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Report of the State Committee To Study the Next Steps Of Regionalization and Consolidation In the School Districts of New Jersey

April 2, 1969

Dr. Carl L. Marburger
Commissioner of Education
Department of Education
225 West State Street
Trenton, New Jersey 08625

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Dear Dr. Marburger:

I am pleased to submit to you the report of the Committee to Study the next Steps of Regionalization and Consolidation of School Districts.

As charged in its appointment by Dr. Joseph Clayton, Acting Commissioner of Education, the committee has "collected available data on school district organization, educational opportunities, pupil distribution and financing in New Jersey and the nation." It has evaluated this data as it related to the state's responsibility for equal quality educational opportunities and the local school district's responsibility to the state and for its educational program.

In its recommendations, the committee fulfills its charge "to develop a proposed plan to provide comprehensive, equal educational opportunities to meet the needs of youth and society" and to "recommend needed legislative changes." In answer to its last charge "to determine whether or not a reduction in the number of school districts in New Jersey would provide a better educational program for all the young people in the state" its findings and recommendations are in the affirmative.

The committee expresses its appreciation to the members of the State Department of Education who have assisted it in its efforts.

For your consideration, the committee makes the following recommendations relative to the disposal of the report by the State Board of Education:

1. That an adequate number of copies of the full report be made available.

2. That a summary of the report and the full recommendations be prepared and printed for general distribution.

3. That the State Board of Education provide opportunity for hearings on the recommendations.

4. That such recommendations as are accepted and require legislative enactment be developed in appropriate bills.

5. That such recommendations as are accepted and require State Board of Education action be developed in appropriate rules and regulations.

We would appreciate an opportunity to discuss the report and its recommendations with you and the State Board of Education.

The members of the committee offer to serve in any further capacity relative to the report, considered appropriate by you or the State Board of Education.

As chairman, I commend to you the members of this committee who have worked unselfishly and with concern for all of the youth and adults of our State.

Sincerely yours,

Ruth H. Mancuso

Ruth H. Mancuso, Chairman

FOREWORD

The New Jersey State Committee to Study the Next Steps of Regionalization and Consolidation in the School Districts of New Jersey was appointed on January 20, 1967 by Acting Commissioner of Education Joseph E. Clayton, pursuant to a resolution of the State Board of Education. Its establishment grew out of a commitment to quality education in the State and its relationship to school district organization. Although the national trend is toward consolidation and decreasing the number of school districts, the number of districts in New Jersey is growing. In some areas services are duplicated or overlapping while in others needed services are not offered.

Therefore, the Study Committee was charged with, but not be limited to, the following:

1. "The collection of data on school district organization in this State and in the Nation. Emphasis should be given to educational opportunities, services, pupil distribution, and financing, as well as State, County, and Local relationships.

2. "The evaluation of these data in terms of providing the best possible educational opportunities for the people of New Jersey.

3. "The determination of whether or not a reduction in the number of school districts in New Jersey would provide a better educational program for all the young people in the state.

4. "The development, if necessary, of a proposed plan to provide comprehensive, equal educational opportunities to meet the needs of youth and society. The Committee should not be limited by organizational patterns under present statutes but feel free to recommend necessary changes. Legislative changes needed to implement such a plan should be explored."

Under the chairmanship of Mrs. Ruth Mancuso, former president of the National School Boards Association, the committee was divided into three sub-committees:

1. The Qualitative and Quantitative Factors Required to Provide Quality Educational Opportunity
2. Current and Feasible Patterns of School District Organization
3. Legislation and Finance in School District Organization

The Committee is indebted to many who have provided materials and statements helpful in its deliberations. It expresses its appreciation to those who have assisted it directly in its efforts: Mr. Louis Dughi and Mr. William Warner who have served as State Department staff for the committee; Mr. Edward W. Kilpatrick, Assistant Commissioner of Education, who gave of his time and counsel; Educational Consultants Engelhardt, Engelhardt and Leggett for the "Pilot Study of School District Reorganization"; Mrs. Nida Thomas, director of the State Department of Education's Office of Equal Educational Opportunity; Dr. Paul Ylvisaker, Commissioner of Community Affairs; Dr. Ercel Watson, Superintendent of Schools, Trenton; Dr. Alexander Plante, Connecticut State Department of Education, and Mr. Theron Johnson, USOE, for their counsel on urban education; and to Dr. William Bryan, Pennsylvania State Department of Education, for his counsel on reorganization practices and problems.

Dr. Warren Davis, superintendent of Schools, Springfield Regional School District, who prepared the first draft of this study, and Mrs. Gloria Cook, who prepared the final draft, are commended by an appreciative committee.

The Committee is indebted to Mr. Clyde E. Leib, Special Assistant to the Commissioner of Education, for the preparation of the printed report.

COMMITTEE TO STUDY THE NEXT STEPS OF REGIONALIZATION AND CONSOLIDATION IN THE SCHOOL DISTRICTS OF NEW JERSEY

Committee Membership

Mrs. Ruth H. Mancuso, Member
Glassboro Board of Education
Chairman

Mrs. Mildred E. Barry
Member, Board of Education
East Orange

Mr. J. Allan Campbell
Superintendent of Schools
Westwood Consolidated High School
Westwood

Miss Dorothy Cook, Secretary
Board of Education
Hanover Township

Mr. Shepard H. Cynamon
Superintendent of Schools
Hillsdale

Mr. Marshall Errickson
Superintendent of Schools
Freehold Township

Mr. Archie F. Hay, Jr.
County Superintendent
Bergen County

Mr. Minor C. K. Jones
Member, Union County Regional High
School Board (Union County)

Mr. Henry Lingerman, President
Board of Education
West Morris Regional School District
Chester

Mr. Ralph W. Martin, Secretary
Board of Education
Greater Egg Harbor Regional
School District, Mays Landing

Dr. Howard Morris, Jr.
County Superintendent
Salem County

Dr. Frederick R. Nuttall
Assistant Superintendent
South Orange-Maplewood School District

Dr. Victor J. Podesta
Superintendent of Schools
Vineland

Mr. Rudolph A. Schober, Secretary
Board of Education
Union

Dr. J. Harvey Shue
County Superintendent
Gloucester County

Dr. G. Clifford Singley
Superintendent of Schools
North Hunterdon Regional School District
Annandale

Mr. Joseph V. Summers
Superintendent of Schools
Mount Holly

Mr. Allan Tomlinson
County Superintendent
Warren County

Dr. Harry Wenner
Superintendent of Schools
Morristown

Dr. John Worrall
Superintendent
Eastern Camden Regional High School
Box 38, Gibbsboro

THE SUB-COMMITTEES

The Qualitative and Quantitative Factors Required to Provide Quality Educational Opportunity

Mrs. Mildred E. Barry, Co-Chairman

Dr. Victor Podesta, Co-Chairman

Mr. Archie F. Hay

Dr. Harry Wenner

Dr. Frederick R. Nuttall

Mr. Joseph V. Summers

Mr. Allan Tomlinson

Current and Feasible Patterns of School District Organization

Mr. J. Allen Campbell, Chairman

Mr. Marshall W. Errickson

Mr. Minor C. K. Jones

Dr. John R. Worrall

Miss Dorothy Cook

Dr. Howard Morris, Jr.

Legislation and Finance in School District Organization

Mr. Rudolph A. Schober, Chairman

Mr. Henry Lingerman

Dr. J. Harvey Shue

Dr. G. Clifford Singley

Mr. Shepard H. Cynamon

Mr. Ralph W. Martin

Mrs. Ruth H. Mancuso, ex officio member of all committees

SUMMARY AND RECOMMENDATIONS

State Responsibility for education is a clearly established principle. Although in the United States local school boards have been given authority to operate districts, it is delegated authority. The ultimate responsibility and authority remains with the state.

