First, we are presently examining alternative strategies for capital funding, one of which is up-front, or current year, state funding for capital expenditures to avoid the initial heavy outlays by districts. This will help many school districts, especially low-wealth districts, which must finance any spending increase entirely from their local tax bases.

Second, we are drafting legislation to permit the construction of shared facilities so that other public agencies, as health, housing and recreation, can contribute to construction costs and share in the use of the facilities. The private sector also may share in some of the costs of building new schools. This is particularly important if we are to expand our growing network of community schools in which we encourage social service agencies to work together to deliver services to a neighborhood. This not only provides better service but also leads to stronger community support of the school.

We also need to move forward on some of the statutory and regulatory changes that were recommended in the Four Year T&E Assessment Report. For example, the statute now calls for us to evaluate each school annually. We support an amendment to the statute, requiring an evaluation every three years and placing greater emphasis upon self-evaluation and subsequent state auditing and verification of those local evaluation efforts.

In the past four years, the federal and state governments have placed mandates on local districts which have increased the demand for paperwork. Boards of education, school administrators and teachers complain these requirements have hindered their ability to deliver quality educational

programs and services. If there is general agreement that a state requirement would have a significant impact on the quality of education statewide, then we must give districts adequate time to implement it. We also must begin to look more closely at federal requirements to ensure that they appropriately represent New Jersey's educational interests.

I continue to support local control of the schools; it is the best system both from an educational point of view and from a point of view of democratic participation in government. The state's role must be to ensure that local control works on behalf of the interests of children and also to stimulate and assist local initiatives to correct problems as they arise. The ultimate responsibility of the state to protect the constitutional rights of children cannot be ignored. Where local control fails, the state cannot hesitate to do all within its legal power to guarantee that the children's interests are protected. The tension that results from this interaction between state and local educational authorities can be a creative and productive tension when it is controlled by reason on both sides. I am confident that this can be done because we have accomplished much in the past under trying circumstances.

Most of all, in the near future, we must seek some stability to give all of us an opportunity to implement fully the changes that have already been set in motion. Therefore, I will pledge that the department's efforts will be directed to support and enhance the system already in place. I will urge the State Board of Education and the legislature to act with this in mind. A period of stability is needed so we can come to understand and attain the proper balance between state and local action.

The goals I have just reviewed provide an ambitious agenda for the near future and may not sound like stability to someone from a state other than New Jersey. But compared to recent years, it's a manageable agenda. If we can continue to work cooperatively and in a spirit of improvement that is developing here, we will be able to achieve these goals. Presently, I think we stand at a turning point where we can look forward more optimistically to the future. I feel that your dedicated efforts will make a lasting contribution to the preservation of strong public schools in New Jersey.



## II MAJOR EDUCATIONAL ISSUES OF 1979-80

### 1 Special Concerns

#### Basic Skills

Major steps were taken during 1979-80 in the department's thrust to improve student performance in the basic skills.

- An important development of the year was the improvement in student performance on the MBS tests of basic skills, reversing the previous steady decline in test scores.
- A longitudinal study of three years of data from Minimum Basic Skills (MBS) Tests was used for each school as a basis for classification in reading and mathematics.
- Guidelines, procedures, and training materials for program analysis were developed and field-tested for use in schools classified as in need of a comprehensive basic skills program review or a local program review.
- High school graduation requirements were added to the law and code which include assessment of basic skills performance, the development of student achievement standards, remediation and course requirements, and the development of individual student improvement plans.
- The consolidation of the Bureau of E.S.E.A. Title I and Migrant Education and the Offices of State Compensatory Education and of Basic Skills into one administrative unit was begun. This will provide a model to school districts, address both developmental and remedial services, coordinate activities through the 21 county offices and result in better programming at the school level.\*
- A policy statement on basic skills issues was adopted by the Education Coordinating Council of the Departments of Education and of Higher Education.
- Progress was made in the development of a state minimum basic skills writing test for ninth grade students.
- The Title II state plan for basic skills, approved at the federal level, was designed to stimulate greater cooperation among programs.

#### MBS Test Score Improvement

Of particular importance was the gain in state minimum basic skills test scores from 1978-80. In terms of the percentage of students passing the test, gains were noted in every test except eleventh grade reading.

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\*The new Branch of Basic Skills Improvement was formed in August 1980 as the consolidated unit.

MBS TEST SCORES: 1978 to 1980

		<u>Spring, 1978</u>	<u>Spring, 1980</u>
Third Grade	Reading	86.3%	91.5%
	Math	75.3%	83.9%
Sixth Grade	Reading	75.3%	82.0%
	Math	70.4%	82.6%
Ninth Grade	Reading	76.3%	79.4%
	Math	74.5%	80.9%
Eleventh Grade	Reading	89.9%	88.2%
	Math	84.0%	84.3%

These improvements indicate that our basic skills efforts are beginning to show results. Nevertheless, continued efforts are needed and the changes in graduation requirements and basic skills preventive and remedial programs are designed to continue the positive trends.

Additional Activities in Basic Skills

Students, parents and school districts have been directly affected by these developments which bring together the various efforts to improve basic skills.

The evaluation and classification process uses MBS test performance as the primary indicator of a school's effectiveness in providing instruction in the basic skills. The school was identified as in need of help in improving its basic skills performance when the number of students achieving state standards in reading or mathematics was low and not improving, or declining, over a three year period.

The department established procedures which used the school's staff, county staff and persons from outside the district in a cooperative effort to identify the school's problems. Each role was carefully defined and training materials were developed. Two documents concerning elementary and secondary comprehensive basic skills review provide the foundation for the program assessment process. Based on research, the guidelines provide a consistent standard against which each school's activities are evaluated and upon which recommendations for improvements are made. The procedures and materials were field-tested in five districts: Logan Township, Elizabeth, Paterson, Perth Amboy and Pleasantville.

High school graduation requirements bring both students and schools into a shared responsibility for learning. They establish minimum levels of performance for state-endorsed diplomas and further define the district's role in ensuring educational opportunities.

What Remains to be Done

The department needs to reinforce the positive effects of T&E in school improvement and support school districts who are doing well and/or showing growth. The materials prepared for the comprehensive basic skills program review need to be distributed to every district and school in the state, so that all may benefit from a self-analysis based on research.



The department should implement the Title II state plan for basic skills to improve the quality of basic skills instruction. The coordination of these developmental and remedial services at the state and local levels would be strengthened with the integration of roles and services.

The minimum basic skills writing tests need to be fully developed and guidelines for writing provided.

The administrative, supervisory and instructional staff at the local level need support in their efforts to improve their understanding of mandates and recommendations and their skills in interpreting and in implementing change.

The Education Coordinating Council (of the Departments of Education and of Higher Education) should continue their cooperative effort during 1980-81 in the completion of the report on basic skills.

#### High School Graduation Requirements

There has been growing support in the past several years for both expanding curricular requirements and basic skills proficiency standards as minimal criteria for awarding the high school diploma. The primary focus spurring this support have been both the general feeling of devaluation of the credential and the shift of public sentiment toward a more rigorous set of educational experiences in order to better prepare students for an increasingly complicated world.

The State Board of Education and the Commissioner of Education received two separate sets of recommendations from independent task forces calling for the establishment of stronger requirements for graduation. Since the Graduation Requirements Committee report in December 1977 and the Adolescent Education paper of January 1978, there has been increasing interest in, and calls for, basic skills and curriculum requirements for graduation.

On December 17, 1979, the High School Graduation Standards Act (Senate Bill S-1154) was signed into law.\* The legislation required that the Commissioner of Education establish standards for graduation from secondary school by July 1, 1980. The standards are to include a statewide assessment test in reading, writing and computational skills, guidelines for development of graduation standards by local boards of education, provision of remediation for those pupils who fail to meet graduation standards and guidelines for establishing graduation standards for classified special education students.

Implementing administrative code was adopted by the State Board of Education on March 5, 1980. A new section on promotions and graduation\*\* was added to Title 6, and three existing sections\*\*\* were modified to implement the new law.

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\*P.L. 1979, c. 241 (N.J.S.A. 18A:7C-1 et seq.)

\*\*N.J.A.C. 6:8-4.2

\*\*\*N.J.A.C. 6:8-1.1, -3.4 and -3.8

### Basic Skills Standards

The law and code detail the requirements for a statewide assessment examination in reading, writing and computation. In order to graduate, a student must pass these tests. The exams will first be administered to ninth grade students in the spring of 1982. Test specifications will be given to districts by July 1981.

Should the student fail one or more of the examinations, he or she must be provided remedial services and multiple opportunities to pass the examination. The student with insufficient mastery of the proficiencies required to pass the examination must be provided with an individual student improvement plan (ISIP). The ISIP will also be used to record remediation given and results achieved from the sixth grade forward.

Should a student fail to meet state testing minimums by the end of the 11th grade--despite implementation of an ISIP--a comprehensive evaluation by a local district panel is required to determine what is best for the student.

### Curriculum Standards

The code also establishes minimal curricular requirements for high school graduation. Heretofore, requirements were limited to courses in U.S. history\* and physical education.\*\* With the authority granted by the new law, the accompanying code\*\*\* now calls for the successful completion of a program of study in grades nine through 12 to include but not be limited to:

- (1) four years of communications;
- (2) two years of computation;
- (3) two years of social studies and history;
- (4) one year of natural or physical science;
- (5) four years of physical education;
- (6) one year of fine, practical and/or performing arts; and
- (7) one-half year of career exploration or development.

Embedded in the curriculum requirements are the establishment of proficiencies. This is an important concept that should significantly strengthen program offerings. Not only will there be a clear statement on expected outcomes of each course, but the proficiency statements may eventually lead to a reduction of "formal course boundaries" and an increase in the teaching of integrated subject matter drawing on a number of skills and knowledge at any one time. The proficiencies established must be at a level suitable to the requirements of the administrative code.

Proficiencies required for graduation must be shared with students and parents/guardians at the beginning of the course. The reasons for requiring the explicit statements are to bring the students into shared accountability.

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\*N.J.S.A. 18A:35-1

\*\*N.J.S.A. 18A:35-5, -6 and -7

\*\*\*N.J.A.C. 6:8-4.2(c)1.i

for their education, to make the educational specifications better known in the community and to encourage a more flexible approach to meeting the graduation requirements.

The requirements also deal with several other areas: the code requires district boards of education to establish pupil attendance requirements\* to deal effectively with chronic absentees and truants; allows local graduation requirements to exceed minimum state requirements; provides for a uniform transcript; and permits only one type of high-school diploma--a state-endorsed diploma--to be issued which certifies that the student has met all state and local requirements.

These concepts were detailed in the Guidelines for High School Graduation Requirements [14]\*\* which was prepared in spring 1980. An initial printing of the guidelines was distributed in early summer.

During the 1980-81 school year, the department and county office staff must provide training and assistance to local school districts to ensure proper and complete implementation of the guidelines. Also, subject to funding by the legislature, the writing test will begin with the ninth grade class in the spring of 1982. State budgeting constraints have put this program in jeopardy and these problems must be resolved if the department is to fulfill the mandate of law and code.

#### School Improvement: Classification

The Public School Education Act of 1975 and the accompanying administrative code require that all public schools and districts be evaluated and subsequently classified. Classification is a designation of approved, interim approved, or unapproved which reports a district's or school's status in the educational plan, basic skills and all other programs required by law and regulation. A set of criteria was developed for each of these areas and classification was based upon a district's or school's progress toward meeting those criteria. Public schools were classified for the first time on August 29, 1980.

In September of 1979 it became clear that the language of the classification code, drafted in 1975, needed to be changed. Under the original regulations, classification was emphasized as the end result of the thorough and efficient evaluation process. The Commissioner and State Board felt that education is a continuous enterprise and that improved services and programs should be the end result. Therefore, classification was designed as a continuous process with the focus on programs rather than labels.

In order to assure that classification would be focused on school improvement, the State Board opened the topic to public discussion. The debate continued over a six-month period in 1979 and 1980.

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\*N.J.A.C. 6:8-4.2(d)2

\*\*Sources are numbered and placed within brackets [ ] to correspond to the numbering of the bibliography which, for the most part, may be found in the State Library.

The opponents maintained that classification would serve no useful purpose. They charged students would be stigmatized by the "labels" of classification. It was argued further that parents would withdraw their children from schools with less than full approval, that property values would decline, and that graduates seeking college entrance would be penalized.

The Commissioner and State Board of Education maintained that the results would not be stigmatizing, but would act as a positive force for change. The Commissioner and board members held that, by knowing the condition of their schools, the public would be reassured that many of their schools were doing a good job. Further, citizens could be involved in efforts to make change in those schools needing improvement. Also, by evaluating schools and districts with a common set of criteria, the state would be able to identify those areas needing help and focus its resources on these areas.

At this point classification, in fact, is working for school improvement. Those schools and districts with less than full approval are working to resolve specific problems cited through the evaluation and classification process. Improvement plans are being developed that will outline the activities and resources that schools and districts will bring to bear on problem areas. The department is providing a comprehensive review of basic skills to aid districts in diagnosing problems. In addition, the staff of the department now has a mechanism to target resources for those which need the greatest assistance.

The department is addressing a number of concerns on the extent and breadth of classifying and monitoring local schools and districts.

Those districts and schools that have been classified as approved for three years do not need to be monitored as intensively as in the past. Monitoring procedures and reporting requirements are being reviewed to reduce the burden on those districts and schools consistent with law. Rather than reclassify in 1983 all schools and districts in 1983 that received three-year approvals, a system is under development to stagger the workload on staff and demand on state resources over a number of years.

Determining what is "progress in meeting local goals in meeting local goals, objectives and standards," required in 1981 as the fourth and final area of classification, is being discussed between the state and local levels. As outcome standards are determined locally, the state's emphasis is making sure those standards are adequate and progress is being made toward them.

The 25 percent reduction in 1980-81's budget for the county offices of education and the resultant loss of 45 positions has caused problems in carrying out classification and monitoring processes in a timely and efficient manner. If funds are not restored, the remaining county office staff will be devoted to monitoring primarily rather than program improvement activities.

## Societal Concerns within the Schools

### Family Life Education

In 1967, the State Board of Education adopted a policy recommending that all school districts offer family life education courses. Because of the dramatic increase in teenage sexual activity, the board felt that the public schools should provide responsible information to their students to make them aware of the physical and emotional problems related to early sexual activity.

In 1978, the Superior Court of New Jersey was asked to hear a case concerning parents' rights to remove their child from a family life education program. The court noted that the State Board of Education was in the process of adopting administrative code dealing with family life education and that a bill was pending (now P.L. 1979, c. 428) which would allow parents to remove their children from courses which they found morally or religiously objectionable.

As a result of this case, appeals to the State Board of Education and the courts, and subsequent legislation, the president of the New Jersey State Board of Education appointed a five-member committee to examine existing state policy on teaching family life education and to recommend improvements. The committee submitted a report in August 1979 which comprised a review of the existing policy, a summary of data relating to teenage sexual activity, examination of the lack of family life education courses and recommendations for policy changes.

The Family Life Education Committee recommended that the State Board adopt rules and regulations requiring every local board of education to provide family life education programs as part of its curriculum. It also recommended that parents be allowed to remove their child from those parts of the courses which they found objectionable.

The Family Life Education Committee made these recommendations because of the following findings:

1. Since 1967, only 40 percent of New Jersey's school districts elected to offer family life education in some form.
2. Appropriate information concerning sex education in schools is lacking and family life education is being learned through commercial films, television, magazines, popular music and from peers. Education obtained in this manner is often exaggerated, erroneous and not specifically geared to the maturation level of the child. The committee felt that schools through their local curriculum could better provide family life education in a manner suitable to their students.
3. Since the State Board first recommended that all school districts offer family life education courses in 1967, the percentage of out-of-wedlock births has nearly doubled. An estimated 18,000 abortions were performed on teenage girls in 1978, and venereal disease was on the rise. These statistics indicated that a more comprehensive program needed to be developed.

The State Board therefore decided to require family life education as the 1967 policy did not appear sufficient to meet student needs.

In the rules and regulations, the board suggested subject areas for inclusion in a comprehensive program, but local districts were to develop their own policies and curriculum. The regulations further require community involvement and review of the program. An excuse clause is included for students whose parents feel that parts of the program conflict with their moral or religious beliefs.

The State Board of Education approved the proposed additions to the Administrative Code at its February 1980 meeting. The regulations were put into the New Jersey Register for the month of March and were finally approved at the April 1980 meeting.

Concerns and questions about these regulations raised by the Senate Education Committee were incorporated into Senate Resolution 24. The state board of education, in preparing a reply to the resolution, made changes to the family life education regulations. The listing of suggested topics that should be included in the program was deleted and the program was to be offered in elementary and secondary components rather than a K-12 continuum. The board reply and the changes to the regulations were approved at the June 1980 meeting. The revised rules and regulations were finally adopted in August, 1980.\*

At present, the Department of Education has a committee developing curriculum guidelines in family life education which, when completed, will be made available to local districts to help them develop their own curriculums. In addition, a statewide in-service program is being planned to help the local districts provide training for the teachers they select to teach these programs.

Local districts must implement programs by September 1983. The department will help provide technical assistance through a support network including the education improvement centers, state colleges, private and public health agencies, school districts with successful programs in operation and the Department of Education.

#### Drug and Alcohol Abuse

The upward trends in lifetime experience with marijuana and other illicit drugs, which began in the late sixties, continue as drug use spreads through a larger, more varied portion of the population. This pattern may partially reflect the changing opportunity structure and social climate of illicit drug use in our society.

Noticeable changes in the prevalence of illegal drug use began in the mid-sixties with increased marijuana use among youth and young adults, particularly males and those living in metropolitan areas and outside the

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\*N.J.A.C. 6:29-7.1



South. This trend continued in the late sixties accompanied by lesser increases in the use of stronger drugs. In recent years, drug abuse has become more prevalent not only within those groups in which drug use increases were initially seen, but also among groups who demonstrated relatively low use rates in the sixties. Detailed analysis of recent changes in marijuana use reveals that previously low-use groups are "catching up" to high-use groups. Differences in drug use rates across demographic subgroups are less significant today than in former years.

The latest National Institute on Drug Abuse survey on drug and alcohol use shows that one in nine American high school seniors smokes marijuana daily. Of youth aged 12 to 17, 53 percent have tried alcohol, 47 percent have tried tobacco, and over 28 percent have tried marijuana. More than six out of every ten seniors from the class of 1979 reported illicit drug use at some time in their lives.

There are today over 70 million children under 18 in this country--almost one-third the entire U.S. population. At some time during their preteen and teenage years, most of these youths will be faced with a decision of whether to use illegal drugs. Unfortunately, many have already made the wrong decision.

To counteract these trends, a steering committee composed of state agencies and major state-level organizations was formed to assist the department in carrying out the recommendations of the Drug and Alcohol Abuse Task Force and to meet the mandates of the revisions to N.J.S.A. 18A:35-4 (A-3260).

Meetings have been held on a monthly basis and sub-committees have been formed to work in three major areas: reviewing existing curriculum guides in drug and alcohol education; developing a resource directory of current programs existing in New Jersey which can provide technical assistance to local school districts; and developing in-service programs that will be made available to local school districts.