All states, New Jersey included, have acknowledged this responsibility by generally overseeing the activities of school districts, establishing standards, providing state aid and, in some instances, operating schools to satisfy educational needs which local districts cannot meet.

There is a long history of state initiative in areas affecting education. In New Jersey the Beadleston Act, the Vocational Education Act of 1965, and recent advances in educational aid to local districts, represent examples of enlightened leadership at the state level. None would have been possible without the support of the legislature.

Since 1945, rapid social change has produced change in educational organization. Historically, the unit of operation was the one-teacher rural or village school, administered by a board of directors selected from among the citizens of the community. In some instances, growth from the one-room, one-teacher school to the school of today occurred largely by the process of accretion as communities grew within the boundaries of the existing one-room district.

More frequently, however, school districts have expanded through a process of reorganization or consolidation of pre-existing separate school districts.

As early as 1837, Horace Mann[1] was advocating the reorganization of school districts as an important step toward improving education in Massachusetts. In 1839, Missouri[2] enacted a law making the congressional township the school district unit. There has never been any protracted period in our history since these early days when some attempt has not been made legislatively to consolidate school districts for improved educational opportunity.

Even after the wave of consolidation of one-room, one teacher schools which occurred between the 1830's and the 1930's, the year 1932 found the United States with some 127,649 school districts. Since that time the number has been reduced to a total of 28,814 in 1965 and to 23,390 in October 1966.

Redistricting has been widespread. Since 1945 only six states (Florida, Hawaii, Louisiana, Maryland, Utah and West Virginia) have not made changes in school district organization. Six others (Alabama, Connecticut, Massachusetts, New Jersey, Rhode Island and Virginia) had more districts in 1966 than they had in 1945. Twenty-eight states had reductions; 26 reduced the numbers of their districts by more than one-half, 16 by more than three-fourths, and six by more than 90 per cent.[3]

The trend has been toward larger school districts offering a complete program of elementary and secondary schooling, and a fairly comprehensive program of special education, adult education, vocational education and summer school opportunities.

The trend has also been toward the states' assumption of a more active

role in educational reorganization than in the past. Historically, especially in New Jersey, school district reorganization typically was a proliferation of districts to meet immediate, pressing needs. Local boards tried as well as they could to cope with social, economic and financial pressures over which they had little control.

Most states have recognized that this pattern of growth and organization is unsound financially and educationally. Many initiated reorganization programs at the state level when it was apparent that comprehensive, planned reorganization to meet all educational needs was not or could not be undertaken by most local districts.

Methods of reorganization vary and are considered in a following chapter. Most of the effective reorganization programs have had one element in common: The state, as the legally responsible agent, initiated the changes and devised the machinery to bring them about.

In many instances this took great courage on the part of educators and legislators alike. Their willingness to act in the interest of the citizenry as a whole as well as in the local interest contributed greatly to the success of reorganization. It is in this spirit that this committee undertook and presents its report.

As this committee studied New Jersey's educational system, it became apparent that disparities, differences and inequalities exist throughout the system and are reflected in unequal educational opportunities.

There are disparities in the ability of school districts to pay for quality

education. The equalized valuation behind each pupil is more than ten thousand times as great in New Jersey's wealthiest district as it is in the poorest. Teterboro, which operates no school, has a valuation of over $70,000,000 behind its two pupils while Winfield, operating a K-8 system, has less than $3,488 behind each pupil.

There are vast differences in enrollment and geographic size. New Jersey has 20 non-operating districts and, at the other extreme, a system as large as Newark's. The Greater Egg Harbor Regional High School district covers 339 square miles, while Victory Gardens in Morris County is 0.13 square miles and operates only a kindergarten.

Organizationally, there is great diversity. Three main types of school districts exist; local, consolidated and regional. There are three types of regional systems and several kinds of sending districts. Finally, the districts are legally classified as Type I or II with different finance and budget procedures. Each has many different sources of local, state and federal funds.

This pattern of increasing fragmentation and complexity results in unequal educational opportunities. There are high schools which offer fewer than fifty courses while others offer 120 or more. Some systems offer early childhood opportunities, while others lack a true kindergarten program.

In elementary schools, there are 432 "centralized library collections" with no librarian and 512 schools with only classroom collections. At the other end of the scale are elementary schools with over ten thousand volumes and a full-time librarian. Of 1,816 elementary schools reporting in 1966-67, only sixty-four met the American Library Association standards of at least 6,000 volumes.

1. quality educational opportunities to meet their individual needs are not equally available to all young people in New Jersey.
2. although education inequities are due, in large part, to socio-economic factors, particularly in cities, school district organization has a profound effect on the quality of education.
3. New Jersey will more successfully meet its educational obligations if the existing number of school districts is reduced by reorganization based on districts encompassing a total K-12 program, and eventually an N-12 program.
4. The state share in educational costs must be increased to provide incentive and equalization among districts to provide a comprehensive quality educational program.

The committee is convinced that reorganization and increased state sharing of educational costs are necessary for eliminating educational deficiencies in New Jersey. Such steps can provide an organizational framework and financial base flexible and responsive enough to meet future challenges in a coordinated, comprehensive, rational way. It would have the following results:

1. a logical sequential development of learning experiences.
2. more equal educational opportunities.
3. greater ease and economy of operation.
4. more efficient use of public funds.
5. greater flexibility in grade organization, personnel policies and procedures and simplification of fiscal procedures.

There are abundant examples of other inequities. There are schools without specialized guidance personnel, psychologists, provisions for feeding students, special education, vocational training, art and music. There are sending elementary districts unable to offer their students a coordinated, continuous educational experience.

If the situation is serious, now, in some schools, the situation approaches crisis proportions when the state's future education needs and obligations are contemplated.

Finally, as the committee proceeded, it became apparent that the urgent problems of cities are reflected in the unique problems of their schools. Certain urban areas, unable to satisfy minimal human requirements, are equally unable to offer their young people an education relevant to their needs. The damage done by raising children in a substandard environment that frustrates rather than satisfies their basic needs is compounded by the inability to equip them in their educational environment to improve their situation.

If it is obvious that many communities are unable to adequately educate their youngsters, it is equally clear that many others are eminently successful. Investigation into the experiences in certain school districts in New Jersey and other states produced evidence of school organization which led to more equalized, up-graded education and more efficient use of funds. Although there are some excellent small districts in the state, almost all evidence points to a correlation between enrollment, wealth, quality education and efficiency.

On the basis of these observations and the data presented in the following report, the Committee concludes that:

6. more auxiliary services.

7. simplified legislation.

8. more local initiative, responsibility and participation.

New Jersey's progress toward educational quality both at the state and local level is commendable. It is the view of this committee, however, that New Jersey's educational programs would best be served by the recommended reorganization of school districts. It would provide the framework and machinery for most effectively and efficiently implementing the far-seeing programs already enacted.

The committee therefore proposes the following recommendations:

RECOMMENDATIONS

The committee, after careful study and in fulfilling its basic charge to develop recommendations that will facilitate the responsibility of the State of New Jersey and local school districts for providing quality educational opportunities for the youth and adults of the State, submits the following recommendations:

I. CRITERIA FOR REORGANIZATION

The committee recommends that:

A. School District

1. All school districts be organized on a K-12 (N-12) basis to provide a comprehensive, quality education for all pupils.

2. Constituent districts of regionals or districts with sending-receiving relationships be reorganized in a K-12 district.

   a. Exception: When such reorganization mitigates against an effective county reorganization plan.