The curriculum guidelines and resource directory should be completed and distributed during the 1980-81 school year. The in-service programs will also be piloted in various sections of the state through the education improvement centers. The programs will be evaluated and necessary changes will be made before general distribution in 1981-82.

#### Violence and Vandalism

Acts of crime and disruption have become a concern in New Jersey's public schools; however, New Jersey is not unique in having such a problem. Crime and disruption in the schools is a nationwide development that grew rapidly in the 1960's and has not substantially decreased since the early 1970's.

At the request of the State Board of Education, a task force was formed in 1978 to study violence and vandalism in the schools. This task force included appropriate departmental personnel, representatives of educational associations and staff from the Department of the Public Advocate, Attorney General's Office and educational improvement centers.

The task force used surveys from existing research, meetings with special consultants and three public hearings as a basis for developing recommendations.

A final report of the task force, Reducing Violence, Vandalism and Disruption in the Schools [26], was submitted to the Commissioner and State Board of Education in May 1979. The report contained 47 recommendations for administrative and legislative action. A thorough review of the task force report was made by department staff and the State Board of Education. Most of the recommendations were incorporated into the 1979-80 Plan for Reduction of Violence, Vandalism and Disruption in New Jersey Schools [17].

The various activities included in this plan were implemented by department staff in cooperation with other state agencies and private groups with interest and expertise in this area. In several instances activities were implemented with the educational improvement centers and educational associations with overall coordination and monitoring of the planned activities within the Commissioner's office. A status report, concerning those activities outlined in the 1979-80 operational plan, includes an account of the specific tasks carried out for each activity. It included areas for legislation, state board resolutions, county involvement, technical assistance, programs for disruptive students, and an analysis of the problems.

Activities included:

1. Many bills which were peripheral to, or directly addressed, violence and vandalism were introduced in the New Jersey Legislature.
2. At the Commissioner's recommendation, the State Board passed a resolution urging districts to develop codes of conduct which would include rights and responsibilities of staff, parents and students.
3. Each county is in the process of establishing, or has established, a task force representing agencies concerned with juveniles.
4. Technical assistance to school districts included: a special issue of Interact, the department's newspaper, published in spring 1980 which highlighted local district efforts to reduce problems and provided information for local program planning; statewide conferences hosted in conjunction with major educational associations and with federal agencies; and direct assistance by educational improvement centers' staff.
5. The Division of School Programs established an office to provide focus and direction to the area and to consider alternative school strategies for disruptive students.

On January 3, 1979, A-1564 was signed into law as P.L. 1978, c. 183. The new law required school districts to report incidents of violence, vandalism and drug abuse. This initial data will enable the department to analyze the nature and extent of the problems and to refine plans for addressing the

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\*This status report was presented to the State Board of Education in September 1980.



problems. In April 1980, the State Board of Education received a compilation of this data in an interim report, covering September 1 to November 30, 1979, on incidents of violence, vandalism and drug abuse in the public schools.

In 1980-81, efforts to reduce and cope with the problems of violence and vandalism will continue at the department level. Specifically, assistance will be available to local districts as they plan programs and activities to reduce problems of violence and vandalism. The department will continue to: review and support individual pieces of legislation which have an impact on youth; support the revision of the juvenile justice code to make it more responsive to the needs of youth and society; review the statewide assessment of incidents of violence, vandalism and drug abuse to determine if the legislation requiring collection of data should be extended; and prepare guidelines to facilitate the development of alternative education programs at the district level.

#### The Cuban and Haitian Refugee Problem

The unanticipated influx of Cuban and Haitian students into New Jersey has created concerns in several low-wealth school districts. Cuban refugees have settled largely in Union City, West New York, Elizabeth and Newark, with lesser impact on Weehawken, Passaic, Paterson, North Bergen, Kearny, Hoboken and Vineland. The Haitian population is concentrated in Essex County--in three key districts--Orange, East Orange and Newark.

There were 180,000 Cubans already residing in the state before the latest arrivals. It is estimated by the U.S. Department of Immigration that an additional 22,000 Cubans will relocate here. The numbers of Haitians are more difficult to determine because of their reluctance to identify themselves out of fear of political reprisals by their government.

The impact of an estimated 4,000 new students upon the school districts can be devastating in both human and fiscal aspects. Districts have extreme difficulty accomodating unexpected new students as state and federal funds are based on the preceding year's enrollment.

The state aid need totals \$3,740,000 with at least another \$1,021,000 needed in special education funds. The districts need additional teachers, materials and school space. On a ratio of one new teacher for every 25 students, 160 additional teachers are needed statewide. Some classrooms now have up to 46 children in one class--a difficult teaching situation. This is compounded by a lack of properly certified bilingual teachers.

The department recognizes five major educational problems which have been generated by the influx of the Cuban and Haitian students: First, the students bring no educational records with them. Second, an increase in the numbers of students may necessitate an increase in the number of teachers. Third, for their special linguistic, cultural and emotional needs, students must be placed in bilingual programs which would include English-as-a-Second Language (ESL) instruction as well as an orientation to the American school system and culture. Fourth, additional support services must be provided, such as: nutritional programs providing breakfast and lunch, and visual, auditory, dental and psychological screening and counseling. Fifth, at least five percent of the Cubans (and a greater number of Haitians) must be immunized immediately.

The children also reflect the problems faced by their parents: inadequate housing; lack of jobs; limited knowledge of English; difficulty in securing jobs; long waiting lists for welfare, food stamps and medicaid; total dependence on sponsors who themselves can ill afford to carry them.

A significant impact on special education programs and related services is also anticipated, such as increases in the number of referrals to child study teams for diagnostic evaluation and for psychiatric examinations, and increases in special education programs for the educationally handicapped.

Since students of limited English proficiency (LEP) can be part of the Title I program, the refugee students are eligible for such services as supplemental English-as-a-Second Language (ESL), communications and/or computational skills designed to meet their needs. However, eligibility does not provide funds and a \$2 million cut was made in the Title I basic grants to New Jersey in 1980-81.

Adult education is also affected. In 1978-79, ESL instruction was provided to 20,000 adults. With 25,000 new immigrants per year, services are insufficient to meet current needs let alone the needs of unanticipated immigrants. With no funding increases at either the state or federal level, the additional adults needing language instruction simply cannot be served.

Recognizing the problems imposed upon the districts, the Commissioner allocated \$46,000 from an emergency account to support summer school for the Cuban and Haitian children in Union City, West New York and Elizabeth. The emergency fund is depleted though the need for language and cultural orientation programs for these children continues.

With district and state budgets already set for 1980-81, and with no provision for unanticipated services, the influx of Cuban and Haitian pupils imposes a severe restriction upon the provision of a thorough and efficient education for all students in the affected districts.

Speaking for the commissioner, Catherine Havrilesky, Assistant Commissioner, Division of School Programs, testified before the House Committee on Education and Labor on July 1, 1980, in support of the Stack amendment to the Indochina Refugee Children Assistance Act of 1976. The proposed amendment would provide federal assistance in meeting district needs caused by the impact of these thousands of students.\*

#### New Educational Technologies

The decade of the 80's promises an explosion in the area of instructional technology. During the year, the department witnessed the expansion of cable

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\*As of September 1980, no federal or state aid was forthcoming to help educate the refugees, although the Secretary of the U.S. Department of Education has set aside \$7.7 million of discretionary monies for such assistance.

television franchises, commercial development of relatively inexpensive video disc play-back systems and the introduction of central program banks. Computer-assisted instruction in New Jersey schools is already taking place.

The implications for students are clear. With the new technology in television alone, children will have access to dozens of new networks and be provided with more effective and satisfying programming and instruction. In 1979 alone, cable television had 25 new programmers of specialized features.

During the year, the department participated in activities which will help to provide the most efficient and effective use of these technologies when they become fully operational. Department personnel assisted in a "hardware study" to determine what technologies are presently available in New Jersey schools. Department staff reviewed the Closeup Program, a high school civic seminar program which provides live coverage of the proceedings of the U.S. House of Representatives. Efforts are underway to involve New Jersey high schools in "Closeup" programming.

The department, with other state agencies, has cooperated with the state office of cable television in an effort to procure a \$1.6 million grant for establishing a state cable television network. The grant is expected to be awarded in 1980-81.\*

It is important that the department consolidate efforts and continue to take the lead to ensure that the schools and students throughout the state derive the most benefit from the emerging technology. The executive and legislative branches are urged to lend financial support to these endeavors.

## 2 School Finance

### Facilities

The statewide survey of school buildings, first undertaken in 1977, which is in its last phase indicates that an expenditure of more than \$3.8 billion (in 1978 dollars) is needed for the repair, renovation and/or replacement of public school buildings.

Because local referenda defeats and budget caps at the local district level are severe limitations on the availability of funds for improving school facilities in the state, it is imperative that the state legislature address New Jersey's school facilities needs so that major deficiencies can be eliminated in the near future and other deficiencies may be eliminated through a progression of financial aid programs.

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\*In September 1980, the state was federally funded for \$350,000 for the inter-connect cable network. The legislature is urged to support legislation which will allow the cable office to assess the cable industry in order to meet federal matching requirements.

The department has submitted two proposals to the Governor's office. One deals with the joint occupancy/ownership of buildings. This proposal establishes ways to involve the private sector in funding portions of school facilities. A second proposal focuses on basing funding for construction on a current year budget basis rather than on the pre-budget year. The department is continuing to develop optional means to address the state's school facilities needs.

#### Energy Conservation

Energy conservation in New Jersey's public schools for heating, cooling and lighting purposes continues as a high priority item. The department has prepared a series of four "Energy Conservation Guidelines" booklets that present energy conservation concepts and procedures to local school districts. The publications will be available in the fall of 1980, and copies will be distributed to local school districts.

The department is also continuing to work closely with the Department of Energy in encouraging school districts to participate in the current federal energy program of financial and technical assistance under the National Energy Act. The department has conducted workshops devoted to promoting energy saving techniques in the operation and maintenance of schools and is also enforcing the State Board-adopted "Energy Conservation Code" regarding the design of new buildings, additions and alterations to existing buildings.\*

#### Asbestos in Schools

Because recent studies have linked asbestos fibers with various health hazards, asbestos used in the construction of New Jersey's school buildings is the subject of much concern.

The department continues to recommend strongly that local school districts take appropriate corrective action (preferably removal) to prevent exposure of asbestos to building occupants. The department has been able to identify the worst situations in New Jersey's schools and, generally, these have been dealt with by removing completely the asbestos material and constructing new ceilings.

The State Board has adopted a regulation prohibiting the use of sprayed-on surface coatings which contain asbestos\*\* and the Governor's Task Force on Asbestos has developed "Minimum Specifications for Asbestos Removal."

The department continues to monitor all asbestos removal work undertaken in schools and endorses federal and state legislation to fund asbestos removal.

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\*N.J.A.C. 6:22-5.1 et seq.

\*\*N.J.A.C. 6:22-(i)(10)

### Budget Deficits

Deficit balances continue to be a problem in school districts. Recent amendments to the criminal code (Title 2C) deleted the requirement that local school districts not overexpend funds.

Since no criminal or civil penalties now exist on the overexpenditure of funds, the department has developed proposed administrative code and is recommending that legislation be adopted which would discourage members of a board of education from approving overexpenditures by removing such members from the board of education after a fact-finder hearing. Overexpenditures would still be permitted, however, in certain emergency situations. A resolution of this problem is expected in 1980-81.

### Budget Caps

The department recognizes weaknesses in the present budget cap law and has recommended several proposals which would provide a more equitable cap calculation.

Several problem areas must be addressed simultaneously. These include the three-fourths multiplier used in calculating the basic growth rate factor of change in statewide equalized valuation, the differing organizational patterns in local school districts, the unequal distribution of other revenues not covered by the cap, enrollment declines and the fact that low-wealth districts have difficulty increasing spending even with a greater cap leeway.

The department has proposed to the legislature the elimination of the three-fourths multiplier, the computation of cap calculations separately for 9-12 regionals, county vocational and other school districts, and basing the budget caps on total adjusted net current expense budgets. The department also supports the concept of an enrollment adjustment to the cap calculation formula and recommends current-year funding.

All of these proposals require a great deal of discussion and analysis and would depend upon the willingness of the legislature to appropriate the necessary funds consistently year after year.

### Transportation Aid

The major state aid issue which arose during the 1979-80 school year involved the amount of transportation funds recommended for fiscal year 1980-81. The department submitted a request for \$112.8 million and notified local school districts of their anticipated 1980-81 transportation aid amounts based upon this request. The Governor recommended \$94.4 million, a decrease of \$18.4 million. This reduction was to be accomplished by changing the base year used to determine approved transportation aid amounts from 1979-80 to 1978-79. Local school districts were advised of this change and received a second transportation aid notification reflecting the Governor's recommendation.

### Reducing Transportation Costs

The cost of furnishing pupil transportation continues to increase in importance as an issue. The continued increase in gasoline prices, rising wages and the higher prices for new buses and equipment all contribute to increased costs in transportation.

To combat these rising expenses the department is involved in a plan which would regionalize transportation on a county-wide basis. It is anticipated that existing vehicles will be used to a greater extent and thus reduce the number of vehicles and drivers and the cost.

### Child Nutrition

The need for improved cash flow has produced federal legislation that is changing the nature of child nutrition funding. Specifically, the program now provides schools and other non-profit sponsors with an advance of funds prior to the service of meals to children. This major change in what has been a reimbursement program brings with it bookkeeping and accountability challenges to the department.

For the first time in the history of the child nutrition programs, Congress has reduced funding for these programs in fiscal year 1981. The result of such reduced funding will be increased costs to local school districts.

## 3 School Governance and Management

### Issues in Federal Funding and Federal State Relations

The federal influence in education is more pervasive than the level of federal funding for education would suggest--less than nine percent of the average school district's budget is from federal funds. This discrepancy between influence and expenditure arises because federal education programs are, by design, categorical. They do not supply general aid to the states or local districts, but have well defined, fairly narrow purposes and are designed to achieve specific objectives Congress has determined to be in the national interest. Since the mid-1960's, federal education legislation has consistently pursued five major goals:

1. Equal educational opportunity (Title I of the Elementary and Secondary Education Act of 1965, as amended, and desegregation programs under the Emergency School Aid Act).
2. Support of specific education programs judged to be in the national interest (vocational education, education for the handicapped and bilingual education).
3. Educational research and innovation (Title IV-C of E.S.E.A. and National Institute of Education grants).
4. Reform of state and local educational practice (state agency capacity-building grants and Department of Education project grants to school districts.)



5. Compensation for local revenue losses due to tax exempt federal facilities (impact aid).

By offering funds for new types of programs, Congress has strongly influenced educational practice and expenditures at the state and local levels. State and local education agencies have followed the federal lead in establishing programs for compensatory education, education for the handicapped, bilingual education and vocational education.

Funding is one means by which the federal government influences school practice while the imposition of regulation is a second and less popular method. In one view, regulations are necessary to insure that federal monies are spent to achieve legislated goals--goals which congress felt had been neglected by the states. Regulation, in this view, provides programmatic and fiscal accountability and stimulates local spending in support of national priorities.

However, local districts maintain that federal regulation is too prescriptive, and represents unwarranted intervention in local educational practice. In this view, regulation creates excessive financial and administrative burdens, creates fragmented programs, and is insensitive to local needs. Examples of regulations local districts object to are: expenditure constraints such as "supplement not supplant" provisions which require that federal funds must add to, not substitute for, state and local expenditures which require excessive bookkeeping; maintenance of effort provisions which require grantees to maintain previous year's spending levels; comparability provisions which mandate that districts spend the same amount of money on federally aided pupils as on other pupils; and limitations to excess cost provisions which stipulate that federal funds may be used only to pay for program costs exceeding regular per pupil expenditures. While these concepts are well taken, the administrative burdens to assure these principles are severe.

The debate about federal regulation in education becomes, inevitably, a debate about intergovernmental relations--the relative powers and responsibilities of local, state and federal governments. Because the U.S. Department of Education is only a vague, distant presence to most district staff, school districts' frustrations with federal regulations are often directed at the State Department of Education. Also, as 80 percent of federal education funds are channelled to local districts through this department, the state is given the responsibility of administering these funds and enforcing regulation.

While state and local views of federal programs and their attendant regulations will depend on how closely federal priorities match or diverge from state and local priorities, several possibilities exist for resolving tensions among these three levels of government. First, state and local education agencies can increase efforts to shape federal regulation by supporting Congressional moves to restrict the broad regulatory powers exercised by the U.S. Department of Education. Secondly, local districts must remember that programs succeed or fail in the process of implementation in the schools. Major tasks facing educators today are to evaluate programs, to see which ones work or don't work, to strengthen successful ones and to terminate those that are less successful. Educators who are critical of federal involvement must increase their efforts to meet students' needs--either by

establishing programs of their own or through efforts to make existing federal programs more efficient and accountable.

### State - Local Relations

Enactment of the Public School Education Act of 1975 inevitably brought with it a period of re-examination and uncertainty in the relationship between local school districts, and the Commissioner and State Board of Education. For the first time, state officials were given a legislative mandate to set performance standards for the districts and, in dire circumstances, to impose corrective action. Some districts welcomed the strengthened state role. Many were bothered by what they saw as intrusion. Questions were raised--by both local and state officials--about how the new law would be implemented, what it would achieve and what it would mean to the traditional concept of home rule in elementary and secondary education in New Jersey.

Before 1975, management practices and program direction, with few exceptions, had been the province of district school boards and staff. The state had oversight responsibilities with regard to the distribution of state aid and on transportation contracts (also partially state financed), but only on those programs funded by the state through categorical aid grants did state officials make direct evaluations of local work. Districts defined their own needs, set their own priorities, and evaluated curricula and staff as they saw fit. The state could promote good practice but not require it.

The T&E law, by leaving initial jurisdiction over planning and operations in local hands, called for both to be carried out within a framework of goals--process and outcome--defined by the State Board of Education.

Districts were required to establish goals; to write, in consultation with parents and interested citizens, specific program objectives; set standards for determining when those objectives had been met; conduct an assessment of needs based on their performance in meeting the standards; implement programs based on these needs; and evaluate how well the needs had been met.

The department was to evaluate local compliance with the law and all relevant regulations through monitoring by, primarily, the county office of education. The process of classification under which the Commissioner of Education rated the adequacy of the educational plan, the development of basic skills, and all other components of the educational system (e.g., facilities, Title I programs, nutrition programs) for every school and district in the state was a product of this evaluation.

By 1978-79, local and state responsibilities under what has become known as the T&E law, were being sorted out, but conflict continued on a number of issues. The question of whether the state could require local districts to offer instruction in family life education and, if so, in what form, was actively debated. So, too, were proposed state rules for the evaluation of tenured teachers by district officials. Requirements for awarding of high school diplomas were also under study. All were areas traditionally controlled by local officials. Now the state was asserting its authority on behalf of students, and not without local resistance.