3. Districts which have not maintained nor operated a school for the preceding two years shall become part of a reorganized district.

B. Enrollment

4. The comprehensive K-12 district enroll a minimum of 3,500 pupils.

   a. Exceptions to the minimum may be allowed when:

      (1) the proposed district is so extensive as to require transportation greater than 45 minutes one way.

      (2) the growth of the proposed district is projected to be sufficient to meet the minimum enrollment by 1973.

C. Boundaries

5. School district boundaries be primarily within county lines but, when feasible and contributory to effective reorganization, they shall cross county lines.

6. Each newly created district shall respect, as nearly as practicable, a natural geographic, social and economic community providing equalization of opportunity for all students, to avoid the creation or perpetuation of racial imbalance.

D. Master Plan

7. In the development of the county master plan, all school districts be part of the study and included in the final master plan.

8. The master plan for reorganization contain recommendations for the alleviation of concentrations of pupils with educational and learning problems.

II. COUNTY REORGANIZATION COMMISSION

The Committee recommends that:

A. Commission

1. The county be the basic unit for planning school district reorganization.

2. Legislation be enacted to authorize the establishment of a county convention of Presidents of boards of education within each county or combined counties for the purpose of selecting a Reorganization Commission which shall develop a comprehensive reorganization plan for the county or combined counties.

3. The county superintendent of schools convene the convention of presidents of boards of education within the counties or combined counties who shall select the following members of the Reorganization Commission:

a. Membership

(1) Three board of education members--who shall be broadly representative of the types of organization of school districts within the county.

(2) Three chief school administrators--who shall be broadly representative of the types of organization of school districts within the county.

(3) One freeholder

(4) One state senator

(5) One state assemblyman

(6) The county superintendent of schools, who shall act as a non-voting secretary.

b. Alternates and Vacancies

The convention select an alternate delegate in the same classification for each Commission member, such alternate to fill vacancies which may occur. Further vacancies beyond the alternates selected shall be filled by a majority vote of the members of the Commission.

c. Chairman

(1) The Reorganization Commission select its chairman from among the members of boards of education.

(2) The Reorganization Commission select its vice-chairman from among its members.

d. Meetings

(1) The Reorganization Commission meet within one month following its selection and continue to meet at regualr intervals until its work is completed.

e. Expenses

(1) The operating expenses of the Commission and the expenses of Commission members incurred while on Commission business shall be funded and reimbursed by the State Department of Education.

4. The Reorganization Commission develop a comprehensive master plan for the reorganization of school districts in the county or combined counties in accordance with the criteria for reorganization. Such plan shall be completed by January 1, 1971.

5. The county comprehensive master plan for reorganization be submitted, upon its completion, to the Commissioner of Education for review and approval. If not approved, the Commissioner's recommendations shall be reviewed and an alternate plan or plans shall be submitted to the Commissioner for approval.

6. Public hearings on the approved master plan for reorganization be held within the proposed reorganized areas of the county or counties.

7. The Reorganization Commission, after consultation with boards of education in the proposed reorganized districts, set the dates for referenda to be held in the districts. A majority vote in the total proposed reorganized district shall determine approval or disapproval.

8. A defeated reorganization proposal be reconsidered by the Commission and the same or an alternate plan which meets the criteria for reorganization and is approved by the Commissioner be submitted to the voters in the same manner as in recommendation 7.

9. The State Commission of School District Reorganization review proposals not approved in the second referendum and recommend a reorganization plan for the affected districts for review and implementation by the Commissioner and the State Board of Education.

10. Reorganization of school districts under the comprehensive county master plan be completed by July 1, 1973. The County Reorganization Commission be dissolved upon such completion.

III. STATE COMMISSION ON SCHOOL DISTRICT REORGANIZATION

The committee recommends that:

A. Appointment

1. The Governor appoint, with the approval of the Senate, seven members broadly representative of the public schools and citizenry to serve for term on the State Commission on School District Reorganization.

2. The State Commission on School District Reorganization serve

within the State Department of Education as an initiating, review and recommending body on reorganizations or decentralizations that may be desirable or advisable after the completion of county reorganizations.

3. The State Commission on School District Reorganization serve as recommending body on reorganization proposals not approved in two referenda.

4. The State Commission on School District Reorganization shall make its recommendations to the Commissioner and the State Board of Education. If approved by the Commissioner and in accord with the forementioned criteria, and after a public hearing, such plan may be implemented by the State Board of Education.

IV. STATE DEPARTMENT OF EDUCATION

The committee recommends that:

A. Bureau of School District Organization

1. A Bureau of School District Organization be established within the State Department of Education. The responsibilities of the Bureau shall be:

   a. To provide necessary data, consultants, and specialists to aid County Reorganization Commissions in the development of master plans.

   b. To review and make recommendations on master plans.

   c. To provide a continuing service in advising local school districts on organization of and within school districts.

B. State Evaluation Service

1. Procedures and materials be developed for the cooperative self-study of the total school district; and that evaluation and approval of the total school district be undertaken by the State Department of Education.

V. INTERMEDIATE SERVICE UNITS

The Committee recommends that:

1. Intermediate Service Units be established on a county or multi-county basis (determined by pupil base necessary to provide desired services) to offer such special services as are needed by local districts and are beyond the capability of the local district to provide.
2. The Intermediate Service Unit be operated under a policy board elected by the participating boards of education.
3. The Intermediate Service Unit be financed by the State Department of Education and by contract services with local school districts.

VI. BOARDS OF EDUCATION-REORGANIZED DISTRICTS

The Committee recommends that:

A. Board of Education

1. The board of education of a reorganized district consist of seven members elected for a period of five years. In the original organization, number and terms shall be varied to provide for an annual election. Such reorganized district shall be a Type III district.

B. Fiscal Responsibility

1. The Board of Education of the newly created district shall adopt a budget ordinance after (1) approval as to form by the county superintendent of schools, (2) review with the appropriate combined municipal bodies, and (3) public hearing.

2. The board of education in a reorganized district adopt a bond ordinance for needed capital construction after (1) approval of the Commissioner of Education, and (2) public hearing. The extension of credit procedures be followed as present requirements under Type II district statutes.

3. Present Type I and Type II districts which are not affected by reorganization shall have the legal right upon petition of the people or action by the board of education and a favorable vote of the people to become a Type III school district.

VII. DISSOLUTION OF SCHOOL DISTRICTS

The Committee recommends that:

1. Legislation be enacted to permit the dissolution of existing regional school districts. (County reorganization master plans may necessitate such dissolution and reorganization for an effective county plan.)

2. Legislation be enacted to permit the dissolution of reorganized districts. Such dissolution and reorganization may be advisable because of growth or for a more effective school district.

VIII. PERSONNEL

The Committee recommends that:

1. The present New Jersey law covering tenure personnel be applicable in reorganized districts.

IX. STATE AID-CURRENT EXPENSE

The Committee recommends that:

A. Equalization Aid

1. State Aid for current expenses be an equalized program incorporating a guaranteed financial base equal to at least the state average equalized property value per pupil.

B. Minimum Aid

2. All districts receive increased minimum aid, such aid related to equalized property values and quality of program.

C. Weighting of Pupils

3. Pupils be weighted for current expense aid based on grade levels and additional weight assigned for AFDC, public housing, vocational education, and for the educationally disadvantaged. Weighted aid should be provided for approved pre-school and summer school programs.

D. Relate to Costs

4. The equalization program automatically adjust to increased costs and state average equalized value per pupil.

E. Pupil Count

5. The pupil count for equalization purposes be taken twice a year for current funding.

F. Special Education

6. Chapter 46 aid for handicapped children be 50 per cent in addition to equalization aid. Further study for full funding should be undertaken.