In that regard, the Commissioner of Education's decision to intervene directly in the administration of the Trenton School District through a state-appointed monitor, has been closely watched in the education community. This decision marks the first major use of the authority given the Commissioner by the T&E law to impose corrective action on a district found to be failing the educational needs of its students.

#### The Trenton Intervention

The lack of certain student services as required by law and regulation resulted in a remedial plan ordered for the Trenton school district by the Commissioner of Education on November 7, 1979. The remedial plan included assignment of a monitor general and assistant monitor general to the district. Their purpose along with the county superintendent was to monitor, for the Commissioner, the effectiveness of the board and administration in carrying out the remedial plan and the district's operations.

The district administration worked with the monitoring team, the Mercer County Office of Education and the Division of School Programs to resolve existing program problems, to maintain the integrity of the budget, and to provide a more efficient and effective organizational structure. Through their efforts some progress was made by the district in addressing specific requirements of the remedial plan. For example, through a concentration of effort in basic skills, student scores on the California Achievement Test and the state Minimum Basic Skills test rose significantly; and the organization, referral and delivery of child study team services were restructured.

However, this progress in relation to possible action was minimal due to the continuing conflict between the board and administration. This condition led to a state monitoring team petition to the Appellate Court for Ad Interim Relief. Relief was granted on June 9, 1980, and the monitoring team assumed a more aggressive posture in the district, ordering a number of actions necessary for providing sufficient levels of services.

Through a more direct role the monitoring team has been able to generate more action in the district. For example, it directed the administration to prepare class lists and teaching assignments for each school by mid-July. This information is being used to assist the district in achieving comparability and identifying space for mandated programs. Also, the administration, under the direction of the monitoring team, proceeded with full implementation of the basic skills organization plan. That plan is currently in operation. In addition, the monitoring team along with the administration and staff concentrated attention on areas identified in the remedial plan with some success.

The concentration of effort has had several results. For example, the projected budget deficit for 1979-80 was averted, and instead a surplus was reported at the end of the year; the bilingual program has been modified; and inservice education programs have been conducted on a regular basis. While there has been positive action, steps need to be taken to correct problems in the areas of affirmative action, management accountability, fiscal controls and facilities.

Even though some progress has been made in providing services to students, the fact that the board and administration do not work together remains. Their differences stalemate and even retard the progress that could be made. Until this conflict is resolved, the educational programs and services will suffer.

Aside from reporting the educational progress of the state's intervention in Trenton, it is important to note that the action has wider implications. Department staff are analyzing the state's action as to its effectiveness as an intervention strategy, and its possible use should other districts reach the level of need exemplified by Trenton. Further, the intervention is viewed with concern by other school boards and educational associations. Even agreement with the need for state intervention does not lessen their anxiety over what is seen as the state's usurpation of local control.

The Commissioner is reviewing the question of how the state can bring about school improvement most effectively, with particular attention to districts with the most severe local problems.

#### The Organization of Educational Services and Local School Districts

In February 1979, as the State Board of Education began preparation of its four-year report on the effectiveness of Chapter 212 [16], Governor Brendan Byrne raised questions about the organization of school districts. In particular, he asked the State Board of Education to "consider the advantages and disadvantages of consolidation and to recommend ways to encourage such consolidation of districts or services where appropriate." The board's review of this issue began with a recognition that the fundamental purpose of a thorough and efficient system of free public schools was to provide to all children in New Jersey the educational opportunity which will prepare them to function politically, economically and socially in a democratic society. Whether or not the educational system is properly organized to serve that fundamental purpose is a question that the board, as well as the citizens of New Jersey, must periodically address. Where there are organizational barriers to educational opportunity the board must consider ways to eliminate those barriers. The Commissioner and State Board of Education recognize that there are alternative solutions to most educational problems and that solutions involving reorganization of public agencies and local school districts are generally useful only in the last resort. There are, however, a limited number of problems that require organizational solutions, and they were the subject of Department of Education reports.

In general, the Commissioner and State Board review found elements of New Jersey's education system to be organized in an administratively complex and fragmented manner. There are nine different types of county and regional units. Some of these agencies appear to compete for funds, clients and functional responsibility. Some of the eight different types of grade plans found among local districts appear unrelated to the need for a comprehensive educational program from kindergarten through grade twelve. In some districts, the rate of enrollment decline is so severe that first grade enrollment is less than three-fourths of tenth grade enrollment. In some districts, citizens have no representation on the boards of education that actually educate their children. In some small districts, there is reason to

question whether the educational program is both economically sound and sufficiently broad to meet fundamental needs.

In response to the Governor's letter to the State Board of Education, the Commissioner's office prepared a report on the organization of educational services and local school districts [15]. The report attempted to define the expectations that the citizens of New Jersey commonly hold for the system as a whole, for the county and regional educational agencies, and for local school districts. The report includes the overview of the many types of educational agencies and describes them in terms of finance, programs, staff levels and governments. The report concluded with proposals, that while moderate by design, were expected to bring about significant improvement in the effectiveness of the public school system within a two- to five-year period. The improvements were expected to result from the creation of service units at the county level, clarification of the purposes of agencies at that level and a case-by-case review of certain categories of local school districts. That review was intended to identify districts that are unable to provide a thorough and efficient educational program because of their organizational characteristics.

The Commissioner's report [15] was presented to the State Board of Education in April 1980. The State Board transmitted the report to the Governor and noted the report marked a first step in a continuing review of a complex issue. The executive committee of the State Board of Education met repeatedly with local citizens, educators, the educational associations, legislators and others who wished to express an opinion on the recommendations. The board made clear its intention to consult widely on the recommendations before it made any decisions.\*

In general, the report presents a series of recommendations for the county and regional agencies including the educational services commissions, the county superintendents' offices, and the educational improvement centers. The report also includes recommendations on the organization of local school districts. Among those is the recommendation that the legislature eliminate non-operating school districts while providing a five-year phase-in of the changes in tax levies that would result. The board also recommended that the Commissioner develop criteria and procedures for a case-by-case review of districts to determine where regionalization should be recommended. That procedure would include preservation of the right of local citizens to vote on regionalization questions, financial incentives for districts that regionalize, and an independent review of the organization of the districts according to defined criteria. The board recommends that unless special reasons can be found in this case-by-case review of districts, sending/receiving relationships be dissolved in favor of limited purpose or all purpose regional arrangements.

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\*In August 1980, the State Board of Education issued an interim report which was intended to focus attention on those recommendations that the board felt needed public commentary. The board held public hearings on the recommendations in September, October and November, 1980.

While the statute currently provides wide powers to the Commissioner and State Board to direct regionalization, the Commissioner noted in his report to the board in September that "too much has been made of so-called 'forced regionalization' in the past. The reports call for a combination of factors including a clear review of the facts on a case-by-case basis, a better procedure for forming regionals and dissolving them, a set of financial incentives, and preservation of the right to vote on organizational questions. Taken together I expect these proposals to assist districts that already confront the need to reorganize but also confront obstacles in that path."

The remaining work to be done on this issue includes continuation of the public hearings followed by a decision on the recommendations by the State Board of Education. A number of modifications have already been made in response to public commentary. The department anticipates that the proposals will involve both legislative and administrative action to put them into effect.

### Staffing Patterns in the Public Schools

Perennially, educators and the public alike have sought to specify how much financial support is needed to assure adequate educational processes. This question is most frequently considered in terms of salaries and number of educational staff. This budget item alone represents approximately 75 to 80 percent of net operating expense budgets in New Jersey public school districts.

Since the passage of the T&E legislation in 1975 and the subsequent increase in state aid to local districts, the interest in educational cost-benefit has increased in both the legislative and executive branches of government.

In an effort to analyze and assess trends in educational staffing, the department began a major research study to provide the necessary data base to examine this issue. The following concerns were addressed in this initial study [25]:

1. What are the staffing patterns in New Jersey school districts?
2. Is there excessive or insufficient staffing in New Jersey public schools? If so, where?
3. How are external factors, such as district grade organization, enrollment, wealth, community type and socio-economic level, related to staffing patterns?
4. What relationship is there between staffing patterns and pupil achievement?
5. Are there levels at which staffing patterns are optional or dysfunctional in terms of maximum cost efficiency and optimal pupil achievement?

The general conclusion of the initial study indicated that the range of current staff ratios in New Jersey school districts varies greatly between

districts. The table below presents the high and low extremes of the three major ratio categories and further illustrates this point:

STATEWIDE STAFFING RATIOS

<u>Ratio</u>	<u>Range</u>		<u>State Average</u>
	<u>Low</u>	<u>High</u>	
Instructors to Administrators	4.0 to 1	51.5 to 1	17.6
Students to Administrators	146.7 to 1	1006.0 to 1	285.4
Students to Instructors	6.2 to 1	25.3 to 1	16.1

Conclusions with regard to administrative staffing indicated that administrators in county vocational districts, elementary districts, high wealth districts and districts with fewer than 1,000 pupils tend to supervise fewer teachers than administrators in other types of districts. On the other hand, administrators in urban and regional districts, districts with more than 3,000 pupils, low-wealth and secondary districts tend to have more administrative responsibilities in terms of greater numbers of teachers and students supervised.

Variations in average class size at the district level as measured by the students-to-instructor ratios were relatively small. Urban, regional, low-wealth and large districts tend to have a slightly larger number of students to instructors (larger average class sizes).

On the other hand, county vocational districts, high-wealth districts, and small districts (fewer than 1,000 students) exhibited smaller average class sizes.

At the extreme, regional school districts and the 31 urban districts, when separated from the larger urban district organization category, maintained the largest average class sizes. The following table highlights these extremes in relation to the state average of 16 pupils to 1 teacher:

AVERAGE CLASS SIZE IN THREE DISTRICT TYPES

<u>Districts</u>	<u>Range</u>		<u>Average</u>
	<u>Low</u>	<u>High</u>	
County Vocational	10.2	25.3	14.2
Regional	13.2	20.8	16.5
Urban	14.3	20.6	17.3

Over the three years of data reviewed for this report, the largest change occurred in the student-to-instructor ratio. This ratio declined in every county throughout the state. Staff reductions apparently did not keep pace with the statewide enrollment decline. While it is essential that local districts make necessary staff reductions in response to enrollment decline to ensure a reasonable level of cost efficiency, data from New Jersey and other

states indicate that it may take districts several years to regain an appropriate balance between staff and student needs as overall enrollment decline continues.

The instructors-to-administrator ratio experienced the second greatest percent of change. This ratio increased in all but four counties. This finding indicates that reductions-in-force engendered by declining enrollment have probably been felt more acutely at the administrative level than in other staff categories.

Finally, it appears that districts with special student populations and unique needs are relatively more complex than other districts and should require greater than average staff support if they are to provide a thorough and efficient education. District complexity factors include the level of enrollment fluctuation, the number of schools and buildings in a district, and student needs as reflected in the socio-economic status of the district, and students' performance on basic skills tests. Overall, urban districts, low-wealth districts, large districts and regional districts tended to have the majority of students with these greater than average staff support needs. These districts and their students currently have substantially less than average staff support and may be understaffed.

In contrast, county vocational districts, high-wealth districts, suburban districts, and smaller districts have greater than average staff support ratios. Further analysis is required to determine if these are necessary or whether staffing is excessive.

A case-by case review of all districts and particularly those at the high- and low-ratio extremes will reveal specific areas of under- and over-staffing.

Based on this initial study, the following recommendations [25] were promulgated and are currently being reviewed by the State Board of Education:

1. Informational reports on staffing practices should be published annually to permit local boards to examine and perhaps modify their own staffing practices.
2. Staffing guidelines should be used as one of the criteria for school district regionalization, deregionalization and budget review studies.
3. As per N.J.A.C. 6:11-3.6, only jobs recognized in the Administrative Code should be assigned to district teaching staff members with appropriate modifications/additions made in the code as necessary.
4. A manual of sample job descriptions and guidelines should be provided to assist local districts.
5. The State Board of Examiners should adopt and recommend to the State Board of Education administrative code that specifies authorizations for each administrative, educational services and instructional certificate.



6. A direct appropriation from the legislature should be requested to expand the pilot study currently underway in seven counties that establishes a computerized certification and job assignment file.
7. The initial staffing practices study should serve as a basis for follow-up studies on the relationship between staffing practices and district complexity factors, basic skills test results and district cost effectiveness.
8. The computer file of staffing data generated for this study should be revised annually and used for future longitudinal studies.

Finally, responsibility for educational staffing has been the prerogative of local boards of education. Nevertheless, the state has statutory authority to ensure that local districts provide an adequate level of staff to meet student needs. Analyses of the data suggests that districts at the high and low extremes of these staff-ratio ranges may not meet these needs in a thorough and efficient manner.

#### The Implementation of a Program-Oriented Budgeting System

The Department of Education initiated its program-oriented budget (POB) activities in 1972 with three local districts volunteering to serve as pilot districts in the development of a program budgeting and accounting system. There are now some 39 pilot districts who are adopting and advertising the annual school district budget statement in the program format.

When the T&E law, which calls for planning, local objectives and community involvement, was enacted, the State Board prescribed that all local districts convert from the line item to POB budget format by the 1982-83 school year. This decision is supported by the code requirement\* that calls for the county superintendent to review each item of appropriation in the proposed budget and the adequacy of such budgets with regard to the annual reports and the long and short range objectives of the local district.

To date, the department has prepared and issued four publications on POB [1-4] to familiarize local and county personnel with this new budgeting and management concept. The department has also initiated a series of POB training sessions for county and local district personnel. Representatives from all local districts of Burlington, Middlesex and Gloucester counties have attended the two-day training sessions. A one-day awareness session was recently held for county superintendents and representatives of the county office.

The department will continue training county office staff in 1980-81 so that additional in-county workshops and training sessions can be held for the districts.

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\* N.J.A.C. 6:8-5.1

#### 4 Specific Programs

##### Vocational Education and Career Preparation

New Jersey's economic slow-down during 1979-80 precipitated some state-wide concerns for a possible contradiction in public policy in recognizing the importance of the state's economy, the scarcity of funds for public education and the continuing widespread support for public investments in vocational education.

This concern for a possible contradiction among these economic factors focused on three educational issues:

- \* Do we need to prepare more persons for employment at a time when so many are unemployed?
- \* How is vocational education helping to strengthen the state's economy and reduce unemployment?
- \* Are there economies possible in making vocational education available by means of increased cooperation and coordination?

Each of these issues will be explored to demonstrate recent actions by the department and others, and to recommend additional actions by the department and the legislature.

##### Do We Need to Prepare More Persons for Employment at a Time When So Many Are Unemployed?

In a time of high unemployment, employers who have plenty of prospective employees might question continued public investments in vocational education. Unemployed persons, also, might question such expenditures. Therefore, inflation-haunted developers of school budgets might shortsightedly tend to relieve the contradiction between the needs and resources for education by proposing reductions in funding for vocational education.

There is sufficient evidence to establish the position that during a recession, it is a false economy to permit an increase in the pool of the unskilled, because eventually far more expensive programs will need to be funded to aid the unskilled.

Even in an economic down-turn, many persons are hired, many are promoted and many seek improved career situations. Also, many jobs cannot be filled because no one with the needed skills is available, and businesses are held back from creating new jobs because of key positions that remain unfilled.

Vocational education consistently provides an excellent bridge to adult responsibilities, including employment. In 1979, a survey of 3,277 completers or leavers of vocational education programs in three counties (an urban county, a suburban county and a rural county) was conducted. This followup study revealed that 86 percent of the completers or leavers of vocational education programs were in the employed work force, were pursuing additional education or were in the military service.



Vocational education is needed to prepare more persons for employment even when the general unemployment rate is high because individual young adults have short-term and long-term employment needs, and individual employers need employees with highly specialized skills. Funding, facilities and teacher shortages in skilled areas keep this expansion from occurring.

The New Jersey Legislature, in the interests of a cost-conscious development of a capable work force, needs to champion less expensive programs (such as vocational education) which prevent unemployment, rather than more expensive programs which seek to cure unemployment that has developed partly because of public neglect of vocational preparation. Prevention of unemployment, rather than its cure, should be adopted as an official position of the legislature.

How Is Vocational Education Helping to Strengthen the State's Economy and Reduce Unemployment?

The September 1979 report from the Northeast-Midwest Congressional Coalition, entitled The Neglected Resources: The Use of Employment and Training Programs in Economic Development Strategies, was influential in focusing New Jersey's attention on the impact of vocational education on the state's economy. The report was used in preparing for a day-long hearing by the Subcommittee on Business Concerns of the New Jersey Assembly on October 23, 1979, under its chairwoman, the Honorable Rosemarie Totaro.

Dr. Wenzel, in providing testimony during this hearing, emphasized the following positions:

- \* vocational education serves the employment needs of both New Jersey's citizens and employers;
- \* vocational education assists New Jersey businesses in their job creation and job development activities;
- \* the Department of Education cooperates with other agencies in administering vocational education in public and private schools, in order to gain the greatest result from the public's investment in vocational education;
- \* New Jersey's educational system assists the state's long-range economic development through a variety of appropriate programs and services at the elementary, secondary, postsecondary and adult levels.

This testimony was well received by the subcommittee. Many questions were answered by Dr. Wenzel and, as a result of the hearing, considerable statewide publicity was given vocational education's role in New Jersey's economy.

During 1979-80, the department increasingly emphasized basic skills and vocational preparation for students seeking to become employed in a tight job market. These two emphases have been recognized as realistic by employers when students encounter the slow hiring situation in New Jersey.

Despite vocational education's long-term economic impact, the New Jersey legislature in recent years has not expressed a major commitment to vocational education, either as a rationale or in terms of increased state funding. Both are needed to express appropriate confidence in the economic significance of vocational education for New Jersey's future. This is especially desirable during a decade when the improvement of the New Jersey economy is being emphasized in statewide public policy and state agency activity.

Are There Economies Possible in Making Vocational Education Available by Means of Increased Cooperation and Coordination?

In seeking to deal with scarcities in public funds for education, budget managers have frequently suggested that the costs and provisions for vocational education be shifted to private businesses, to the military or to the individual family budget.

In New Jersey, although the public schools enroll nearly one-half million students in vocational education programs, the private sector works with far more individuals in terms of employment preparation. The military services already provide extensive vocational education programs, and many New Jersey students attend private vocational schools at their own expense. In other words, "moving" vocational education's costs to others' budgets has already occurred to an extensive degree.

Vocational education in New Jersey has three types of roles as it moves to achieve its purposes: it has a principal role in which it assumes a major responsibility, a shared role in which it acts in concert with other groups in the community, and a support role in which it acts to remedy deficiencies for which other groups have principal responsibility.

To improve such cooperation and coordination in the crucial "shared role" area of vocational education, the following four recommendations are made:

- (1) The effectiveness of both high school employment/placement offices and state employment offices could be greatly increased if in each public high school in the state one state employment office professional could be assigned to work half-time to assist students with becoming employed part-time or full-time.
- (2) Both vocational education staff and personnel administrators from the private sector could greatly benefit from a one- or two-week staff exchange program. Every vocational educator should have at least one week of such an exchange program every five years to update his/her specific skills and general knowledge of working situations. Personnel administrators from private businesses could gain valuable understandings and make significant contributions to a variety of classes on such topics as safety, productivity, communications on the job, accuracy, the economic system and personal decisions. The expense of a substitute teacher per staff person participating would be well worth the benefits anticipated.
- (3) Electives or club activities should be encouraged in local high schools, including "academic" high schools, to provide basic information and motivation related to how high school graduates might begin small businesses.

- (4) The Department of Transportation should be enlisted to make adult vocational education more convenient to displaced workers who need to get to a place where vocational education can be provided. At least 20 large busses with drivers and maintenance funds would be needed to help provide for up to three shifts of adult vocational education each 24 hours.

The Governor and legislators should be aware of the desirability of such innovations in cooperation and consider enabling legislation or budgeting readjustment as appropriate.

### Special Education

Major issues in special education in 1979-80 included residential costs, state-operated programs, reimbursement for out-of-state services, classification of pupils, non-discriminatory assessment, and preschool education for the handicapped.

#### Residential Costs

The department has been involved over the past two years in approving residential costs for handicapped pupils placed by local public school districts in approved residential settings. Payment for these residential costs has come from "set-aside" funds under federal P.L. 94-142.

The number of children being placed in residential settings continues to increase primarily because the program is free of charge for the public school districts. Residential reimbursement during the 1979-80 school year approached the half million dollar mark. Such reimbursement reduces the amount of money that can be given to public school districts to support special education projects.

The department should pursue legislation which would establish a state mechanism for the payment of residential costs for children who are placed in approved private schools for educational reasons.

#### State-operated Programs

With the passage of New Jersey P.L. 1979, c. 207, an act which requires the New Jersey Departments of Human Services and Corrections to provide educational services to their handicapped populations, all state-operated facilities must comply with law and code dealing with a thorough and efficient education and classification of students with special needs. During the 1979-80 school year, the department has worked closely and cooperatively with these departments in implementing the chapter 207 requirements. A monitoring guide, monitoring procedures and schedule to be used during the 1980-81 school

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\*A group home is a residence home where one or more handicapped children are placed, under supervision, to avail themselves of local educational services and local community experiences. A Teaching Family Program is the same, but has in addition a certified teacher providing basic educational services in the home.

year were developed. A continuing problem which must be addressed is improvement of the verification process to determine legal residence for those pupils placed in the state-operated programs.

One area as yet unaddressed is the administration, jurisdiction, and local responsibilities regarding the placement of children in group homes, including Teaching Family Programs. Administrative code has been developed within the department, and it is expected to be adopted in 1980-81.

#### Reimbursement for Out-of-State Services

The division of Mental Retardation, Department of Human Services, has been placing severely retarded children in private residential school facilities in Pennsylvania. Students placed in the residential facilities are educated in the residential facilities or in public school programs. The educational program responsibility rests with the respective Pennsylvania county intermediate unit.

The private schools and the intermediate units in Pennsylvania have reported that the State of New Jersey and/or the New Jersey public school districts have not assumed financial responsibility for the majority of pupils placed by the Division of Mental Retardation, Department of Human Services. The Pennsylvania-based county intermediate units and the private residential schools are presently determining what action to take against the State of New Jersey in regard to the educational and financial responsibility for the pupils placed and the payment of approximately \$9 million in back tuition.

The problem is currently under review in the Department of Education to determine whether the Department of Human Services or the public school district was responsible for providing for the children's needs. A solution for funding such placements and determining responsibilities in the future is also under development.

#### Classification of Handicapped Children

At both the state and national levels, parents and professionals continue to question the use of labels in classifying pupils for special education and related services. During the past year the issues surrounding the current classification system in New Jersey were examined. As a result of studies within the department, Assembly Bill A-351, was introduced on January 14, 1980.\* The bill proposes the elimination of the current pupil classification process (by type of handicap) and funding based upon those classifications. The bill, with amendments, would establish funding on a by-type-of-service-rendered (i.e., program) basis. The new funding procedure will deliver the same quality services while decreasing the stigmatizing effects of pupil classification.

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\*As of November 1980, A-351 is being acted upon by the Assembly Education Committee.

### Non-Discriminatory Assessment

There is increased concern at the state and national levels regarding large numbers of minority enrollments in classes for special education. This issue has gained greater significance through the impact of new laws, court decisions and research efforts. Central to this concern is the issue of non-discriminatory assessment. Department staff have analyzed the relevant issues, gathered data and developed a report with recommendations for immediate actions and long range planning. Recommendations focus upon data collection and analysis, revisions to rules and regulations and in-service training. The formulation and implementation of valid non-discriminatory assessment practices needs to be completed.

The problem would be greatly relieved with the passage of Assembly Bill A-351 which is designed to eliminate stigmatizing labels.

### Preschool Education for the Handicapped

More than 6,000 preschool handicapped children are currently being served through a comprehensive delivery system consisting of child-find procedures, screening, assessment, educational programming and parent involvement. Emphasis in the delivery of preschool services is on providing services in a non-categorical manner and in the least restrictive environment. An innovative project undertaken this year is the establishment of a coordinated intake and referral system among major agencies serving young handicapped children in New Jersey. Agencies to be involved in this project include: The State Departments of Education, Health, and Human Services; and Head Start.

A major focus this year is Assembly Bill A-538, 1979, which would mandate services for handicapped children from birth to five. In July 1980, A-538 was moved out of the Assembly Education Committee to the Assembly Finance Committee by a unanimous vote\*.

### Gifted & Talented Education

Since the establishment of programs for gifted and talented was stipulated in the T&E law, the number of district-identified gifted and talented pupils receiving a special education in New Jersey public schools has increased from approximately 4,000 to 35,000.

The problem of inadequate funding persists despite the mandate of law and code. Unlike the basic skills area, the gifted and talented programs have not been generally supported by the legislature. More than 90 percent of the funds in this area are locally provided.

There is a need for legislative action to assist local efforts. Increased state funds would provide direct education services to an additional 20,000 gifted and talented pupils not now receiving such programs.

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\*A-538 passed the Assembly on September 22 and now awaits action by the New Jersey Senate.

### Bilingual Education

This year marked the fifth year of the passage of the New Jersey Bilingual Education Act (P.L. 1974, c. 197) and the implementation of programs designed to meet the needs of New Jersey's large number of linguistically and culturally different students. During the 1979-80 school year, the number of bilingual and English-as-a-Second Language (ESL) programs increased from 104 to 130 serving approximately 29,000 students from over 100 different language backgrounds.

The increase in the number of students is largely due to the new students of limited English proficiency who enter the state each year. During 1979-80 alone, over 1,200 arrived from diverse backgrounds including relocated Cubans, Haitians and Indochinese refugees.

In New Jersey, bilingual education programs are transitional. Skills are developed in the dominant language of the student and transferred to English. This insures development of competencies in all areas of the curriculum while English is learned.

The thrust of the department this past year was directed toward improving the quality of bilingual education program.

The revisions to the Administrative Code on Bilingual Education (N.J.A.C. 6:31-1.1 et seq.) were adopted by the State Board of Education in February. These revisions allowed for greater flexibility in program implementation while clearly delineating the responsibility of districts to provide services designed to meet the educational needs of all students of limited English proficiency. The revised regulations also specifically state that students who demonstrate their ability to work successfully in the English speaking classroom must be placed in the regular classroom setting.

Work continued on the full implementation of the recommendations of the Bilingual Minimum Basic Skills Committee. The request for proposal for the development of an English language proficiency test was released. This instrument should be available for district use in school year 1981-82 thereby assuring uniform identification of limited English proficient students. Other committees are now preparing reports in the areas of identification, exit criteria, program models and interim-year assessment to aid the department in formulating guidelines for improving the quality of services.

Recent department studies reveal that bilingual programs are successful. A sample of approximately 1,000 students was selected from districts statewide and tested in English listening, speaking, reading and writing. The results showed significant English acquisition as a result of participation in the bilingual program. In another study, 12,508 students enrolled in their first, second and third year of bilingual/ESL programs met English language proficiency standards. An analysis of the evaluation data in the areas of reading, math, and ESL show that bilingual program students consistently have met district-set objectives.

The coming year should see resolution of proposed federal regulations, to define and strengthen the responsibilities of the nation's public schools to



serve students of limited English proficiency. The federal regulations, originally to be released in March 1980, were not finally published until August 1980\*.

Work will continue in 1980-81 on the completion of a formal state evaluation design to measure bilingual program student performance in the basic skills areas. Along with the continuation of the committee work in the area of bilingual minimum standards, funding will be sought for the development of native languages MBS tests in communications, while field testing occurs for the native languages MBS test in computational skills.

#### Adult and Community Education

The major issues in adult and community education may be separated into two areas. The first deals with practical strategies for meeting the needs of all groups of citizens in a given community and the second is community education.

Two particular groups of citizens require special attention:

1. The functionally illiterate and undereducated. Forty-eight percent of New Jersey adults over 25 never completed high school and 15 percent have not completed 8th grade. The state bears a heavy social and economic cost when half its work force is unable to use the basic tools of communication and computation.
2. Foreign born. Displaced persons from Asia, the Caribbean and South America have settled in New Jersey in significant numbers.

Adult education services are now provided by six state departments: Education, Higher Education, Human Services, Labor and Industry, Community Affairs and Health. A coordinated planning effort between and among these departments is desired to serve two million New Jersey adults to enable them to obtain high school diplomas.

The department has dealt with these matters on a budget which has not increased substantially in five years. Since 1975, the number of functionally illiterate adults enrolled in such courses increased from 15,000 to nearly 26,000 in 1980. During the same period, the number of candidates seeking the state high school equivalent diploma has increased from 25,000 to over 31,000. Enrollment in adult high schools has grown from 7,000 to 18,000 in the past two years. Cuban and Haitian refugees are expected to increase these numbers substantially.

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\*Oral and written testimony was scheduled to be given on behalf of New Jersey in September and October 1980. The final outcomes are not expected until the end of 1980-81. A preliminary review of the regulations suggests the department can support the concept of the strengthening of services, but some deficiencies must be addressed. Among other considerations, it appears that the regulations are overly restrictive in curriculum areas and do not address federal funding support for the services suggested.

In addition, the sheer pace and complexity of modern life have led to high public interest in various stress management courses, tax and investment planning strategies as well as the popular avocational and crafts courses. In all, adult education programs in New Jersey have experienced a 190 percent increase in enrollments between the years 1972 and 1980 and now total 606,856 students.

The second area of issues in adult education is community education, a broad area which includes the aforementioned programs but goes even further: it involves an array of activities designed to involve all age groups, not just adults. Furthermore, agencies other than the school are involved in cooperative program planning resource sharing.

Generations ago when most adults worked and lived in the same community, when the needs of the physically and mentally handicapped were met locally, when the elderly were the natural and valued teachers of the young, and when children's schooling was as much environmental as subject content, a clarion call for community education would sound curious. While there is a fundamental need to renew these ties, community education has helped to fill the gap.

A declining birthrate, soaring inflation and closing of school buildings have, paradoxically, expanded the need for community education. An increasing number of districts throughout the state, assisted by the department, offer a variety of social, recreational and educational services for all age groups--pre-school, school-age youth, out-of-school youth, adults, and senior citizens. Services are provided both during the day and at night by fellow citizens and certified professionals. Furthermore, the extended use of already existing facilities and local resources results in an overall cost-per-pupil at a fraction of the amount needed in regular K-12 programs.

Obviously, the scope of activities in both areas is such that the broadest cooperation between individuals, school district leaders, local officials, the State Legislature and the Department of Education is necessary. Specific recommendations have been developed to continue and strengthen these programs. These recommendations have been pared to essential requests, namely:

1. Immediate funds to service the basic educational needs of the influx of Cuban and Haitian refugees.
2. Increased funding for the local adult/community education directors at a rate which reflects the growth in inflation and in the number of local districts applying for aid. Legislative appropriations, virtually unchanged since 1974, have caused some local boards to limit the growth of adult education programs, to increase the outside duties of some directors and, in extreme cases, to drop adult education programs altogether.
3. Development and passage of community education legislation which encourages joint school occupancy by educational and social service agencies in order to take advantage of the natural ties between such groups and to stimulate further community involvement in educational planning and programs.



4. With the passage of the High School Graduations Standards Act\* and accompanying code, revisions to administrative code dealing with adult high schools must be completed and adopted in 1980-81. The revised regulations should enable adult high schools to provide educational programs which are completed and adopted in 1980-81. The revised regulations should enable adult high schools to provide educational programs which are eligible for awarding the state-endorsed high school diploma, clarify the state approval process and expand minimum basic skills options for adults.

In summary, in a period of economic recession that affects education no less than other societal services, the current status of adult education is one of growth.

#### Remedial Programs

The delivery of remedial programs and programs for improvement of basic skills is effected through three funding vehicles, Title I and State Compensatory Education and local funds.

#### Elementary and Secondary Education Act, Title I

Title I of the Elementary and Secondary Education Act of 1965 provides financial assistance to local school districts in planning and operating special programs for children who are educationally deprived. In New Jersey, programs are provided in public and non-public schools for children with special needs in communication, computation, early childhood, and English proficiency, with some school districts providing medical and community services as well. Title I is a supplementary program used by school districts to enhance the educational opportunities of children from low-income areas; it is not a general aid program.

Title I is the largest federal program providing aid to elementary and secondary education. In New Jersey during 1979-80, \$69,087,824 was distributed on a formula basis to 522 of the 575 eligible school districts, serving over 1,500 schools with nearly 100,000 students. These Title I services focused on reading remediation and were concentrated in grades one through six, but extended to grades seven through twelve when necessary.

The primary responsibilities of the state agencies relate to approving applications, monitoring and assisting school districts.

Criteria for approval are school attendance area determination, non-public school involvement, parent involvement, needs assessment results, program activity descriptions, in-service training, dissemination, evaluation, and fiscal plans. The application must show evidence that Title I activities and monies will be used to supplement and not supplant state and local funds.

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\*N.J.S.A. 18A:7C-1 et seq.

Monitoring responsibilities are fulfilled by on-site visits to Title I programs in school districts. During these visits, state staff determine if the local school district has followed all federal and state guidelines in regard to Title I, if its Title I activities are the same as those described in the approved application, and review the quality of its Title I program. Each on-site visit is planned in advance to include administrators, teachers, aides, parents and, in some instances, children. Monitoring activities include reviewing administrative procedures with project personnel, examining records, conversing with district administrators, and visiting actual project sites to see the project and to meet with teachers, aides, parents and children.

The state assists local districts by suggesting ways that specific problems noted during the on-site visit may be corrected and, in instances where exemplary projects have been discovered, disseminates these successful practices.

The U.S. Department of Education must be given assurances by the state agencies that certain conditions are being met throughout the state, namely that Title I funds will be used only for projects approved by the state that comply with all federal regulations; that the state will have an accounting system to ensure that Title I funds are properly distributed and accounted for; and that the state will submit reports required by the U.S. Department of Education.

During 1979-80, state department staff reviewed and approved applications from the 522 local school districts that participated in Title I. Four regional teams, each with a supervisor and consultants, used a uniform process for application review to ensure that each contained the required elements.

Specific uniform procedures were followed by staff in fulfilling the state's monitoring responsibilities. Districts were notified in writing at least 30 days prior to the scheduled visit indicating who in the local district should be involved, what items or areas would be observed, and what documentation and records should be available for review. A uniform monitoring checklist was used in the on-site visit relating to each area of the Title I application as well as the areas of administration/supervision, inventory and comparability. The on-site review process included: an entrance conference; interviews; a review of records and documentation; the observation of school projects; an exit conference; and a follow-up report sent within 15 days of the visit. The report contained verification of compliance to the approved program application, statements of discrepancies between approved program application and findings, and recommendations and/or suggestions for corrective actions and/or improvements. Districts found to be non-compliant in one or more areas were required to submit a letter of response to the state education agency citing what steps would be taken to correct the deficiencies. During 1979-80, 289 districts were monitored in this manner.

Technical assistance was provided by state staff to local school districts, prior to, during, or after monitoring. Requests for assistance were primarily in the areas of program implementation, needs assessment, attendance areas, parent involvement and comparability. When numerous districts had common problems in program implementation, the state staff conducted regional workshops to address the problem areas. Comparability and completion of the application form were the main topics of workshops conducted in 1979-80.

Since 1976, following passage of the Public School Education Act of 1975, the State Compensatory Education program has become a major funding source for the improvement of basic skills; it not only provides categorical aid for instruction, but has a research and development (R&D) component to develop exemplary programs.

The efficient and successful administrative procedures followed by local school districts and the state education agency for Title I should be used for other similar programs. Since many of the components are analogous to the requirements of Title I federal law and regulation, such as parent involvement, needs assessment, program development, inservice training, dissemination, evaluation and fiscal control, efforts have been directed to consolidate the two programs.

#### State Compensatory Education

The state funded remedial program for basic skills education provided \$68 million as compensatory categorical aid to 564 operating school districts, or \$201 per pupil for school year 1979-80 to provide remedial programs for students who were achieving below state minimum levels of proficiency.

A new directory [5] provided up-to-date information on the law, the administrative code and the policies governing compensatory education in New Jersey's public schools. The directory was designed to clarify use of state compensatory education funds.

Because remedial activities often interrupted the regular school programs, the legislature amended the Public School Education Act of 1975 to permit the extension of the compensatory education program during the summer vacation and beyond the school day to provide more flexibility.\* In addition, the department encouraged districts to review their programs and provide such services for the use of categorical aid which would be the least disruptive to the regular program for students in need of such assistance. Guidelines were issued to encourage joint planning of sending and receiving districts to provide appropriate activities for students attending shared-time vocational schools. A reduction in the amount of data reported at the school level was planned. Records of student assessment and program plans will be required for 1980-81; however, these data will be retained in the building and at the district level for review by department staff.

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\*P.L. 1979, c. 353, approved January 29, 1980.

The passage of high school graduation requirements emphasized the use of categorical funds to meet the needs of secondary students rather than the isolated use of these funds in the elementary grades.

Since New Jersey's categorical aid equals the amount allocated by the federal E.S.E.A. Title I program, a request should be made for a more lenient interpretation of the federal requirements regarding residency in a low-income attendance area as a prerequisite for program enrollment and the definition of schoolwide projects which is directly related to low-income eligibility rather than to the educational needs of students.\* Clarification of this issue will assist in resolving the problems related to combining services, particularly at the secondary level and in the urban districts.

#### What Remains to be Done

The department should implement its plan to unify the administration of developmental basic skills and the remedial components of state and federal compensatory education (Title I and State Compensatory Education) under the Branch of Basic Skills Improvement.

Local school districts should be strongly urged to effect similar consolidated efforts in the administration of the two programs with their local resources.

The department should issue a consolidated application form for basic skills budget and program plans for the 1981-82 school year. The new application will meet the requirements of federal and state mandates and should result in improved program planning at the district level and improved achievement by students.

A comprehensive policy guide will be developed for use by state and local personnel.

Application review and approval procedures, monitoring processes and plans for technical assistance should also be developed and used by department staff.