G. Vocational Education

7. Additional state support for vocational education in county or comprehensive high schools be provided on a weighted pupil basis.

H. Transportation

8. Transportation aid be retained at 75 per cent of approved costs. A comprehensive study of pupil transportation regulations be undertaken.

X. BUILDING AID

The Committee recommends that:

A. Minimum Level

1. School building aid be increased to a minimum level of 40 per cent of the school debt service appropriation.

B. Pupil Count

2. The pupil count for building aid be taken twice a year for current funding.

C. Special Education

3. Full funding by the state of construction for special education programs.

D. Equalization

4. Building aid provide for the weighting of pupils on the same basis as current expense aid provisions.

E. Urban-Suburban Cooperation

5. The state fully support locally developed and state approved construction plans which will assist in urban-suburban cooperation in satisfying educational needs.

XI. INCENTIVE AID

The Committee recommends that:

1. The current expense aid program include a state guaranteed financial base related to educational criteria to support a quality level educational program.

2. A reorganized district qualify for placement at the highest guaranteed financial base for a period of three years and then be evaluated for placement at the appropriate level for state aid for current expense.

3. A special fund be available to the Commissioner to fully fund innovative and promising programs in urban-suburban cooperation.

XII. IMPLEMENTATION OF AID PROGRAMS

The Committee recommends that:

1. The financial recommendations be fully implemented to support the incentive recommendation for reorganized districts and to provide needed aid for all districts.

XIII. STATE SCHOOL BONDING AUTHORITY

The Committee recommends that:

1. The establishment of a state school bonding authority to issue all schools bonds and pledge the full faith and credit of the state behind such issues. The school district reimburse the authority for principal amortization and interest costs.

XIV. MORATORIUM

The Committee recommends that:

1. The State Board of Education place a moratorium on the reorganization of school districts or the dissolution of sending and receiving relationships until the passage of implementing legislation and the development of the master plan by the County Reorganization Commission.

   a. Exception: When a proposed reorganization is certified by the county superintendent as meeting the criteria for reorganization and is approved by the Commissioner an exception to the moratorium shall be granted.

QUALITY EDUCATION AND SIZE

What Quality Education Can Do

New Jersey is, in microcosm, the complex society of which it is a part. It has within its borders urban, suburban and rural communities. It is heavily industrialized but has large agricultural interests. It is a wealthy state with pockets of abject proverty. It is pressured on north and south by expanding metropolitan areas whose development will greatly affect its future.

Because of its complexity and the influences of the society surrounding it, New Jersey has a diverse population with unique educational needs. The democratic principle of offering equal educational opportunities to all children for the maximum development of their abilities, combined with this diversity, places great demands on New Jersey's educational system.

Schools not only transmit knowledge, but a cultural heritage and a system of values as well. They encourage discovery and change as American ideals. They offer individuals the opportunity to develop skills, independence, and personal fulfillment. They offer individuals and society the chance to produce people who can take care of themselves. That a sound education makes economic sense is evidenced in the relationship of skills and educational level attained and income; it is imperative to break the poverty cycle which produces the social problems that eventually demand public expenditures.

In testimony before the Governor's Commission to Evaluate the Capital Needs of New Jersey, in February 1968, a representative of the New Jersey State Federation of District Boards of Education stated:

"... it is only through a well educated populace that the State of New Jersey can flourish and prosper. One concrete estimate of the value of education to our society is documented in a recent report of the Council of Economic Advisers. The report estimates that if the non-white population were brought up to the equivalent of the white in education and earnings, the gross national product in 1965 would have been $27 billion higher. Over the rest of the century, this differential would accrue to a total of some $1.5 trillion."

Schools should be the major factor in the development of the individual's capabilities. Finally, by helping to instill in youngsters the basic values, goals and ideals of our society, schools can contribute a stability and sense of continuity and unity of purpose in a period of social upheaval.

To suggest, more specifically, what the desirable objectives of a good school system might be and how they might be reached, the Committee requested that the State Department of Education devise an education "profile".[4] The Profile suggested that a good school program should develop young people in such areas as:

1. Positive self-concept
2. Skills and understandings of communications, numerical computation and of the physical and social world
3. Cognitive skills and behavior which encourage creativity and analytical thinking
4. Aesthetic and cultural sensitivity and appreciations

5. Sound mental and physical health
6. Occupational skills
7. Responsible citizenship
8. Ethical values

Although many elements of the kind of educational experience outlined above are difficult to define or measure, there are some generally accepted criteria of educational quality. They have been corroborated by numerous studies, in many states, over a long period of time. Roughly these measures fall into two categories: educational opportunities and student performance.

If a fundamental principle of a sound education means offering maximum opportunities for learning to all children according to their abilities and needs, then one can examine facilities, curriculum and staff as measures of quality. These elements, in large measure, delineate the opportunity in a school.

Research in the area of student performance, particularly after leaving school, is not as abundant as that on educational opportunities. Enough is available, however, to indicate the kinds of districts and schools which seem most successful in preparing students as capable adults.

This section considers these measures as they relate to size and quality of education. Data from relevant research in other states will be presented in addition to the findings of the Committee and its consultants.

Professional Staff Qualifications

Research indicates a positive relationship between measurable professional qualifications of teachers and size of enrollment. E. James Maxey and Donald Thomas in "Selected Comparisons of Teacher and Curriculum Characteristics and Size of High Schools" found that schools with larger enrollments had teachers with better preparation in terms of semester hours of course work. They also found that

larger districts pay teachers better salaries.[5]

These findings--an increase in teacher qualification and salaries as the size of the district increased--were noted in virtually all of the research. A study done for this Committee by Engelhardt, Engelhardt and Leggett, Educational Consultants, entitled Pilot Study of School District Reorganization, State of New Jersey, found a similar relationship in New Jersey's school districts. Superior schools in the State were studied to determine what qualities they had in common and how they differed from the average. County superintendents were asked to name the two systems in their counties which they felt were providing the finest educational programs. Regional high school districts were eliminated from consideration.[6]

Of the 27 superior school systems serving K-12, none had fewer than 1,000 students and only two had fewer than 2,000. Although 61 per cent of the K-12 systems in New Jersey had less than 4,000 students in 1965-66, only one-third of the superior school systems were in this size range.

The study reported that the selected superior districts have a higher percentage of teachers with advanced degrees. In the median of the superior districts, 25 to 29 per cent of the staff have master's degrees or better, while the median for the State is 15 to 19 per cent. Only a fourth of the superior districts have staffs on which less than 20 per cent of the teachers have advanced degrees; over half of the rest of the districts are in this category.[7]

In the mid-fifties, 177 districts in Ohio were regionalized into 42 districts. These were compared with other non-reorganized districts over a five-year period. Higher salaries were paid to teachers and administrators in the reorganized districts; they were able to be more selective in choosing personnel.[8]

The median teachers' salaries in New Jersey's superior districts are slightly higher than in the State as a whole. The percentage of districts were the median is under $6,500 is much smaller in the superior districts than in the State.

In connection with what is apparently a small economic advantage for teachers in New Jersey's superior schools, other advantages available in a large school should be noted. Among educators there is increasing concern for the total teaching environment and how it affects the teacher. School districts should be of a size conducive to professional stimulation and flexibility. Many authorities consider staff needs a major fact or in proposing minimum and optimum enrollments.

In many small schools, where teachers appear to be less professionally prepared and underpaid to begin with, they confront a situation which limits their chance to teach well. Maxey and Thomas found that in small districts teachers were more likely to teach in more than one or two subject areas. They are sometimes required to teach in areas for which they are not adequately prepared. In small schools the pupil-teacher ratio tends to be higher. These factors do not promote the maximum use of a teacher's ability and training.

In the Ohio Study, almost as important as salaries, was the fact that in the reorganized districts great effort was made to improve instruction by helping the teachers. Adequate supervision, in-service training programs, experimentation with methods and materials, use of audio-visual materials and specialized personnel were all more in evidence in the reorganized districts.

In Indiana, 21 secondary schools were combined into 13 reorganized districts. As early as the second year after the change the number of teachers with master's degrees was 6 per cent greater and the number of teachers showing recent professional improvement was 16.5 per cent greater.[9]

It is also significant that, although the pupil-teacher ratio was unchanged, the average number of grade levels met by any one teacher was reduced from 3.1 to 2.0 and the average number of preparations was reduced from 3.7 to 2.5 The number of subject matter areas was reduced from 2.0 to 1.2. Fewer teachers had to teach in a field other than the major field of preparation.

The National Education Association completed a study of the status of the public school teacher in the United States. More than twenty-five per cent of the sample stated that the two prime causes of discouragement are (1) lack of time to teach and (2) insufficient materials, staff or funds. The second factor included overcrowding, no provision for disturbed pupils, lack of guidance or library services, etc. Unsatisfactory wages were mentioned by only 5.5 per cent.[10]

Clearly, salary considerations are not the only factors influencing a teacher's decision to join a given school district. In many instances the

salary differences are negligible. Facilities and specialized personnel to supplement and assist teachers are increasingly important attractions. As the following sections of the report point out, small schools are at a distinct competitive disadvantage when recruiting teachers.

All of these factors apply to the recruitment, retention and effectiveness of the administrative personnel as well as teachers. Effective administration is essential to the development of superior education. Creating a total educational environment within which an administrative staff can function effectively is a task often too great for small systems. There is a clear relationship between the size of the district and the number of administrative and supervisory personnel available for effective operation. Manatt and Netusil in a Study of Administrative Cost in Selected School Districts of Iowa, Missouri and South Dakota found as district enrollments drop, per pupil costs for central administration, excluding costs of administering attendance units, increase rapidly.[11] There are obvious exceptions throughout the State but they are exceptions.

Special Services

There is little doubt that special services and programs are more available and are of higher quality as the size of the school increases. In Ohio, smaller high schools were weaker than large schools in the guidance programs they offered. In Iowa it was found that high schools enrolling 400 to 999 students ranked highest in terms of employment of certificated counselors and number of counseling hours available to students.[12]

In New Jersey, Engelhardt found that the number of guidance counselors is related to the size of enrollment. The median for the superior districts was higher than for the State. For other special service personnel--remedial reading teachers, librarians, nurses--the median was the same as for the State. However, 30 per cent of the superior districts had six or more such personnel while only 10 per cent of the state as a whole had that many. 13

A complete consideration of New Jersey's needs in this area is included in a following section dealing with the state's educational needs.

Vocational Education

Vocational education is no longer an educational step-child. From 1963 to 1967, nationally, enrollments in vocational education programs jumped from 4,217,198 to 7,000,000. Further growth is predicted on the basis of continuing technological growth and interest in solving social problems. [14]

Vocational and technical education are sound investments. Industry is most interested in locating in areas which provide semi-skilled and skilled labor through extensive vocational training. Data indicate that graduates of high school vocational education programs are less likely to be unemployed than other high school graduates, that vocational education graduates do, in fact, work in the occupations for which they prepare, and that vocational education increases their future earnings.

All evidence indicates that as district enrollment increases the largest increase in course offerings are noted in foreign language, business, technical and vocational education. [15]

The urgent problems in urban schools today, in part, can be alleviated

by better vocational education programs. A great deal remains to be done in the area of defining the needs and therefore the kind of education necessary in cities.

Among educators there is an increasing awareness of the need to incorporate vocational education and guidance into the entire K-12 program. It is no longer realistic to delay introducing vocational education until high school. In New Jersey there is one experimental project involving 10 elementary schools which is exploring ways to make vocational education an integral part of their educational program.

The study undertaken to prepare a master plan for vocational education sees little being done in the small high school, but does point to the work underway in some of New Jersey's large regionalized districts. It is stated in this study that the 94 (of 292 schools reporting) which have less than 250 students per grade have "Vocational education facilities and programs...(which) are very limited and will remain so in the opinion of the superintendents." The report continues: "One hundred forty seven high schools of the 292 or 50 per cent of those reporting have enrollments between 1,000 and 2,000. As the school becomes larger it is more likely to have vocational education facilities and programs. Many of the regional schools fall into this group and many have well-developed programs." The report concludes, "In summary, a strong case could be made for combining small high schools into larger regional districts so as to be able to provide vocational education as well as other educational advantages."[16]

Breadth of Educational Program

One of the most relied upon measures of a quality school system is the breadth of educational opportunity it offers in terms of courses given. A nationwide study in 1965, sponsored by the United States Office of Education

entitled Subject Offerings And Enrollment in Public Secondary Schools found that numerous courses, normally considered beyond basic courses, were more often available in larger public high schools. These offerings included language arts, social studies, mathematics, science, foreign language, art, music, industrial arts, vocational trade and industrial and business education. Table I summarizes the findings.[17]

A California study focusing on elementary schools concluded that districts operating only elementary schools with fewer than 900 students were too small to assume full responsibility for a quality educational program. A similar conclusion was reached concerning unified K-12 districts of fewer than 1,500 students and high school districts with an enrollment under 300.[18] Similar findings were reported in studies of many other states including Texas, Ohio, Iowa, North Carolina, Florida, Illinois and New Hampshire.[19]

The Engelhardt Study in New Jersey found that superior schools offered more varied courses, indicating greater ability to meet the differing needs of students. Only 11 per cent of the high schools in superior districts had fewer than 80 courses, while 38 per cent of all New Jersey districts serving high school grades had schools with such a limited curriculum. The median number of courses for the state was 80 to 89, for the superior districts 90-99.

TABLE I

NUMBERS AND PER CENT OF HIGH SCHOOLS OFFERING SPECIFIC COURSES, BY SCHOOL ENROLLMENT U.S. 1960-1961

	All Sizes Number	Under 100 Per Cent	100 to 199 Per Cent	200 to 499 Per Cent	500 to 999 Per Cent	1,000 & Over Per Cent
Total Schools	22,833	14.0	23.1	29.4	19.1	14.4
English, College Level	321	-	-	4.4	20.9	74.8
Reading, Remedial	3,448	4.2	8.9	23.5	28.1	35.3
Reading, Developmental	2,129	2.6	8.1	22.6	33.2	33.4
Speech and Pub. Speaking	7,993	6.0	14.8	29.5	24.1	25.6
Dramatics	2,711	2.7	5.8	17.2	24.1	50.3
Journalism	4,840	4.4	10.8	23.8	25.2	35.7
English, Remedial	421	7.1	0.5	10.7	23.8	58.0
Algebra, Elementary	19,741	11.6	23.7	29.6	19.6	15.5
Geometry, Solid	6,547	3.4	13.2	33.7	25.9	23.8
Math, Adv. H.S. or Col.	1,362	1.0	5.5	21.5	28.6	43.5
1st Year Chemistry	13,792	8.8	21.9	33.3	19.9	16.1
1st Year Physics	11,631	6.3	18.7	33.7	22.7	18.7
Adv. Gen. & Physical Sci.	5,257	12.5	15.4	27.3	21.7	23.1
Latin I *	8,122	3.0	9.1	26.1	32.1	29.7
Latin II	6,617	1.8	8.2	27.5	31.4	31.1
Latin III	2,002	0.7	2.5	12.1	28.2	56.4
Latin IV	830	0.8	0.8	7.6	25.4	65.3
General Music	6,467	7.9	13.4	28.4	28.5	21.8
Theory and Harmony	1,222	1.2	11.9	20.6	23.4	42.9
Art, General	8,718	2.0	7.7	25.0	33.4	31.9
Graphics	222	-	-	12.6	27.5	59.9
Woodworking, Gr.7-8	2,107	4.6	9.1	21.0	32.4	32.9
Woodworking, Gr.9-12	8,236	7.6	14.0	25.9	25.0	27.6
Elec. & Electronics 9-12	1,952	1.1	6.8	16.8	23.8	51.5
Power & Auto Mech. 9-12	779	0.9	4.1	16.4	24.5	54.0
Distributive Education	1,233	0.1	1.1	11.2	35.6	52.0