#### Issues of Equality in Employment and Classroom Practices

##### Equal Services to Minority Students

Title VI of the Civil Rights Act of 1964 prohibits discrimination and segregation on the basis of race or national origin. Under this act, courts have ruled that it is illegal to place Black and Hispanic children in a single category of "minority" for the purpose of implementing a desegregation plan. Regardless of this, local school districts generally have not considered the presence of national origin pupils and their needs in effecting desegregation remedies.

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\*A formal request was made by the Commissioner in August 1980.

To address this problem, some states use a tri-ethnic desegregation approach by which Hispanic students are considered as a separate, identifiable minority group. New Jersey has adopted this idea, and districts with significant Hispanic enrollments are phasing it into their plans. Thus, the needs of Hispanic students are considered independently of the needs of Black students. This approach is in keeping with the Title VI mandate, which spells out race and national origin as two distinctly separate criteria for discrimination and isolation. It is also in keeping with numerous court decisions in this regard. Proliferation of additional minorities could require the development of other desegregation approaches. (See Cisneros v. Corpus Christi, for example.)

#### Last Hired, First Fired

Significant gains were made in the past several years in many districts in the area of minority employment through affirmative action. However, reduced budgets and declining enrollments are now necessitating layoffs which are usually based on seniority. Those who were hired last are laid off first, which means that those districts will again be without minority representation again.

If affirmative action is to be meaningful, minority employees must be protected from the consequences of current seniority provisions. This might be done by maintaining two separate seniority lists: one for employees from minority groups and the other for employees from the majority group. As layoffs occur, employees can be laid off alternately from both lists.

This process retains the concept of seniority, but insures that minority staff are not eliminated. The concept and its implications for State Board action are being explored by the Bureau of Controversies and Disputes and the Attorney General's Office.

### 5 Major Educational Law Decisions of 1979-80

#### Controversies and Disputes' Changes Role

Since July 4, 1979, the process by which the Commissioner fulfills his function of hearing and determining controversies and disputes regarding school laws and regulations has undergone legislative revision. The hearing process, formerly lodged in the department's Division of Controversies and Disputes, has been transferred to the Office of Administrative Law under the Department of State.

Despite the severing of the hearing process from the responsibilities of the Bureau of Controversies and Disputes, the primary functions of assisting the Commissioner in reviewing the initial recommendations and rendering a final determination remain. The Commissioner retains the ultimate responsibility for affirming, modifying or rejecting the initial recommendation.

In addition to its responsibilities for assisting the Commissioner in dispute resolution, the bureau still performs the administrative tasks of receiving and reviewing petitions of appeal and answers, determining whether

the petition constitutes a disputed case and transmits petitions to the Office of Administrative Law for hearings. Other routine, but highly important services, include the resolution of problems which first come to the bureau as letter and telephone complaints from parents, citizens and teaching staff members. The preponderance of these matters are resolved through the cooperative efforts of the bureau and county superintendents and thus, prevent their rising to the level of formal petitions of appeal.

Another service rendered by the bureau as a regular part of its operation is the participation of bureau staff in workshops, seminars and county roundtables. The in-service training for school administrators and supervisors helps to improve operation of local school districts and limits the number of formal disputes.

The major impact of the revised process has been to reduce the average time for dispute resolution of all cases by 20 percent (from 10.5 months to approximately 8.2 months). In addition to reducing the time required to render a decision the case load handled by the Bureau of Controversies and Disputes has risen from 241 decisions rendered in 1977-78 to 419 rendered in 1979-80 (see Table XIV). This has been accomplished within the 45-day legislative time limit.

One major continuing problem for the bureau has been the backlog of cases opened prior to January 6, 1979, the effective date of the legislation creating the Office of Administrative Law. These cases, while not subject to the time constraints of the new law, have been reduced to the point that the bureau anticipates their complete elimination during the current fiscal year.

#### Significant Decisions

A summary of decisions rendered and other pertinent statistical data are also included in Table XIV. Every decision is significant to the parties involved. However, certain decisions merit particular attention because they define issues that have widespread application, serve as precedent and/or provide guidance to boards, attorneys and administrators as local controversies develop. It is important to mention several such decisions.

In recent years as school enrollments have declined, an increasing number of controversies have arisen around the seniority rights and tenure of teachers, supervisors, and administrators. Prior to 1975, few school staff members were laid off for economic reasons. During the past two years, reduction in force has been widespread, and has led to a 75 percent growth in the number of tenure cases and a 190 percent growth in the number of school employee cases. Seniority status for tenured staff was spelled out in Aslanian v. Board of Education of the Borough of Fort Lee 1979 SLD\* -- decided September 28, 1980, reversed State Board of Education, July 2, 1980 and Zubkoff v. Board of Education of the Borough of Madison, in 1979 SLD\* - decided September 1979, reversed State Board of Education, July 2, 1980. The cases established that a part-time teacher--for seniority purposes--may not "bump" a full-time teacher.

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\*School Law Decisions

Two recent decisions have helped to clarify the tenure eligibility for ESEA Title I and supplemental teachers: Point Pleasant Beach Teachers Association et al v. Dr. James Callam and Board of Education of the Borough of Point Pleasant Beach, 173, N.J. Super 11 (App. Div., 1980); and Hamilton Township Supplemental Teachers Association v. Board of Education of the Township of Hamilton. Such supplementary staff have been employed as districts increased their services to pupils through Title I, compensatory education, gifted and talented, handicapped and other programs. Tenure eligibility for such staff is to be determined after examination of the terms, conditions, and duties of employment tendered and accepted.

It is anticipated that declining enrollment will result in further increases in seniority cases and also in cases related to opposition by local groups to school closings.

New state mandates in regard to school classification, family life education, tenure teacher evaluation, and minimum high school graduation standards are also likely to produce a greater number of petitions to the Commissioner. As indicated above, petitions arising from these new areas of activity will undoubtedly further define the regulations involved and the parameters of local district activity.

#### Trenton Order

Perhaps the most far-reaching service performed by the bureau during 1979-80 was in hearing the show cause evidence and proposing of the Commissioner's decision in the matter of Trenton. That intervention is unique. However, its implications for state intervention in local districts are seen as profound and threatening by opponents of state intervention, even when there is agreement that a thorough and efficient system of education is not being provided.

A further discussion of the implications of the Trenton intervention is found on page 23 of this report.







### III NEW JERSEY STATE DEPARTMENT OF EDUCATION OPERATIONS

#### 1 Changes in the Department for 1980-81

The organization of the department changed to meet the ever-changing needs of education in the state.

Gustav Ruh, formally the county superintendent in Gloucester county, returned to the department in mid-year as Deputy Commissioner. Replacing Arthur Winkler, who took a position outside state government, Rita Carney, the county superintendent in Middlesex County, returned to the department as Assistant Commissioner of the reconstituted Division of Research, Planning, and Evaluation, in lieu of the "old" Division of Operations, Research and Evaluation. The "operations" function was separated from the "new" RP&E and was given its own identity to increase its effectiveness in dealing with budget and personnel matters. See Table XVII.

With the Deputy Commissioner coordinating the operations of the county offices, and the Division of Research, Planning and Evaluation providing technical assistance and evaluation services to district-level monitors involved with school and district classification, the school improvement plan process should be significantly strengthened.

#### 2 Division-Level Reports: 1979-80

The reports which follow are division-level summaries for the fiscal year 1979-80. The division names reflect operations for that year, although there have been some realignments for 1980-81.

To streamline the report and focus on the issues and concerns on a statewide basis, the detail of bureau- and office-level operations that has been reported in the past years has been reduced in size and scope. The lay reader should find this style more useful in reviewing the department's purposes and major accomplishments.

#### Office of the Commissioner of Education

The Commissioner of Education is the chief executive and administrative officer of the Department of Education. Further, the Commissioner serves as the Secretary to the State Board of Education and as the budget and fiscal officer of the department. As the chief officer for education in New Jersey, the Commissioner of Education serves on numerous cabinet and state level committees, groups and task forces; speaks to parents, students, community members, and citizens' groups, educators and professional associations; testifies before congressional and state legislative bodies; and represents New Jersey with various national organizations.

The Office of the Commissioner is comprised of four separate units: Policy Analysis, Priority Planning, State Board Liaison and the Bureau of Federal/State Relations. In consultation and cooperation with department staff, these four groups assist the Commissioner of Education in developing effective state policy in education and aid in coordinating the implementation of current policies. For example, the Office of the Commissioner has provided analysis, advice and coordination in such areas as classification of schools,

school finance, regionalization of school districts, and school violence, vandalism and disruption.

In addition to these functions, a number of inter-divisional initiatives were undertaken to improve the quality of services to, and conditions of, schooling for students. Some of these were:

- (1) the development of alternative budget cap methods to reduce state liability for state aid;
- (2) the extensive and successful lobbying against federal recisions and budget cuts resulting in maintaining funding for all major programs, including impact aid;
- (3) the completion of the regionalization study [15] which contains recommendations for the redesign of educational service agencies at the county and regional levels;
- (4) the coordination of the development of the 11 regional day schools for the severely handicapped;
- (5) the development, coordination and implementation of the department's plan to reduce school violence, vandalism and disruption [17];
- (6) the development of a departmental third party contract system to improve accountability measures; and
- (7) implementation of the recommendations made by the New Jersey Task Force on Community Education.

In the continued pursuit of routes to school improvement, regulations were developed at the state level requiring the evaluation and classification of school districts. The evaluation and classification process will increase public knowledge of the conditions in school districts and schools. Public attention will be focused on the identified problems, thus building support for the improvement efforts needed to provide a thorough and efficient system of public schools. Conditions for legal compliance with these regulations were firmly established, including the formulation, coordination and implementation of the research-based Comprehensive Basic Skills Program Reviews (CBSR) and the development of the Guidelines for the Evaluation and Classification of Schools and Districts in New Jersey [18].

In 1980-81, the Office of the Commissioner of Education, with the cooperation of the entire department staff, will:

- (1) focus attention on the refinement of existing regulations and procedures;
- (2) seek more effective approaches to the improvement of schools; and
- (3) explore more efficient use of state resources.

### Office of the Deputy Commissioner

The Deputy Commissioner is the Commissioner's primary advisor and serves as acting Commissioner in the Commissioner's absence. The Deputy Commissioner is responsible for internal operations of the department, and for overseeing department services to local school districts. The offices under the direction of the Deputy Commissioner function much like a division because of the broad responsibilities delegated to him.

The offices that report to the Deputy Commissioner are listed below, with their primary functions.

#### Equal Educational Opportunity

... advises Commissioner on local district's actions as they relate to race, sex equity, national origin and affirmative action in employment and classroom practice; and provides technical assistance to local districts in these areas.

#### County and Regional Services

... supervises system of 21 county offices of education; communicates department policy to local school districts through the county offices; and supervises department contact with the four educational improvement centers and county educational services commissions.

#### T&E Coordination

... supervises reporting, evaluation and classification system under the Public School Education Act of 1975 and maintains records; plans activities necessary to bring about school improvement resulting from the operation of T&E; and plans for short- and long-term development of T&E.

#### Budget and Operations

... develops budget and supervises expenditures of offices of Commissioner, Deputy Commissioner and county offices; supervises fiscal and personnel matters, and facilities and communications systems for those offices; and processes state aid budgets for Educational Improvement Centers.

Operational highlights of the Deputy Commissioner's offices for 1979-80 included:

- (1) The vacancy in the position of Deputy Commissioner was filled with the appointment of Gustav H. Ruh, in March 1980.
- (2) The first four years of development and operation of T&E was completed with the evaluation and classification of all districts and schools (August 29, 1980).
- (3) A special federally funded program was initiated to increase assistance to urban school districts that voluntarily address educational excellence through school desegregation. Four districts (Vineland, Camden, Paterson, Essex County Vocational) will participate in Phase I during 1980-81.

- (4) A new formula was developed and implemented by the Office of Equal Educational Opportunity to establish a fair tolerance for the racial balance of schools in each district. Each school is allowed an enrollment of minority pupils which is + 30 percent of the minority enrollment of the entire district. The formula recognizes the unique population factors of each district and the scope of each district's governance.
- (5) The Office of County and Regional Services planned and administered the Commissioner's Convocation for all district superintendents in September 1979 and subsequently coordinated his visits to 21 county meetings. The purpose of these visits was to talk with the local school superintendents about the process and implications of the forthcoming evaluation and classification of schools and districts. These conversations contributed significantly to the relatively smooth implementation of classification during 1979-80.
- (6) A major occurrence of the year was the legislature's reduction of \$1.3 million in the funding of the county offices for the 1980-1981 fiscal year. The impact was the loss of 45 positions. This action occurred at a time when four years of effort on the part of county office staff was culminating in tangible evidence of significant improvement in the schools. The county office staff stimulated this improvement of programs and services to students through four years of review and assistance. Legislative action restored partial funding to county offices. The department will target the restored resources to areas with the greatest need.

Plans for 1980-81 include:

- (1) To reduce monitoring to minimum requirements and use county staff to assist districts in school improvement, subject to available staffing and time.
- (2) To complete the last phase of classification on local goals and standards and to begin self-monitoring by approved schools, directing discretionary funds toward schools not meeting state minimum standards and reducing reports to state.
- (3) To improve coordination and supervision of county offices, educational improvement centers and educational services commissions.
- (4) To improve support for education by increasing cooperation and joint activities with education-related groups.
- (5) To assist the Commissioner to provide more efficient services from the department to the legislature, administration, school districts and the public through improved communications, administration and planning.

### Division of Field Services

The Division of Field Services is responsible for administering the direct service educational programs operated by the Department of Education. In doing so, the division strives to not only provide high quality services to the students enrolled in these programs, but also to have the programs available as a statewide resource with regard to special needs students.

The seven major programs for which the division is responsible are:

#### Bureau of Teacher Education and Academic Credentials

...issues educational certificates required for employment in New Jersey school districts.

#### Center for Occupational Education, Experimentation and Demonstration

...operates both as a shared time vocational school serving students from the greater Newark area, as well as a demonstration site for effective methods in delivering vocational and career education services to the disadvantaged, handicapped and limited English-speaking.

#### Bureau of State Facilities

...responsible for coordinating the efforts of the department under P.L. 1979, c. 207, in the monitoring of those educational programs available to children assigned to state institutions.

#### Marie H. Katzenbach School for the Deaf

...provides residential and day educational services to deaf and multiply handicapped deaf children and serves as a resource for the adult deaf community and educators of the deaf from throughout the state.

#### Newark Skills Center

...provides occupational training to disadvantaged adults under contracts with the Newark and Essex County CETA Prime Sponsors.

#### New Jersey Job Corps Center

...provides occupational training and basic education instruction in a residential setting, to economically disadvantaged youth between the ages of 16 and 21.

#### Regional Day Schools for the Severely Handicapped

...a network of eleven schools which are to serve deaf, deaf-blind, multiply handicapped and severely emotionally disturbed students.

Operational highlights of the division of 1979-80 included:

- (1) Establishment of educational and vocational rehabilitation services for deaf-blind youth at the Katzenbach School;
- (2) Expansion of enrollment of the New Jersey Job Corps Center and the completion of construction of two new dormitories and a food service facility;

- (3) Establishment of a state child study team for the hearing impaired that provides assistance to local school districts in the evaluation and planning regarding hearing impaired students;
- (4) Phasing out of the Garden State School District and preparation for the implementation of P.L. 1979, c. 207, which requires educational services be provided to the institutionalized handicapped population;
- (5) Provision of staff support to the Commission to Study Teacher Preparation Programs;
- (6) Initiation of a model program involving limited English-speaking vocational education students in neighborhood development efforts of the Hispanic community in Newark; and
- (7) Establishment of the capacity to enable hearing impaired individuals to communicate with the Department of Education via TTY (teletype) by calling 609-292-0699.

Among the division's goals for 1980-81 are included:

- (1) Establishment of services for emotionally disturbed deaf students at the Katzenbach School;
- (2) Planning of programs and staffing patterns for the Regional Day Schools in anticipation of the completion of their construction;
- (3) Improvement of the efficiency in the issuance of teacher certificates through the adoption of improved data processing and record storage technologies;
- (4) Continued development and field test of an effective model for providing vocational education to special needs students;
- (5) Correction of deficiencies in the adequacy of services provided by the Katzenbach School as noted by the New Jersey Public Advocate; and
- (6) Continued improvement in the delivery of educational services to the students enrolled in the programs operated by the division.

#### Division of Finance and Regulatory Services

The purpose of the Division of Finance and Regulatory Services is to ensure that all school districts have adequate financial resources to provide a thorough and efficient system of education and to monitor, evaluate and provide assistance for school district fiscal affairs, pupil transportation, school facilities and child nutrition.

The division operates through five bureaus:

##### School Finance

...responsible for calculation and distribution of state and federal aid, and development of sound budgeting and fiscal administrative practices.

Auditing

...responsible for strengthening efficiency in the fiscal operations of school districts and establishing of school district cost finance structures.

Pupil Transportation

...responsible for providing technical assistance toward providing safe transportation of pupils in the most efficient and economical manner possible.

Facility Planning Services

...responsible for ensuring the physical and educational adequacy of school facilities.

Child Nutrition

...responsible for administering six different social-service-type food service programs.

Operational highlights of the division during 1979-80 included:

- (1) Identification and assignment to district of residence of over 4000 state facilities pupils;
- (2) Implementation of a new computerized financial reporting system for pupil transportation;
- (3) Training 200 driving instructors in defensive driving skills;
- (4) Review and approval of \$140 million in school construction;
- (5) Completion of the first three phases of the school facilities survey;
- (6) Development of a regional transportation plan in Monmouth County;
- (7) Establishment of three pilot counties for developing the budget phase of program oriented budgeting; and
- (8) Development of a "double entry" accounting manual.

Goals for the division in 1980-81 include:

- (1) To further develop regional transportation systems;
- (2) To complete the last phase of the school facilities survey;
- (3) To complete school district school facility master plans;
- (4) To establish new administrative code concerning overexpenditures by boards of education;



- (5) To develop new bookkeeping approaches for child nutrition;
- (6) To expand audit scope and procedures to satisfy state and federal requirements for "broadscope" reviews;
- (7) To provide training sessions in "double entry" accounting for local school districts; and
- (8) To complete the implementation of program oriented budgeting.

#### Division of Operations, Research and Evaluation

In 1979-80, the division was responsible for the overall internal administration of the department.\* It maintained liaison with the legislature and continued to provide an integrated research, planning, assessment and planning capability in accordance with the goals and priorities of the Commissioner of Education and the State Board of Education.

The division operated through five bureaus:

##### Management & Planning

...responsible for overall division management, interagency planning, R&D planning and affirmative action.

##### Administration and Management Services

...responsible for department internal operations, including budget and accounting, personnel administration, labor relations, employee training and development, printing and postal operations, word processing, building maintenance, security and telecommunications.

##### Controversies & Disputes

...resolves controversies and disputes arising under school law and code, provides consultive services with respect to the decisions of the Commissioner and assists in the development of administrative code.

##### Intergovernmental Relations

...responsible for department liaison with the legislature, and provides information to the public and media on the activities of the department.