*Same pattern for French & Spanish

U. S. Office of Education,
Subject Offerings and Enrollments in Public Secondary Schools. 1965.

After analyzing all high schools in the state the Engelhardt Study concluded that there is a high correlation between high school enrollment and diversification of curriculum. Sixty-three per cent of the districts had high schools offering 80 or more courses. Of these districts, 87 per cent had 250 or more students per grade.

It should be noted that the cost per pupil is no greater for units with the broader curriculum than for those with limited offerings. Diversification of curriculum is primarily a matter of size, not cost.[20]

Finally, among the superior high schools there is clearly a willingness and ability to adapt to change, to experiment with new methods and techniques. In New Jersey these supplementary opportunities, at the high school level, are known as Selected Practices. (See Appendix) The 92 practices fall into three categories: Curricular, technological, and organizational and miscellaneous. These items are not courses in the usual sense but are an attempt to improve the quality of education by being responsive to new ideas in how a subject can be taught more effectively and how technology can work for schools. It is some indication of an awareness of changing student needs and flexibility in satisfying them.

In a study of Selected Practices by the Division of Secondary Education, New Jersey Department of Education, 22 per cent of all high schools reporting had instituted 20 or more of these practices, while 39 per cent of the superior high schools in the Engelhardt Study had 20 or more. The media for all high schools was 12 to 14, for high schools in superior districts it was 15-19.[21]

Special Education

Special education is one of the areas which suffers most in a school district too small to meet its educational needs. County Superintendents appearing before the Committee repeatedly cited special educational needs as one of their most pressing concerns.

Approximately 85,000 youngsters in New Jersey now need special education and are not receiving it. Specific information on New Jersey's needs in this area is presented in a following section.

Student Achievement

Research overwhelmingly supports an association between size and student achievement. William Inman, in a position paper prepared for the Great Plains Project entitled Size and State School System Organization states that in the area of achievement the literature strongly suggests that academic achievement as measured by scores on standardized achievement tests is higher in larger schools at both elementary and high school levels.[22]

E. Robert Stephens and John Spiess in a review of research in this area cited a doctoral dissertation by Stuart C. Gray which related size and qualitative and quantitative factors of education in Iowa. Gray concluded that pupils in Iowa high schools with enrollments over 1,000 had the greatest "gain score." Pupils in high schools of 400 to 999 enrollment achieved the highest composite scores. Another dissertation cited by Stephens and Spiess reported that in the senior year the differential between the largest and the smallest high school amounted to a full year's academic growth.[23]

In reviewing research with college bound seniors Stephens and Spiess cited a study in which Arkansas high schools were classified according to size. There were five categories ranging from 150 students or less to over 750. Seniors from schools in the three largest classifications had significantly higher composite scores than those from the two smallest classifications. Similar results for 46 Nebraska high schools were reported. Scholastic attainment increased as school size increased until an enrollment of about 800.[24]

A major long-term project to study the benefits of "reorganization" was begun in Wisconsin in 1949. Five reorganized districts were matched with equivalent non-reorganized schools to find whether reorganization changed educational programs in (1) opportunities for youngsters, (2) actual school achievement of the boys and girls, and (3) achievement and cost of education. The study was to cover seventeen years.

At the start of the project, tests of mental ability showed the pupils of reorganized and non-reorganized districts to be the same. At the end of first grade there were some achievement test advantages for youngsters in non-reorganized districts. However, at the end of sixth grade both the boys and the girls in reorganized districts were superior to the pupils from non-reorganized districts in 21 out of 22 areas of the tests. Further, at the end of ninth grade the boys in reorganized districts were ahead of the other boys in 8 out of 11 test areas, while the girls from the same reorganized districts outscored the other girls in all 11 test areas.[25]

Student success in college and its relationship to the size of the high school attended was investigated by Charles H. Weaver of the University of North Carolina. The graduates of large high schools in North Carolina averaged more college credit hours from freshman through senior year than did graduates of small schools. Graduates of the small schools had lower college averages during all four years than did graduates of larger schools. The graduates of larger schools were less prone to failure and more likely to graduate.[26]

Irvin T. Lathrop did not entirely agree with these findings. In examining achievement in college and its association with high school size and course pattern he concluded that the pattern of studies completed by a student influences college achievement more than does the size of the school. He suggested that if the small high school could offer the diversity of courses usually found in the larger school, there would be no difference in college achievement between graduates of small and large schools. The discussion has come full circle since it has been demonstrated that small schools cannot offer such a diversity of courses.[27]

The Size of New Jersey's Schools

This has been a brief review of the enormous literature on school size and quality education that has been developed since the 1930's. The Engelhardt Study of New Jersey's superior school districts supports the findings of the vast majority of the research. It is impossible to ignore what is clearly a well-established fact: Larger school systems provide better educational opportunities and produce better results.

Forty per cent of the superior school systems in New Jersey had over 7,000 students, although only 22 per cent of the K-12 systems in the State are this size. Even in the range of 11,000 or more, where great size might be expected to present problems in achieveing excellence, the percentage of superior school systems was somewhat higher than the percentage of systems that size in the State as a whole. The median for the 27 districts was in the 4,000 to 6,999 range.

It appears that the possibilities for excellence increase with size. In school districts with fewer than 4,000 students in K-12, excellence is less common though not unknown.

Not all the superior systems maintained their own high schools. One had only K-6; five others had K-8. For a study of elementary school size, grade 6 was chosen. Over one-third of the superior school systems had 500 or more pupils in grade 6 in 1965-66, although only 9 per cent of all school systems in New Jersey had this many. Some superior systems did have small enrollments - two had fewer than 75 in grade 6, and 42 per cent had less than 250. In the State of New Jersey, however, 78 per cent of school systems serving grade 6 have fewer than 250 pupils in that grade; it is clear that small systems do not have their share of excellence.

The median for the 33 districts studied was in the 250-349 range, indicating an enrollment in K-6 of approximately 1,750 to 2,450.

The superior school systems have even higher enrollments in grade 10, suggesting that, in high school grades, size is even more important for excellence. Here the median is in the 350-499 range, indicating an enrollment in grades 7-12 of approximately 2,100 to 3,000.

Forty-four per cent of the superior schools have over 500 students in grade 10; only 23 per cent of New Jersey school systems with K-12 have this many.

Size alone, however, guarantees nothing. It must be considered in relation to program adequacy and quality, the quality of the product, the efficiency and appropriate use of human and material resources and the economy of operation. In short, size is a flexible concept that must be adapted to the needs, aspirations, and abilities of the citizens the school will serve. These factors would determine maximum as well as minimum size in a given district.