##### Research and Evaluation

...responsible for the assessment and evaluation of the status of education in New Jersey (through statewide minimum basic skills testing, categorical program evaluation design, and specific research projects as required) and the overall management information and data processing needs of the department.

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\*1980-81, described earlier, saw a functional reorganization and the division was renamed Research, Planning and Evaluation. The most significant alteration was the removal of budgetary and personnel functions.



Operational highlights of the division for 1979-80 included:

- (1) The preparation of the 4-year T&E report [16] for the State Board of Education;
- (2) The preparation of high school graduation requirement guidelines [14] to fulfill the requirements of P.L. 1979, c. 241;
- (3) The administration of the minimum basic skills tests to 740,000 students in grades 3, 6, 9 and 11, the results of which show marked gains over the previous year (see the appendix, Table I);
- (4) The development of computer programs and files to improve efficiency, timelines and accuracy of the pupil transportation fiscal and equipment inventory operations in calculating eligible state aid reimbursements; and
- (5) The development of a single, standardized, LEA grant application (which process initially included eight major federal and state grant sources) to coordinate effectively the review and targeting of discretionary monies in areas of highest needs as determined by the needs and problems identified by the department's monitoring efforts and the districts' T&E planning efforts.

Expectations for 1980-81 include:

- (1) To develop a set of recommendations for a statewide master plan to coordinate the growth and distribution of educational computer services at the local, intermediate and state level;
- (2) To develop the statewide writing assessment test for administration in 1982-83, to develop the English language proficiency test for administration in September 1981 and to administer the Spanish language MBS test in the spring of 1981; and
- (3) To expand the standardized grant application form to include more than \$200 million in formula grants which would further improve the efficiency in allocating resources and reduce the paperwork burden on the districts.

#### Division of School Programs

The Division of School Programs provides the fiscal and human resources necessary to help local school districts implement the most effective instructional programs possible for all children.

The division manages most of the federal and state categorical aid programs in the department which include special education, E.S.E.A. Title I, migrant education, compensatory education, and bilingual education. This requires monitoring, technical assistance and policy review and recommendations. The division also develops plans and guidelines for emerging curriculum issues such as alcohol and drug abuse prevention, reduction of violence and vandalism, family life education, nutrition education and basic skills improvement, working closely with professional associations, parent and

citizen groups, and other state and federal agencies related to the issues involved.

In 1980 the division operated through seven bureaus:

Bureau of Adult, Continuing and Community Education

...plans, monitors, trains and budgets state and federal funds for adult education services in the areas of basic education, high school completion, citizenship classes for the foreign born, English-as-a-Second Language (ESL) and general adult education.

Bureau of Bilingual Education

...assists districts to comply with the mandates of the New Jersey Bilingual Education Act (P.L. 1974, c. 197), to improve the Bilingual and ESL Programs through technical assistance, compliance monitoring, coordination of in-service training programs and dissemination of information.

Branch of Curriculum

...plans and develops curriculum and instructional programs for the elementary and secondary schools. These include basic skills, arts education, nutrition education and training, family life and health education, alternative education, in-service professional development, Teacher Corps, teacher centers and curriculum approvals of secondary school course changes.

Office of Title IV/Dissemination

...administers the R&D programs for the federal Title IV-C and State Compensatory Education; the federal Title IV-B program in support of instruction; and the State Facilitator Project as part of the National Diffusion Network (NDN) program. Established by federal law (P.L. 95-561), E.S.E.A. Title IV provides funds for educational improvement in two program areas: Part B, educational resources, and Part C, improvement of local practices.

Bureau of ESEA Title I and Migrant Education

...administers all federal E.S.E.A. Title I funds (P.L. 89-10) for supplemental educational and supportive programs to special groups of children: the educationally disadvantaged residing in low-income areas, migrant, neglected, and delinquent children and state institutionalized handicapped.

Office of State Compensatory Education

...provides categorical aid and services for basic skills preventive and remedial programs for students achieving below the state minimum levels of proficiency in basic skills. This aid is used by districts in conjunction with other local and federal categorical funds.

Bureau of Special Education and Pupil Personnel Services

...implements the state and federal statutes governing special education, to ensure that handicapped children in New Jersey receive full educational opportunities as prescribed by law. It provides professional development services and technical assistance and

conducts evaluations and administrative reviews; implements federal and special state-funded programs for exceptional children; monitors, assists and approves all public and private school programs for the handicapped; administers programs authorized by federal and state laws to nonpublic schools and their pupils and conducts the approvals of private secondary schools.

Operational highlights of the division for 1979-80 included:

- (1) Consolidation of basic skills, by combining into one office, the Branch of Basic Skills Improvement, the bureaus of Basic Skills, Title I and State Compensatory Education, which will increase efficiency, eliminate duplication, and motivate school districts to coordinate their own federal and state categorical assistance programs.
- (2) Immigration of Cuban and Haitian Students affected the educational programs of Union City, Elizabeth and West New York. The Assistant Commissioner testified before the House Committee on Education and Labor for federal assistance in meeting the needs of these thousands of students.
- (3) New Jersey Public Television promoted the uses of instructional television through a series entitled "Essential Learning Skills," and through the "Commissioner's Seminar" to begin in September 1980.
- (4) Family Life Education was approved by the State Board of Education following provision of significant technical support by our staff. New rules and regulations were drawn up for the Administrative Code applicable to elementary and secondary school curriculum.
- (5) Four nutrition vans, especially equipped, provided nutrition education activities and in-service training for local districts.
- (6) Parent involvement was stressed through the establishment of a Parent Information Line (PIL) providing information and clarification regarding the public school system and the development of a training package in IEP (Individualized Educational Plan) for parents.
- (7) English Language Proficiency Test request for proposal was developed and the completion by the Educational Testing Service, Princeton, is scheduled for May 1981.
- (8) Staff of the Gifted and Talented Program evaluated existing programs (approximately 500), cited additional legislative recommendations, and implemented a statewide model program for diverse categories of the gifted (e.g., Olympics of the Mind, Talent Search--wherein 800 7th graders had better math scores than the average college bound senior.)
- (9) Cooperation with the Division of Higher Education was considerably expanded to include: (a) basic skills improvement, (b) in-service and pre-service training, (c) bilingual education--the development

of a 10-year plan for colleges, (d) nutrition education--in which graduate level courses were initiated at Rutgers University and Glassboro State College, (e) statewide conferences for school psychologists, in conjunction with Glassboro State College and Rutgers University, (h) pupil personnel services training programs (4 sessions) for training coordinators, such as school psychologists, learning consultants, school social workers, guidance counselors and school nurses, (g) pre-school Handicapped Conference for over 800 educators, held in cooperation with Rutgers University, (h) The Migrant Teacher Corps project, developed in conjunction with Rutgers, (i) drug and alcohol education, and (j) holocaust and genocide studies, in cooperation with Rider College and the Holocaust Council of New Jersey Professors.

- (10) Major products developed included Using Research to Develop Successful Basic Skills Improvement Programs [6], Survey of Minigrants [28], and Directory for Basic Skills Preventive and Remedial Programs Using State Compensatory Education Funds [5].

Division goals for 1980-81 include:

- (1) To improve basic skills remedial program operations through total consolidation of all state and federal remedial monies;
- (2) To implement high school graduation requirements by expanding opportunities for secondary students needing remedial basic skills program;
- (3) To increase the number of bilingual teachers;
- (4) To evaluate bilingual programs;
- (5) To evaluate Chapters 192-93 programs;
- (6) To eliminate discriminatory practice in classifying minority children;
- (7) To increase the number of women and minority in middle management division positions;
- (8) To field test a language proficiency test for limited English speaking children;
- (9) To train teachers for family life curriculum;
- (10) To expand the number of community schools;
- (11) To increase the number of adults who receive a high school diploma; and
- (12) To reduce the amount of violence and vandalism in schools by expanding alternative schools options.

### Division of State Library, Archives and History

The Division of the State Library, Archives and History is charged with three major functions: to provide library resource and information services to the executive, judicial and legislative branches of state government; to serve the entire library community of New Jersey with interlibrary loan, reference and referral services, and by stimulating, developing and coordinating a statewide system of library services on behalf of all New Jersey residents; and to provide certain direct services to the public such as library service to the blind and physically handicapped.

As the prime depository for New Jersey documents and archives, the division distributes official state papers to more than 70 documents depository libraries across the state and the nation. It also administers an extensive records management program for state and local governments and serves as the administrative arm of the New Jersey Historical Commission (q.v.).

The division operates through six bureaus:

#### Administration

...responsible for administration, planning, budget, and inter-agency relations.

#### Technical Services

...responsible for acquisitions, cataloging, processing, binding, computerized bibliographic data base maintenance.

#### Law and Reference

...responsible for collection development, reference and information services, New Jersey and federal documents, circulation, inter-library loan, location and referral services.

#### Archives and History

...responsible for archival and genealogical services, records management.

#### Library Development

...responsible for consultant services to public, school, academic institutional and special libraries; library outreach services to the disadvantaged; state and federal aid programs; library network development; in-service training programs for librarians and trustees.

#### Library for the Blind and Handicapped

...responsible for Braille, talking-book, large print collections and services to visually and physically handicapped persons throughout the state.

Operational highlights of the division for 1979-80 included:

- (1) Conducted extensive planning program involving more than 400 librarians and lay persons which reviewed the County and Municipal Government Study Commission's report, The Development of Libraries and Networks, and made recommendations for changes in library law.

- (2) Published The Developing State Plan for Library Services, stating long-range goals and objectives for a statewide, multitype library network.
- (3) Drafted sample legislative language and regulations for a new library network development bill to be introduced in 1980-81.
- (4) Participated in the first White House Conference on Library and Information Services.
- (5) Completed program plan and assisted in architectural plans, site study, furniture/equipment specifications for a new, 105,000 square feet building to house the Library for the Blind and Handicapped and Records Storage Center.
- (6) Administered a survey of county records under a grant from the National Historical Publications and Records Committee.
- (7) Administered a multi-media program, Ways of Knowing, in 83 public libraries under National Endowment for the Humanities funds.
- (8) Issued a first edition of a computerized-output-microfiche catalog of the State Library's holdings for distribution throughout the state.

Expectations for 1980-81 include:

- (1) To complete a space-needs survey and develop alternative programs for weeding, storage, and compaction of collections pending additional square footage;
- (2) To press for passage of legislation authorizing a regional, multi-type, library network with sufficient funding to appreciably increase public access to the total library resources of the state;
- (3) To increase consultant services on behalf of library network development by making all specialized State Library staff expertise available for field work;
- (4) To identify monitoring and guidance of school media development by means of data collection, interpretation, and follow-up with county offices;
- (5) To develop a plan for audiovisual services delivery which is linked to network development and articulates the services of state, regional, county, community college and other agencies' audio visual services;
- (6) To complete long-range plans which, in addition to the above concerns, deal with appropriate use of automation, collection development and preservation, staff development and in-service training for the library community.

### New Jersey Historical Commission

The New Jersey Historical Commission promotes public awareness of, and interest in, the history of New Jersey and the United States through: workshops, symposia and other conferences for historical agency personnel, teachers, scholars, and the general public; scholarly and popular publications about the state's history; a monthly newsletter; grant-in-aid programs for researchers, teachers and historical agencies; and consultative and informational services to historical and related agencies and to the public at large.

The commission operates through four offices:

#### Management

...responsible for administration, planning, budget, office-support services, and inter-agency relations.

#### Research

...responsible for in-house research projects, liaison with the scholarly community, scholarly public programs and publications, administration of the grant-in-aid program for research in New Jersey history and the Driscoll Publication Prize, folklife and oral history programs.

#### Public Programs

...responsible for popular historical publications, public programs, liaison with teachers and historical agency personnel, administration of the grant-in-aid programs for teaching projects in New Jersey history and for local history projects.

#### Publications

...responsible for editorial, design and production control of all Historical Commission publications, public information, management of publication sales.

Operational highlights of the commission for 1979-80 included:

- (1) Published Volume One of the Papers of William Livingston, the first in a set of five volumes of the selected correspondence, official documents and other papers of the first governor of the state of New Jersey (1776-1790).
- (2) Published the proceedings of the Ninth Annual New Jersey History Symposium, Jacksonian New Jersey.
- (3) Sponsored a symposium, in cooperation with numerous cultural and historical agencies, "Thomas A. Edison and the Recent History of Science and Technology," October 19-20, 1979, to commemorate the centennial of Edison's development of a practical incandescent lamp.
- (4) Inaugurated the New Jersey Folklife Program with a grant from the National Endowment for the Arts.
- (5) Began a Multi-Ethnic Oral History Project with a grant from the U.S. Department of Education.



- (6) Made 69 grants totaling \$23,000 to individuals and institutions in support of original research, classroom projects and local public programs dealing with New Jersey history; grants included the first Alfred E. Driscoll Publication Prize of \$3,000.

Goals for 1980-81 include:

- (1) To publish Volume Two of the Livingston Papers, the proceedings of the Tenth Annual New Jersey History Symposium, "Planned and Utopian Experiments: Four New Jersey Towns," the biographical directory of New Jersey governors, and folklore and folklife in New Jersey;
- (2) To revise of out-of-date directories of academic historians, historical organizations and oral history projects in the state;
- (3) To continue fieldwork for the Guide to Manuscript Collections in New Jersey History; and
- (4) To increase volume of publication sales.

#### Division of State Museum

The State Museum, which was founded informally in 1836, was established formally by legislative action in 1890 and assigned the responsibility for preserving and documenting the record of New Jersey's rich historical and cultural heritage. During the major portion of its existence the museum has been under the administrative jurisdiction of the Commission for the Restoration of the State House and, beginning in 1915, the Department of Conservation and Development. It became affiliated with the Department of Education in 1945. Throughout its history it has demonstrated a strong commitment to utilization of its facilities in a broad educational effort directed at the state's total population.

Organizationally the museum includes four subject-area bureaus (Archaeology/Ethnology, Cultural History, Fine Arts and Science) and three service/support bureaus (Administration, Education and Exhibits).

The State Museum is broadly involved with the three traditional museum-related functions of collecting, exhibiting and interpreting. The first two are self explanatory. The latter includes lectures, publications, demonstrations, guided gallery tours and performing arts programs pertaining to all four of the subject-area bureaus. The museum also maintains a variety of outreach services that include traveling exhibitions and an extensive film loan library. The seven bureaus are:

#### Archaeology/Ethnology

...major emphasis on New Jersey Indians (prehistoric, protohistoric and historic) with lesser emphasis on other cultures for comparison.

#### Cultural History

...primary attention devoted to documented New Jersey ceramics, glass, metalware, furniture and other types of decorative or craft objects with major aesthetic and/or historic value.



Fine Arts

...major emphasis on New Jersey and American paintings, sculpture, prints and drawings of the 19th and 20th centuries with lesser emphasis on other periods and locales for comparison.

Science

...involved with all aspects of New Jersey natural science, contemporary ecology and energy utilization.

Administration

...responsible for budgeting, purchasing, personnel, informational and general accounting functions for other bureaus.

Education

...works cooperatively with subject-area bureaus and utilizes the museum's unique learning environment to provide a variety of services for visiting groups and individuals.

Exhibits

...provides manual and technical skills required for creation of temporary, permanent and traveling exhibition components.

Operational highlights of the division for 1979-80 included:

- (1) Almost 400,000 visitors from throughout the United States and from many foreign countries passed through the museum doors during 1979-80. This total included more than 110,000 students from all grade levels who came with their teachers for special programs, more than 33,000 individuals who attended public performing arts activities and more than 30,000 who attended public programs in the planetarium. Additionally, outreach exhibits and films were viewed by a total audience estimated at some 2,200,000.
- (2) Museum collections benefited from 1979-80 gifts and purchases valued at approximately \$310,000, and at the end of the year the total value of museum collections was estimated conservatively at \$5,600,000. Major new acquisitions included: a Harry Bertoia "sound portrait" sculpture (in memory of museum benefactor Emma Jane Stockton); a Two Gray Hills rug from the Navaho culture (a gift from Friends of the Museum); a Frederick Childe Hassam painting (also from the Friends); an art glass vase made by Victor Durand in Millville and a 19th century copper pot made by E. Cooper & Sons in Atlantic City; a study collection of more than 600 vertebrate and invertebrate marine fossils from five adjacent states and Canada; and five pieces of Oriental antique furniture owned at one time by New Jersey entrepreneur Washington A. Roebling.
- (3) The more than three dozen topical exhibitions organized and/or mounted during the year included: "2nd Biennial New Jersey Artists" (in cooperation with The Newark Museum); "Puppets and Puppetry" (focal point for entertaining/educational programming that included a workshop conducted by famed puppeteer Bil Baird); "Six Black Americans" (focal point for a Black History Month celebration that included special films and a "Black Cultural Experience in

New Jersey" seminar series); "The Delaware Indians of New Jersey" (involving extensive archaeological, ethnohistorical and ethnographic research); "Thomas A. Edison: Giver of Light" (in cooperation with The Newark Museum and the N.J. Historical Commission); and "Arts Fellowship Recipients" (in cooperation with the New Jersey State Council on the Arts),

Other particularly significant 1979-80 highlights included: a benefit antiques show and sale (sponsored by Friends of the Museum); and examination of the feasibility of evening programming (in cooperation with the New Jersey State Council on the Arts); an expanded offering of professional children's theatre productions; conversion of auditorium gallery facilities for long-term showing of New Jersey art porcelain from the Boehm and Cybis studios; and participation in a pilot project (in cooperation with the Trenton School District) to evaluate potential expansion of artists-in-residence programming in New Jersey schools.

Expectations for 1980-81 include:

- (1) To complete the Hall of Natural Sciences, now scheduled for January 1981, which will permit fuller utilization of science collections and research for teaching purposes;
- (2) To assign intensified organizational attention to art, cultural history and archaeology/ethnology collections in anticipation of new long-term gallery facilities now under construction;
- (3) To schedule additional "related events" activities to emphasize the importance of exhibitions of work by New Jersey artists; and
- (4) To intensify the effort made to acquire grant assistance from government agencies, corporations and foundations for expansion of museum programs and collections.

#### Division of Vocational Education and Career Preparation

The division provides supervision, leadership, resources and services to assist all persons, regardless of socio-economic status or geographic location, to gain the skills, knowledges and attitudes appropriate for employment, for further educational preparation leading to employment, and/or other productive work such as homemaking.

The division operated through nine units:

##### Administrative Unit

...to provide administrative leadership for initiating, maintaining, extending and improving programs of vocational education for New Jersey students.

##### Planning and Equal Access Unit

...to produce technically competent plans for vocational and career education and to provide technical assistance to assure equal access to all vocational education programs.

Career Education and County Career Education Coordinators Unit

...to provide coordination and leadership to local educational agencies in order to maximize the growth of vocational and career education in every county of the state.

Comprehensive Employment and Training Unit

...to provide technical assistance to CETA prime sponsors and local educational agencies in implementing, monitoring and evaluating training programs authorized under P.L. 95-524.

Occupational and Career Research Development Unit

...to provide the research and development services and activities necessary to promote growth and improvement in vocational and career education.

Occupational Programs Unit

...to initiate, maintain, extend and improve occupational instructional programs, professional growth of vocational teachers and activities of vocational student organizations.