Almost every study proposes optimum enrollment sizes based upon its findings. Obviously there are variations in these figures but all of them fall within a range that is higher than many districts in New Jersey. Most authorities agree that an optimum high school enrollment begins around 999 and ranges upward to 2,000. The upper limits of that range bring important advantages in breadth of program. This optimum size is an important yardstick for determining the size range for the entire district. Table II gives some indication of the major proposals for size.[28]

TABLE II

SUGGESTED SIZES AND PARTS OF THE STRUCTURE
THE ELEMENTARY ATTENDANCE CENTER UNIT

Individual/Organization	Minimum	Optimum	Maximum
White House Conference on Education (1956)	225-250	300	.....
NEA Dept. of Elementary School Principals (1954)	.....	.....	500
National Commission of School District Reorganization	175	300	.....
New York Council of Administrative Leadership (1961)	500	.....	900
Ohio Dept, of Elementary School Principals (1966)	300	500	750
Howard Dawson. NEA Dept. of Rural Education	240	.....	.....
William Rosenstengel	175	525	750
M. I. Cushman	175	.....	.....
Ralph Sollars, Ohio State University 1963	.....	400-499	.....
State Departments of Education-California, Illinois, Iowa, Minnesota, Pennsylvania, Connecticut, Florida, Georgia, Mississippi, Missouri New Hampshire, New York, Washington	Generally agree on minimum size of one teacher for each grade, optimum of approximately 2-3 sections per grade, and 4 sections per grade as recommended maximum.		

THE SECONDARY ATTENDANCE CENTER UNIT

Individual/Organization	Minimum	Optimum	Maximum
White House Conference on Education (1956)	.....	700-1, 000	.....
National Commission on School District Reorganization (1948)	300-450	.....	.....
State Board of Education Study-Vermont-1964	600-2, 000	.....	2, 000
Interim Commission Study-New Hampshire-1961	.....	500	.....
George Peabody College (1965)	100 (Graduating Class)	.....	.....
James Conant (1959)	100 (Graduating Class)	.....	.....
State Dept. of Ed. - New Jersey, New Hampshire, New York, Vermont, Washington, Wisconsin	Generally agree on either a 500 student or a 100 student graduating class as minimum size.		
William McClure, Univeristy of Illinois	700	1, 000-1, 200	
Ohio Association of Secondary School Principal (1966)		1, 350-1, 500	.....
Korwitz and Sayres Study in New York	500	600-800	.....

THE ADMINISTRATIVE DISTRICT

Individual/Organization	Minimum	Optimum	Maximum
National Comm. on School District Reorganization (1948)	10, 000	.....	.....
Howard Dawson, NEA Dept. of Rural Education	1, 600	9, 800-12000	.....
Harlan Beem, Midwest Educational Research Center	.....	11, 000	.....
Edgar Morphet, University of California	1, 200	10, 000	.....
Teachers College, Columbia University (1961)	.....	20, 000-50, 000	.....
William P. McLure, University of Illinois	5, 000-6, 000	.....	.....
George Peabody College (1965)	10, 000	15, 000-20, 000	.....
Connecticut Department of Education	5, 000 for regionalized school districts		
Stephen Knezevich, American Association of School Administrators	.....	10, 000-12, 000	.....

"The Factor or Size and School District Organization Project." Great Plains School District Organization, Vol. 2, #4, June 1968.

In considering reorganization of school districts, the size of districts by pupil population is an important factor. The too small district has certain disadvantages. The fact that New Jersey, a relatively small state in area, has so many school districts indicates that many must have small pupil populations. The facts, as shown in the following table, indicate that this is true.

In September, 1967, seven school districts were operating a K-12 school program with an enrollment of less than one thousand per district. This is miniscule compared to the number of K-8 districts which were operating with less than an enrollment of 1,000. Here the figure is 229, or over 38 percent of all of the districts in the state. In fact, of all of the state's 593 school districts, only 100 had enrollments of 3500 pupils or more. Of the group with less than 3500, 20 operated no schools at all, 318 were elementary districts, 57 were secondary schools (regional and vocational), and 98 were K-12 school systems. Thus, only about one school district in six had 3500 pupils enrolled.

For the school year 1966-67 the school districts varied in elementary and secondary school population from near zero in some non-operating districts to a figure of nearly 75,000 in Newark, our largest school district from a standpoint of pupil population.

County-wide, the enrollment for the same year varied from a low of less than 10,000 in Cape May County to a high of more than 170,000 in Essex. (See Table III.)

If one were to take an elementary school enrollment of 500 for comparison, there are a few interesting statistics about New Jersey.

> Of New Jersey's 593 school districts, 155 have less than 500 students; 320 of these are elementary districts which must provide secondary education outside of their districts.
>
> In 1962-63, 289 elementary schools had enrollments under 200. Of these, 81 had fewer than 100 students. There were 565 with less than 300.
>
> By 1966-67, although the national trend was toward consolidation and larger schools, there were 108 elementary schools with fewer than 100 students, 320 with under 200 and 557 under 300.

Finally, remembering that continuity throughout a system is essential to comprehensive quality education it is noteworthy that only 198 of the 593 school districts in the state operate a complete K-12 system. The rest are partial systems---sending districts, or regionals. Secondary education is, of course available, but it lacks the basic articulation and continuity possible in a comprehensive, planned K-12 system of adequate size.

The Engelhardt Study recommends a minimum of 250 in the graduating class for the following reasons:

1. Two hundred fifty students in grade 10 offered the possibility of 80 courses or more at no increase in per pupil costs.
2. The number of course offerings dropped significantly as enrollments fell below 250 pupils per grade.
3. Number of central office personnel was significantly greater when enrollments exceeded 250 pupils per grade.
4. Up to 750 pupils, the percentage of teaching staff with master's degrees increased as grade enrollment increased.

5. The number of selected practices increased significantly in schools with 350 or more pupils in grade 10.

6. The number of special services personnel increased as enrollments increased.

There is a point of diminishing returns in a district which should be a guide in establishing desirable maximums. For New Jersey, the Engelhardt data suggests that districts with over 11,000 pupils and/or over 750 students in grade 10 have no clear advantage except in number of courses, and have the following disadvantages:[29]

1. Number of pupils per teacher increased as enrollments in grade 10 increased and was significantly higher in districts having 750 pupils or more per grade in high school. This probably accounts for the fact that cost per pupil was lower for these districts than for any others with more than 100 pupils per grade.

2. The 13 K-12 districts over 11,000 all spent less than $600 per pupil. Fifty-two K-12 districts, with smaller enrollments, spent more than this.

3. Number of professional staff members per 1,000 pupils tended to decrease as enrollments rose and was significantly lower for K-12 districts with more than 11,000 students and for all districts with 750 or more in grade 10.

4. The number of pupils per teacher was lowest for K-12 districts under 1,000 pupils and highest for K-12 districts over 11,000 pupils. Between these extremes the ratio was practically constant. Eighty-five per cent of the K-12 districts with enrollments over 11,000 had 23 or more pupils per teacher.

5. The percentage of teachers with master's degrees tended to increase as enrollments increased. It was highest when K-12 enrollment ranged from 1,500 to 11,000 pupils and dropped off beyond these limits. In no K-12 district with over 11,000 pupils did more than 39 per cent of the staff hold master's degrees. Twenty smaller K-12 districts had 40 per cent or more.