Regulatory Services Unit

...to supervise the official approval process for programs of veterans' education and training, apprenticeship training, private vocational and correspondence schools, and post-secondary/non-collegiate schools.

Resource Management Services Unit

...to assure fiscal compliance with appropriate laws and to provide fiscal planning, monitoring and accountability services to other division units.

Special Programs

...to initiate, maintain, extend and improve specialized vocational education and career preparation programs for regular, disadvantaged and handicapped students.

Operational highlights of the division for 1979-80 included:

- (1) Self-evaluation reports were submitted for 101 high schools in 6 counties, involving over 1,750 vocational education courses/programs; on-site visitations were conducted at 41 high schools in 26 school districts, with an additional 18 sending districts receiving safety monitoring visits; and 3,569 completers and leavers of vocational courses/programs were surveyed.
- (2) Over 400 cooperative education students were registered as apprentices through the School-to-Work Linkage Project; new and expanding industries in New Jersey were provided with technical assistance and training through the Customized Training and Technical Services project; a resource guide, entitled Career Information Offered by Northwest Business and Industries, was developed with funds provided by the division; and 6,191 cooperative education vouchers were submitted through the Targeted Job Tax Credit Program, resulting in potential savings to New Jersey businessmen of at least \$25 million.

- (3) A plan (Methods of Administration) was developed to implement civil rights compliance in vocational programs across the state; the number of Coupled Work Study programs for the handicapped was increased from 22 to 40; 122 districts were assisted with implementing Employment Orientation programs for educationally disadvantaged youth; 787 special needs students were afforded the opportunity to learn skills in 34 types of employment while earning nearly \$600,000 through Work Experience Career Exploration programs; and an audio visual was developed to generate an awareness of vocational education among LEP students.
- (4) Funding in the amount of \$1,198,054 assisted LEAS in implementing vocational program improvements at cost savings to the state of \$555,427.

The division's goals and objectives for 1980-81, for the effective planning, administration and operation of vocational programs in New Jersey are described, in detail, in the Three Year Program Plan for Vocational Education, F.Y. 1980-1982 [13]. Although these broad goals and objectives are expected to remain constant over the three-year period, emphasis in priorities may shift yearly on the basis of updated economic, social and legislative developments in the state, data derived from statewide evaluation efforts and input from various public and private advisory groups. On the basis of these key factors, six major priorities have been adopted for improving vocational education in New Jersey in 1980-81:

- (1) To improve the accessibility of vocational education programs to all citizens;
- (2) To increase the quantity, quality and safety of vocational education programs, facilities and equipment;
- (3) To increase the number and quality of interagency approaches assisting persons to become employable;
- (4) To expand effective linkages with labor and industry, advisory committees and special interest groups;
- (5) To expand the incorporation of the activities and programs of appropriate vocational student organizations into vocational instructional curriculums; and
- (6) To pursue vigorously more adequate financial support to satisfy demonstrated needs for vocational education.

There is a significant difference in the number of cases of the disease in the two groups. The number of cases in the first group is significantly higher than in the second group. This difference is statistically significant at the 5% level.

The results of the study show that the number of cases of the disease is significantly higher in the first group than in the second group. This difference is statistically significant at the 5% level.

### Appendix: Selected Statistics

The following table shows the selected statistics for the two groups.

The results of the study show that the number of cases of the disease is significantly higher in the first group than in the second group.

This difference is statistically significant at the 5% level.

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Table I

MINIMUM BASIC SKILLS TEST RESULTS: 1979-80

<u>Test</u>		<u>Number</u>	<u>Percent Meeting or Exceeding Statewide Standards</u> <sup>1</sup>			
<u>Grade</u>	<u>Type</u>	<u>Taking Test</u>	<u>Statewide</u>	<u>Urban</u> <sup>2</sup>	<u>Suburban</u> <sup>3</sup>	<u>Rural</u> <sup>4</sup>
3	Reading	85,754	91.5%	85.1%	97.7%	95.1%
3	Math	85,684	83.9	76.0	92.0	87.6
6	Reading	87,275	82.0	71.4	91.9	87.8
6	Math	87,257	82.6	73.2	91.6	87.5
9	Reading	101,961	79.4	70.1	88.7	80.7
9	Math	101,849	80.9	71.4	89.7	85.0
11	Reading	94,943	88.2	82.3	93.9	87.4
11	Math	94,903	84.3	77.8	90.4	84.4

<sup>1</sup>Any student who obtained a score of at least sixty-five in mathematics or seventy-five in reading met the minimum statewide proficiency standards.

<sup>2</sup>Urban: Densely populated with extensive development near an urban center but not as highly developed, with larger residential areas.

<sup>3</sup>Suburban: Predominantly single family residential within a short distance of an urban area or a rapidly developing area, but with still large tracts of open land for development.

<sup>4</sup>Rural: Scattered small communities and isolated single family dwellings, or high density core area with surrounding rural municipalities, or small developed core area surrounded by rural areas.

Table II

VITAL EDUCATION STATISTICS: FIVE YEARS

<u>Public School Districts</u>	<u>1975-76</u>	<u>1976-77</u>	<u>1977-78</u>	<u>1978-79</u>	<u>1979-80</u>
Operating Districts	590	590	591	593	596
Non-Operating Districts	19	20	19	20	21
Total Districts	609	610	610	613	617
Regional Districts	69	69	69	69	69
Consolidated Districts	8	8	8	8	8
Special Services Districts and Commissions	6	6	6	12	12
<u>Schools</u>					
Elementary Schools	2,036	2,033	2,014	1,997	1,971
Secondary Schools	441	447	447	446	446
Total Schools	2,477	2,480	2,461	2,443	2,417
Instructional Rooms	69,049	69,065	69,019	69,693	69,828
<u>Enrollments</u>					
Pre-Kindergarten	3,038	3,059	3,801	3,726	4,941
Elementary	917,258	891,446	858,010	824,252	793,388
Secondary	532,583	526,843	519,717	509,349	489,930
Male	745,938	729,391	707,838	686,066	660,202
Female	706,941	691,957	673,690	651,261	628,057
White	1,107,370	1,075,881	1,036,412	991,406	944,624
Black	240,974	240,210	238,482	234,897	229,616
Hispanic	87,328	92,463	92,388	94,966	95,263
Other	17,206	12,794	14,246	16,058	18,756
Total Enrollments	1,452,879	1,421,348	1,381,528	1,337,327	1,288,259



		<u>1975-76</u>	<u>1976-77</u>	<u>1977-78</u>	<u>1978-79</u>	<u>1979-80</u>
Drop-outs:	Minority	8,230	8,120	7,896	8,265	
	Total	22,197	21,840	22,118	22,642	
High School Graduates:	Minority	13,931	15,012	15,900	16,284	
	Total	97,494	97,395	97,079	97,643	
<u>Certified Personnel</u>						
Administrators/Supervisors:	Total	6,904	6,932	6,825	6,962	7,109
	Female	1,217	1,255	1,178	1,266	1,365
	Minority	577	647	592	615	644
Classroom Teachers:	Total	80,010	78,701	78,837	78,569	77,443
	Female	51,089	50,025	50,081	50,053	49,582
	Minority	7,344	7,510	7,927	8,129	8,163
Special Services Personnel:	Total	10,105	10,183	11,378	11,991	12,421
	Female	7,450	7,564	8,494	8,923	9,275
	Minority	1,018	1,020	1,159	1,251	1,307
Total Certificated Personnel		97,019	95,816	97,040	97,522	96,973
Entering:	Administrators/Supervisors	809	730	762	711	860
	Teachers	10,621	10,530	9,820	11,341	11,495
	Special Services Personnel	1,633	1,516	2,251	2,177	2,214
Leaving:	Administrators/Supervisors	867	788	946	766	892
	Teachers	10,763	10,793	11,094	11,756	12,493
	Special Services Personnel	1,336	1,449	1,815	2,043	1,994
Average Salary* :	Teachers	\$13,588	\$14,537	\$15,370	\$16,172	\$17,159

\* Data supplied by the New Jersey Education Association

Table III

PUBLIC SCHOOL ENROLLMENTS BY COUNTY

<u>County</u>	<u>1978-79</u>		<u>1979-80</u>	
	<u>Elementary</u>	<u>Secondary</u>	<u>Elementary</u>	<u>Secondary</u>
Atlantic	24,769	11,235	24,219	10,851
Bergen	79,625	58,256	75,452	55,175
Burlington	46,267	27,352	44,809	26,514
Camden	55,781	34,568	54,408	33,347
Cape May	8,024	4,183	7,788	4,125
Cumberland	19,978	9,340	19,197	9,325
Essex	95,396	56,682	91,540	54,158
Gloucester	23,339	16,684	22,877	16,245
Hudson	55,153	26,744	54,003	25,397
Hunterdon	12,502	6,946	12,085	6,768
Mercer	31,431	20,305	29,781	19,659
Middlesex	61,004	46,678	57,896	44,809
Monmouth	60,818	38,829	59,049	36,842
Morris	55,052	29,111	52,118	28,450
Ocean	40,650	21,873	40,395	21,930
Passaic	52,902	26,380	50,581	25,628
Salem	8,206	5,376	7,992	5,118
Somerset	22,696	17,511	21,526	16,718
Sussex	16,514	8,608	16,313	8,697
Union	47,002	36,488	45,817	34,044
Warren	10,869	6,200	10,483	6,130
STATE	827,978	509,349	798,329	489,930

Table IV

DEPARTMENT OF EDUCATION APPROPRIATIONS

<u>Budget Components</u>	<u>1978-79</u>		<u>1979-80</u>		<u>1980-81</u>	
	<u>Actual</u>	<u>Percent</u>	<u>Adjusted</u>	<u>Percent</u>	<u>Budgeted</u>	<u>Percent</u>
Direct State Services	\$ 21,709,947	1.40	\$ 22,849,938	1.28	\$ 21,650,980	1.13
State Aid	1,304,634,237	84.10	1,499,445,839	83.93	1,621,621,605	84.50
Federal Aid	220,910,540	14.24	258,532,715	14.47	269,154,872	14.03
Other Funds (Including Debt Service & Capital Construction)	<u>4,058,019</u>	<u>.26</u>	<u>5,726,718</u>	<u>.32</u>	<u>6,698,301</u>	<u>.34</u>
Total	\$1,551,312,743	100.00	\$1,786,555,210	100.00	\$1,919,125,758	100.00
Total Education Approp.	\$1,330,402,203	30.28	\$1,528,022,495	32.85	\$1,649,970,886	32.31
Total State Approp.	\$4,394,385,940	100.00	\$4,652,062,456	100.00	\$5,107,101,452	100.00

Table V

FEDERAL AID TO LOCAL DISTRICTS

<u>Federal Programs</u>	<u>1978-79</u>	<u>1979-80</u>
Title		
Part A	\$ 61,458,339	\$ 70,297,479
Part B	0	0
Handicapped	5,442,177	4,498,541
Migrant	2,268,693	2,300,680
Delinquent	760,188	797,983
Correctional	60,430	39,665
Title I - Total	70,000,480	77,773,084
Title IV-B	5,548,214	5,334,888
Title IV-C	6,293,497	4,910,251
Title VI	22,185,088	28,604,407
Pre-School Handicapped	373,680	361,411
Teacher Training-Special Education	263,000	368,000
Special Education Regional Resource Center	676,474	645,045
Title VII-Bilingual	124,846	130,541
Right to Read	230,222	136,098
Vocational Education Act	15,585,633	16,200,878
Library Services and Construction	2,081,968	2,067,365
Child Nutrition	92,962,934	92,371,947
Indochinese Ref. Act	60,731	158,367
Adult Basic Education	3,026,806	3,347,912
Community Education	71,257	50,526
Civil Rights Act, Title IV	454,049	641,621
Impact Aid	11,456,203	11,517,119
Total	\$301,384,909	\$322,553,808

Table VI

STATE SCHOOL AID TO LOCAL DISTRICTS

<u>Major Accounts</u>	<u>1978-79 Expenditures</u>	<u>1979-80 Appropriations</u>
Current Expense Equalization Aid	\$ 727,630,474	\$ 782,381,081
Formula	675,008,466	730,978,644
Minimum	52,622,008	51,402,437
School Facilities Aid	68,638,804	76,516,059
Capital Outlay	3,516,531	4,385,164
Debt Service Type 2	31,826,518	30,868,631
Debt Service Type 1	19,034,685	24,747,547
State Debt Service	14,261,070	16,514,717
Transportation Aid	90,572,022	94,420,779
Categorical Aid	173,955,174	183,125,789
Special Education	87,542,050	93,471,777
County Special Services Districts	4,707,293	7,000,000
Compensatory	67,885,718	68,505,405
Bilingual	6,579,722	6,690,917
Local Vocational	6,140,391	7,257,690
Compensatory Research & Development	1,100,000	200,000
Sub-Total	\$1,060,796,474	\$1,136,443,708
Other Grants-In-Aid	40,413,342	42,272,732
Pension Fund Contributions	279,028,115	311,396,852
Total State Aid	\$ 1,380,237,931	\$ 1,490,113,292
From General Fund	860,325,630	917,013,292
From Property Tax Relief Fund	573,912,301	573,100,000
Total School Expenditures (including Pension Contributions)	\$ 3,426,000,000*	\$3,686,000,000*
Percent of State Support	40.3%	40.4%

\*Estimated

Table VII  
BUDGET CAP WAIVERS

1979-80					1980-81			
<u>County</u>	<u>No. of Districts Requesting CAP Increases</u>	<u>Total Waiver Requested</u>	<u>No. of Districts That Received CAP Waivers</u>	<u>Total Waiver Approved</u>	<u>No. of Districts Requesting CAP Increases</u>	<u>Total Waiver Requested</u>	<u>Districts That Received CAP Waivers</u>	<u>Total Waiver Approved</u>
Atlantic	4	\$ 523,287	4	\$ 472,121	3	\$ 499,856	3	\$ 450,395
Bergen	14	1,979,802	12	899,980	11	1,863,886	11	1,366,093
Burlington	11	2,201,619	10	1,316,400	6	592,345	6	391,138
Camden	4	214,178	4	124,623	3	138,718	3	125,043
Cape May	6	1,305,132	5	797,516	3	516,451	2	416,877
Cumberland	0	0	0	0	2	147,296	2	145,596
Essex	2	441,752	1	3,810	4	21,437,635	4	9,272,021
Gloucester	2	570,552	2	429,348	2	92,032	2	90,027
Hudson	3	2,786,655	3	2,117,962	3	5,153,583	3	2,948,679
Hunterdon	5	912,918	5	557,175	1	55,000	1	55,000
Mercer	2	1,094,002	2	791,276	3	584,714	3	438,358
Middlesex	8	2,677,985	5	607,806	6	2,189,130	5	1,366,992
Monmouth	11	2,744,342	11	2,317,519	6	1,838,796	5	1,208,467
Morris	10	1,629,948	9	1,029,168	7	1,165,475	7	963,856
Ocean	8	3,069,607	8	2,510,625	6	3,883,849	6	3,027,965
Passaic	3	1,169,424	2	361,250	3	387,038	3	309,338
Salem	1	94,690	1	78,590	2	64,741	2	64,741
Somerset	8	1,751,737	8	719,854	4	756,972	3	410,997
Sussex	9	1,034,996	9	982,814	10	2,148,755	10	1,956,735
Union	7	1,673,036	6	692,406	1	588,015	1	588,015
Warren	2	394,674	2	339,393	5	884,142	5	672,601
Total	120	\$28,270,336	109	\$17,149,636	91	\$45,033,429	87	\$26,268,934

Table VIII

CONSTRUCTION OF EDUCATIONAL FACILITIES: 1979-80

<u>Counties</u>	<u>No. of Districts</u>	<u>New Construction</u>		<u>Additions</u>		<u>Repair &amp; Rehabilitation</u>	
		<u>No. of Projs.</u>	<u>Cost</u>	<u>No. of Projs.</u>	<u>Cost</u>	<u>No. of Projs.</u>	<u>Cost</u>
Atlantic	7	0	0	0	\$ 0	9	\$ 658,076
Bergen	30	0	0	3	737,000	57	3,966,400
Burlington	16	2	\$15,195,000	4	1,577,650	24	3,970,397
Camden	13	0	0	3	2,440,000	39	4,499,600
Cape May	4	1	3,902,611	1	2,353,500	4	352,000
Cumberland	3	0	0	0	0	3	41,000
Essex	10	0	0	0	0	34	1,625,630
Gloucester	10	2	6,894,800	5	554,552	7	696,000
Hudson	5	0	0	1	170,000	28	5,442,635
Hunterdon	7	0	0	0	0	7	252,000
Mercer	6	0	0	4	3,850,000	8	1,239,652
Middlesex	13	0	0	4	7,198,033	55	2,839,200
Monmouth	19	0	0	3	1,153,930	40	2,284,519
Morris	14	0	0	6	20,219,490	28	1,543,810
Ocean	15	4	17,887,000	7	5,958,850	29	1,239,464
Passaic	10	2	2,848,000	0	0	24	2,191,100
Salem	4	0	0	1	188,500	5	331,500
Somerset	11	0	0	0	0	23	608,100
Sussex	8	3	15,360,000	0	0	7	871,100
Union	11	0	0	1	\$ 35,800	18	1,105,195
Warren	6	0	0	1	50,000	6	162,579
Totals	222	14	\$62,087,411	44	\$46,487,305	455	\$35,919,957

Table IX

STATE COMPENSATORY EDUCATION: 1979-80

	<u>Total Participants (Unduplicated)</u>	<u>Reading Program Participants</u>	<u>Math Program Participants</u>	<u>Reading &amp; Math Participants</u>	<u>Total Allocations</u>
Atlantic	12,471	1,887	3,430	7,154	\$ 3,213,609
Bergen	17,311	5,701	6,911	4,699	2,833,160
Burlington	12,685	3,265	5,109	4,311	2,522,924
Camden	29,451	16,916	6,181	6,354	6,058,232
Cape May	2,838	881	992	965	570,576
Cumberland	16,972	4,424	4,734	7,814	2,107,465
Essex	58,662	10,092	13,705	34,865	12,790,654
Gloucester	8,495	2,139	3,009	3,347	1,594,834
Hudson	59,784	14,759	14,950	30,075	7,520,886
Hunterdon	2,159	637	834	688	369,789
Mercer	6,031	1,796	2,098	2,137	3,425,662
Middlesex	20,817	7,536	5,716	7,565	3,968,271
Monmouth	22,037	5,303	7,027	9,707	4,379,302
Morris	8,952	2,443	4,054	2,455	1,753,371
Ocean	13,149	4,444	4,488	4,217	2,701,177
Passaic	31,779	4,401	5,022	22,356	6,107,124
Salem	3,690	904	1,139	1,647	672,579
Somerset	5,876	1,710	1,920	2,246	965,712
Sussex	4,249	1,054	1,915	1,280	728,306
Union	21,365	5,342	6,155	9,868	3,731,471
Warren	<u>2,119</u>	<u>832</u>	<u>832</u>	<u>455</u>	<u>490,302</u>
TOTALS	360,892	96,466	100,221	164,205	\$68,505,406

\*Data based on 511 LEA reports processed by September 30, 1980



Table X

SPECIAL EDUCATION

1979-80 Full Time Equivalent Enrollment By Program\*

County	1979-80 Full Time Equivalent Enrollment By Program*						Funds	
	Special <sup>1</sup> Classes	Private <sup>2</sup> School	Supplementary <sup>3</sup>	Home <sup>4</sup> Instruction	State <sup>5</sup> Operated	Resource <sup>6</sup> Room	State Categorical	P.L. 94-142 Federal
Atlantic	766.0	43.0	1,993.0	11,557.00	135.0	1,967.0	\$ 4,240,145	\$ 918,932
Bergen	3,118.5	371.5	12,434.0	47,951.00	266.0	1,240.0	9,830,024	3,451,221
Burlington	2,002.5	250.5	4,912.0	19,549.70	194.0	999.0	5,640,481	1,557,029
Camden	3,486.0	694.0	4,145.0	35,668.00	294.0	1,382.0	9,451,306	1,808,222
Cape May	216.5	17.0	625.0	3,372.10	75.0	679.0	1,415,611	361,835
Cumberland	984.0	58.0	2,093.0	11,901.80	146.0	511.0	2,765,843	655,446
Essex	4,082.5	1,016.0	8,431.0	63,499.70	513.0	1,369.0	13,405,267	2,878,953
Gloucester	1,120.0	209.0	2,080.0	14,135.90	84.0	760.0	3,624,713	888,235
Hudson	3,263.5	324.0	4,580.0	51,693.00	399.0	97.0	7,551,061	1,425,802
Hunterdon	283.0	104.0	1,937.0	3,430.00	54.0	510.0	1,764,380	262,310
Mercer	1,456.0	226.0	3,656.0	15,863.10	199.0	802.0	4,688,395	1,494,151
Middlesex	2,632.5	468.0	9,446.0	35,226.40	279.0	1,968.0	9,778,391	2,088,109
Monmouth	1,873.5	478.0	6,034.0	45,717.70	257.0	1,986.0	8,125,911	2,073,892
Morris	1,529.5	480.0	6,459.0	21,422.10	146.0	1,002.0	6,326,777	1,974,196
Ocean	1,175.0	174.0	3,834.0	24,546.80	144.0	1,742.0	5,276,649	1,073,624
Passaic	2,094.0	259.0	8,601.0	43,379.30	343.0	513.0	6,493,420	1,813,442
Salem	495.0	35.0	670.0	3,102.80	53.0	205.0	1,120,171	251,020
Somerset	958.0	252.0	2,507.0	8,985.10	87.0	824.0	3,684,837	728,505
Sussex	631.0	90.0	2,640.0	9,413.00	43.0	598.0	2,366,980	606,514
Union	1,963.0	347.0	4,284.0	31,507.10	268.0	1,883.0	7,378,455	1,871,125
Warren	433.0	66.0	1,532.0	3,656.20	48.0	602.0	1,792,085	421,844
TOTAL	34,563.0	5,962.0	92,893.0	505,577.80	4,027.0	21,639.0	\$116,720,902	\$28,604,407

\*Full Time Equivalent Enrollment-figures represent students enrolled on a part or shared time basis.

<sup>1</sup>Special Classes - number of students placed in self-contained classes by classification of handicapped condition.

<sup>2</sup>Private School - number of students placed in approved private schools for the handicapped.

<sup>3</sup>Supplementary - number of students receiving supplemental instruction.

<sup>4</sup>Home Instruction - number of hours of home instruction received by students.

<sup>5</sup>State Operated - number of handicapped students receiving an education at a state operated program (including Residential Facilities for the Mentally Retarded, Day Training Centers, Residential Youth Centers, Training Schools or Correctional Facilities, Treatment Centers or Psychiatric Hospitals).

<sup>6</sup>Resource Room - number of handicapped students placed in a resource room.

Table XI

ELEMENTARY AND SECONDARY EDUCATION ACT, TITLE I: 1979-80

County	Total Students Served	Program Participants (Duplicated Count)					Federal Monies	Migrant	
		Reading	Language Arts	Computation	PEP <sup>1</sup>	Pre-K and K		Migrant Students	Federal Monies <sup>2</sup>
Atlantic	4,777	2,698	1,203	2,096	332	687	\$ 2,761,419	1,484	\$ 405,777
Bergen	7,376	4,789	704	3,145	55	688	2,936,427		
Burlington	4,324	2,654	752	1,573		153	2,582,560	290	106,242
Camden	13,074	5,302	2,967	4,449	1,320	1,838	6,115,891	219	62,250
Cape May	1,251	774	170	564		60	627,451	36	18,841
Cumberland	3,238	1,736	299	1,559	584	386	1,794,543	1,415	590,242
Essex	24,669	18,858	6,020	11,571	1,399	3,505	16,790,134	31	11,560
Gloucester	3,773	2,017	372	1,757		261	1,607,107	293	550,402
Hudson	12,423	7,739	337	7,367	1,056	1,019	9,431,138		
Hunterdon	768	557	6	321		13	357,720		
Mercer	1,576	1,014	12	569	42	224	3,306,570		
Middlesex	6,232	3,942	629	2,073	630	1,031	3,137,350	335	321,445
Monmouth	7,259	4,751	320	2,322	549	1,196	4,107,044	448	88,365
Morris	3,416	1,770	302	1,030	396	443	1,274,309		
Ocean	2,757	1,655	161	1,277	19	99	1,847,531		
Passaic	9,535	5,139	283	2,583	2,092	947	5,478,613		
Salem	2,240	1,412	29	1,384		164	874,987	218	124,756
Somerset	1,675	989	57	927		232	807,968		
Sussex	1,450	830	118	694		16	531,469	16	11,050
Union	6,437	3,314	247	2,536	150	1,243	3,455,588		
Warren	849	638	42	394		44	471,660	33	9,750
State Totals	119,099	72,578	15,030	50,191	8,624	14,249	\$70,297,479	5,111	\$2,300,680

1. Programs for english Proficiencies

2. Migrant allocations include statewide program activities in addition to individual district projects

Table XII

BILINGUAL EDUCATION: 1979-80

<u>County</u>	<u>Number of Districts</u>	<u>Total Students Served</u>	<u>Bilingual and ESL Teachers and Non-Prof. Staff</u>	<u>Local Funds</u>	<u>State Funds</u>	<u>Federal Funds</u>
Atlantic	8	602	34	\$ 320,844	\$ 111,496	\$ 0
Bergen	21	1,152	59	587,580	275,665	20,750
Burlington	3	145	6	58,157	34,824	3,600
Camden	2	1,131	100	713,000	334,780	600,187
Cape May	1	7	2	12,000	2,048	0
Cumberland	3	787	60	144,747	186,119	227,709
Essex	12	8,347	432	351,397	1,791,250	1,242,153
Gloucester	0	0	0	0	0	0
Hudson	10	6,455	406	3,963,117	1,469,345	1,664,533
Hunterdon	0	0	0	0	0	0
Mercer	7	1,094	81	677,991	282,106	546,300
Middlesex	14	1,819	122	1,082,592	483,440	452,288
Monmouth	13	532	37	292,732	157,148	218,945
Morris	8	623	31	299,280	128,468	143,920
Ocean	5	260	20	261,466	67,015	0
Passaic	8	3,554	171	1,125,469	713,164	1,307,654
Salem	1	36	8	10,700	0	116,656
Somerset	5	172	10	87,329	38,336	0
Sussex	0	0	0	0	0	0
Union	13	2,521	107	972,162	608,691	270,794
Warren	1	24	1	10,859	7,023	0
Totals	135	29,261	1,687	\$14,141,422	\$6,690,918	\$6,815,489

Table XIII

ADULT POPULATION, NUMBER OF HIGH SCHOOL DROPOUTS,  
AND ENROLLMENTS IN ADULT EDUCATION PROGRAMS

County	*Total Adult Population	*Total Adult Pop. Less 8th Grade	*Total Adult Pop. Less 12th Grade *Completed	Total Number Dropouts 1978	(1980) Total Adult Programs	(1980) Total Enrollments A.B.E.**	(1980) Total Enrollments H.S.C.***	(1980) - Total Ad. Enrolled E.F.B.***	(1980) Total Adult Enrolled
Atlantic	106,161	20,077	59,066	779	7	408	899	36	5,745
Bergen	529,618	55,886	211,109	1,566	20	3,963	2,615	1,024	37,122
Burlington	156,691	16,912	63,279	936	13	814	1,174	224	29,122
Camden	251,511	38,754	127,937	1,410	18	1,064	1,365	139	36,682
Cape May	37,471	6,339	20,540	276	4	157	197	0	4,202
Cumberland	66,817	14,956	40,114	849	6	609	1,005	107	11,299
Essex	533,556	93,631	270,323	2,849	12	4,574	2,837	669	39,710
Gloucester	91,005	13,533	46,703	686	8	400	647	100	13,414
Hudson	364,450	83,089	231,977	2,030	11	3,790	3,179	1,754	34,571
Hunterdon	39,262	4,190	17,043	184	1	632	799	155	31,287
Mercer	171,828	29,026	81,073	1,233	9	910	552	349	19,839
Middlesex	314,161	43,010	140,034	1,603	17	1,132	4,186	569	62,452
Monmouth	248,521	26,209	99,109	1,779	11	1,935	2,105	84	23,584
Morris	209,085	17,124	69,049	900	11	528	2,373	62	35,126
Ocean	122,747	16,263	62,302	1,248	8	360	1,361	85	42,327
Passaic	265,873	52,531	148,632	1,714	7	2,874	1,882	1,081	30,707
Salem	33,336	6,444	18,392	301	6	316	790	0	12,949
Somerset	109,785	12,239	40,276	479	6	303	883	211	26,765
Sussex	42,551	4,413	18,179	300	5	69	140	0	4,938
Union	323,049	43,523	138,789	1,203	12	2,227	1,324	896	41,116
Warren	41,943	6,507	21,591	317	1	167	292	0	6,305
GSSD					11	2,173	1,198	0	7,594
Totals	4,059,421	604,656	1,925,517	22,642	204	29,405	31,803	7,545	606,856

\*Age 25 and over (1970 Census)

\*\*A.B.E. - Adult Basic Education

\*\*\*H.S.C. - High School Completion (includes tuition students)

\*\*\*\*E.F.B. - Evening School for the Foreign Born

Table XIV

CONTROVERSIES AND DISPUTES

	<u>1978-79</u>	<u>1979-80</u>
Petitions of Appeal Received	473	534
Cases Withdrawn	54	58
Decisions Rendered: Total	255	419
Budget	29	30
Elections	22	43
Tenure	36	56
Non-reemployment	13	27
School Employees	94	208
Pupils	29	23
Other	32	32
Cap Waivers Appealed to State Board	45	16
Cap Waivers Decided by State Board	45	17
Cases Appealed to State Board	69	132
Cases Decided by State Board	73	110
Cases in Judicial System	27	45

Table XV

VOCATIONAL EDUCATION: 1979-80 FEDERAL, STATE AND LOCAL  
ALLOCATIONS BY PROGRAM

<u>PROGRAM</u>	<u>FUNDING SOURCE (P.L. 94-482) OR OTHER</u>	<u>TOTAL FUNDS</u>	<u>FEDERAL FUNDS</u>	<u>STATE &amp; LOCAL FUNDS</u>
<u>National Priorities</u>				
1. Handicapped	Sec. 110 a	\$ 4,249,113	\$ 1,913,119	\$ 2,335,994
2. Post Secondary/Adult	Sec. 110 c	57,970,599	3,188,534*	54,782,065
3. Disadvantaged	Sec. 110 b, 1	9,348,260	3,507,386	5,840,874
Subtotal		\$ 71,567,972	\$ 8,609,039	\$ 62,958,933
<u>Basic Grants</u>				
1. Sex Bias	Sec. 120, c,1,F	\$	\$	\$
2. Sex Bias Supv. F/T	Sec. 104 b,2	50,000	50,000	
3. Displaced Homemakers	Sec. 120 b,1,L	92,000	92,000	
4. Secondary	Sec. 120 b,1,A	64,556,948	1,594,789	62,962,159
5. Supv. & Adm. Voc. Ed.	Sec. 120 a	2,477,020	1,238,510	1,238,510
6. Adult	N.J.S. 18A:54-9; 18A:54-32	9,401,629		9,401,629
7. Work Study	Sec. 120 b,1,B	1,799,692	440,000	1,359,692
8. Cooperative Ed.	Sec. 120 b,1,C	5,289,585	200,000	5,089,585
9. Energy Education	Sec. 120 b,1,D	101,344	100,000	1,344
10. Construction	Sec. 120 b,1,E	1,134,890		1,134,890
11. Industrial Arts	Sec. 120 b,1,I	6,988,497	531,625	6,456,872
Subtotal		\$ 91,891,605	\$ 4,246,924	\$ 87,644,681

<u>PROGRAM</u>	<u>FUNDING SOURCE (P.L. 94-482) OR OTHER</u>	<u>TOTAL FUNDS</u>	<u>FEDERAL FUNDS</u>	<u>STATE &amp; LOCAL FUNDS</u>
<u>Program Improvement and Supportive Services</u>				
1. Research Dev.	Sec. 130 b,1	\$ 866,625	\$ 634,245	\$ 232,380
2. Exemplary	Sec. 130 b,2	1,009,149	460,000	549,149
3. Curriculum Dev.	Sec. 130 b,3	231,448	200,000	31,448
4. Guidance & Coun.	Sec. 130 b,4	1,738,493	635,000	1,103,493
5. Pre. & In Service	Sec. 130 b,5	2,069,814	634,513	1,435,301
6. Sex Role Stereo	Sec. 130 b,6	255,498	213,318	42,180
7. Supv. & Admin.	Sec. 130 a	619,254	39,627	309,627
Subtotal		\$ 6,790,281	\$ 3,086,703	\$ 3,703,578
<u>Special Programs for the Disadvantaged</u>				
1. Special Program Dis.	Sec. 140 a	\$ 1,170,089	\$ 542,330	\$ 627,759
2. Special Program Dis. Supv.	Sec. 140 a			
Subtotal		\$ 1,170,089	\$ 542,330	\$ 627,759
<u>Consumer and Homemaking Education</u>				
1. Consumer Ed. & Homemaking Prog.	Sec. 150 b,1	\$ 4,744,951	\$ 754,485	\$ 3,990,466
2. Supv. & Admin.	Sec. 150 b,1,F			
3. Depres. Area Prog.	Sec. 150 d	476,000	425,000	51,000
Subtotal		\$ 5,220,951	\$ 1,179,485	\$ 4,041,466
<u>Section 102(d)</u>		\$ 135,582	\$ 135,582	
Grand Total		\$ 176,776,480	\$ 17,800,063	\$158,976,417

\*This allocation is divided equally between the Adult Plan and the Post Secondary Collegiate Plan.

Source: New Jersey Department of Education, Division of Vocational Education and Career Preparation

Table XVI

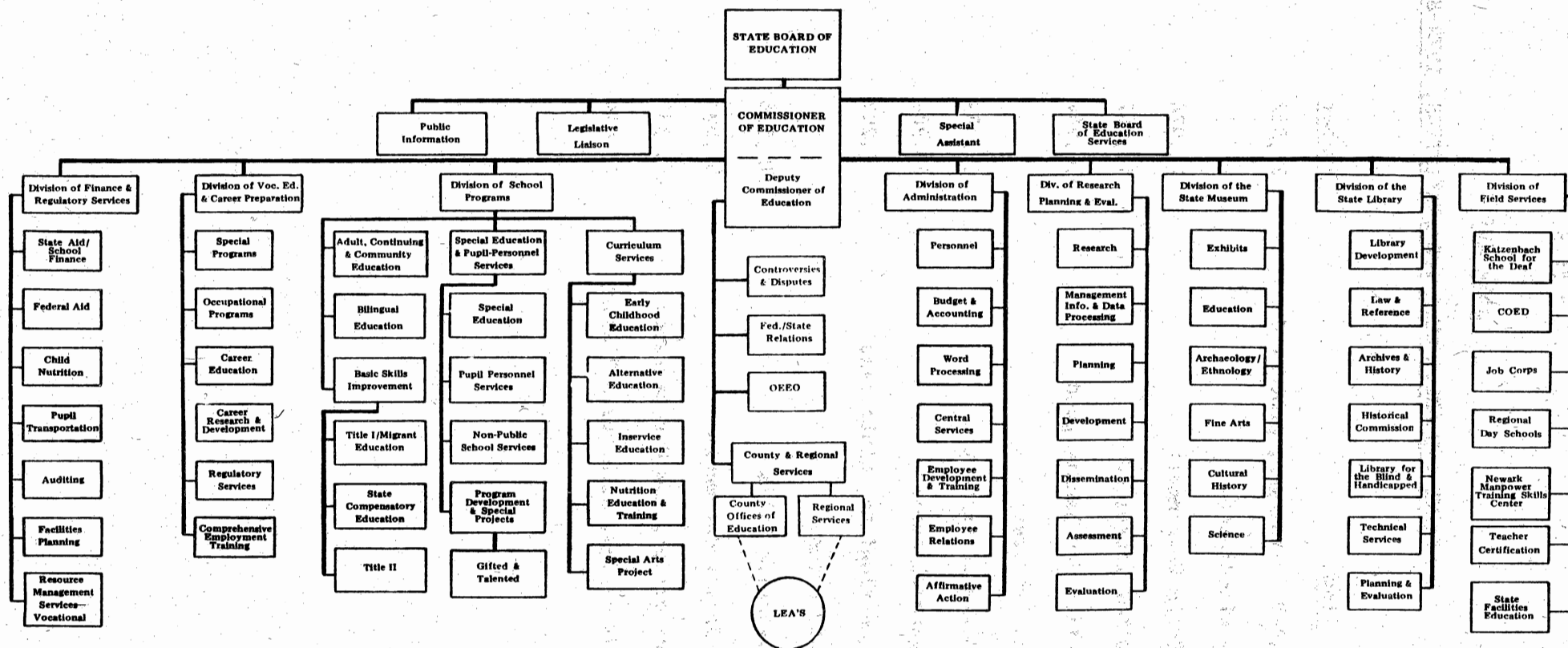
STATE LIBRARY: SELECTED STATISTICS, 1979-80

<u>Item</u>	<u>Number</u>	<u>Percentage change over 1978-79</u>
Titles added, cataloged, processed	21,562	+10.0%
No. items circulated:		
to State Government	41,078	+ 5.9
to other libraries	17,967	+ 8.5
to blind and handicapped	310,944	+11.0
References Services:		
to State Government	32,389	- 3.3
to general public	24,986	-12.2
to genealogists, historians	8,207	+ 6.0
Items distributed:		
legislative bills	175,516	+33.9
New Jersey documents	64,668	- 3.4
Xerox copies, Law & References	166,737	+16.5
Xerox copies, Archives & History	73,614	+75.0



Table XVII

THE STATE DEPARTMENT OF EDUCATION ORGANIZATION CHART



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