6. **The number of selected practices was little better in K-12 school systems of over 11,000 than in those with between 7,000 and 11,000 pupils. The medians for all districts with 350 or more students in grade 10 were significantly higher than for those with smaller enrollments, but there was no particular gain beyond the 350 figure.**

7. **Median teacher salaries were no better for extremely large districts than for others with 1,500 enrollment or more.**

8. **In New Jersey, the largest districts are the poorest in terms of equalized property valuation per pupil.** Although there was no direct relationship between property value and district size, the median for K-12 districts over 11,000, and for all districts with more than 750 in grade 6 and/or grade 10 fell below the State median. As stated above, these districts tend to spend less per pupil, to have higher pupil-teacher ratios, and to have a smaller percentage of teachers with master's degrees.[30]

An Education Profile for New Jersey

Having observed the experience of other states and examined the data on New Jersey's superior schools, the Committee is satisfied that size affects a district's ability to provide adequate educational opportunities. It is also satisfied that in New Jersey, although there are excellent small schools, too many schools and school districts are not large enough to provide comprehensive quality education, equally, to all of the state's youth.

However, the Committee felt that "education" needed further, more specific definition, tied in realistically with what happens in a school. Such a definition would provide a guide for the development of an educational program and would express concretely the goals and aspirations toward which a school district could work. It would also provide some criteria, other than size, against which New Jersey's existing educational opportunities could be measured.

Therefore, as mentioned earlier, the Committee requested that the Department of Education prepare a Profile of elementary and secondary education designed to meet the educational needs of all of the children of New Jersey. The problem was not viewed in terms of existing financial and organizational limitations, but in terms of desirable program and supporting personnel services, materials and facilities.

Although many of the Profile recommendations may at first appear prescriptive, this is not the intent. The Department of Education has consistently opposed prescriptive regulations, which it believes are contrary to local initiative

and optimum educational programming. The models (see Appendix) are offered as instruments for determining cost and appropriate kinds of services and offerings. They are based on the best advice available, but the individual characteristics of the pupils and the communities in which they live should determine how these models are interpreted.

The Profile notes that fragmentation of learning and the separation of subject-matter is contrary to the natural inter-relatedness of most knowledge. Pupils must be assisted in seeing the inter-connections between the various aspects of each discipline. The program and organization should facilitate continuity from grade to grade and from subject to subject.

A comprehensive program, as outlined in the Profile, must be flexible and meaningful to each pupil. This requires sufficient financial provisions for the staffing, the facilities, and equipment, the materials, and the extension of learning experiences through co-curricular opportunities and field trips.

Change is continuous, both in the nature of the pupil in a given school and in the nature of things to be learned. It is, therefore, incumbent upon each school to continually assess its effectiveness and to explore ways of improving. Time and funds should be provided for the staff to be involved in exploration, innovation and evaluation as part of the curriculum improvement program.

Where socio-economic conditions exist which severely handicap pupil achievement and growth, additional resources, services and personnel are needed. Where educational disabilities are school-wide, a much more intensive effort is required to fully educate the children.

Children should not be penalized in the opportunities made available

to them due to the financial character of the community in which they live. All children, regardless of home and community, should have the opportunity to develop to the full extent of their potential ability.

In the context of these general statements of what an effective education should be, how well do New Jersey schools measure up?

Facilities

Without getting into the fine points of planning and engineering educational facilities, some basic statistics are noteworthy. In testimony before the Governor's Commission to Evaluate the Capital Needs of New Jersey in February, 1968, the New Jersey State Federation of District Boards of Education stated:

> Many New Jersey school districts have so over-taxed their limited tax bases that overcrowded conditions and the problems of obsolete, outmoded buildings cannot be relieved without changes in the present financial structure. In the past decade alone, local school construction in New Jersey has totaled $1.2 billion. Local boards of education have increased their capital expenditures during the period 1962-1967 by 15% from $127,573,237 to $150,000,000. In spite of this substantial effort we still have:
>
> 1. Approximately 7,000 classrooms in the state that are over 50 years old.
>
> 2. 33,000 pupils presently attending school on a part-time basis due to lack of facilities.
>
> 3. 50,000 students attending school in sub-standard classrooms.
>
> When we look into the future we see many factors which will further compound this problem. New Jersey is the most urbanized state in the United States. During the seven year period from 1960 to 1967 we witnessed a 16.7% growth in population. This increase of over 1,000,000 people has caused 63 of New Jersey's municipalities to experience a growth rate exceeding 50%. There is reason to believe that the next ten years will bring to New Jersey an even greater rate of growth.
>
> School enrollments in grades K-12 are expected to increase from the present 1,375,319 to 1,538,000 (10.6%) by 1978 and to 1,799,000 (23.6%) by 1988. However, these projections are for grades K-12 only. We

> are presently hearing a cry for pre-school and post-high school education for all New Jersey children. New course offerings such as computer training and aviation technology will certainly create an additional increase in present school facilities. There are children with special educational needs that must be satisfied by the local school district. Severely emotionally disturbed children and children with multiple handicaps will require still other highly specialized programs and facilities. Any projections of future capital needs must consider the increased responsibilities being thrust upon the schools by our society.[31]

Overcrowding and substandard classrooms are often found in urban areas where school districts are unable to keep pace with obsolescence and social change. Rapid growth districts and rural districts exhibit problems of substandard classrooms, double sessions, and obsolescence of physical facilities. All of these areas require a greater emphasis on facilities for vocational education.

The committee believes that reorganization and increased building aid can enable districts to not only replace obsolete facilities but also to upgrade them for programs to meet the needs of students in an urban society. Reorganization would enable districts to introduce, more efficiently, new courses with greater flexibility in instructional grouping. Finally, adequate facilities is one important factor in encouraging well-prepared teachers to join and remain in a school district.

Teaching Staff

The quality of education is determined largely by the competence of the staff. Project Talent, the most extensive national study of educational achievement ever completed, found that of all school conditions examined, the most significant single factor related to student achievement was the beginning salaries paid to teachers. High teacher salaries and high student achievement are significantly correlated.[32]

As indicated in the preceding section in New Jersey and other states larger superior school districts pay higher salaries. The Engelhardt study substantiated this fact in New Jersey. The NJEA in a study entitled The Economic Status of The New Jersey Teacher reported similar findings. The highest median, minimums and maximums are found in group 3 and 4 districts (K-12: 3,000-6,000 and over) when all training levels are considered.[33]

The specific nature of the teaching staff and personnel varies according to factors such as educational level of the school and the number and nature of education disabilities present among the pupils. In a school with many educationally disadvantaged pupils, additional personnel services and smaller classes may be needed.

Although a variety of size, depending on student needs, subject matter and teaching method, is necessary, the most frequently recommended class size is 25 students to 1 teacher. On this point there is considerable agreement among educators. The Education Profile proposed this maximum except for nursery classes and special education, which should not exceed 10 or 15 pupils.

In New Jersey, in 1966, 68 per cent of all elementary classes (K-8) had 25 or more students.[34] Almost 23 per cent had enrollments of 30 or more. The Engelhardt Study pointed out that "...the school with a large enrollment has a clear advantage; it can hire a sufficient number of specialists for a variety of programs and use these teachers in the fields in which they have been trained, without lowering the pupil-teacher ratio to the point where it is clearly uneconomical."[35]

A study of the status of teachers in New Jersey completed by the New Jersey Education Association in 1967 reported that:

> "Part of the time of 27.2 per cent of all teachers is spent teaching grades or subjects different from their major field of college preparation. 17.4 per cent of all teachers spend 50 per cent or more of their time outside their major field and 9.0 per cent of all teachers do so 100 per cent of the time.
>
> In school districts with less than 1500 pupils, 32.4 per cent of the teachers spend more time teaching grades or subjects outside their major field; 22.4 per cent spend 50 per cent or more of their time outside their major field and 11.7 per cent do so all the time. In those districts with 6,000 or more pupils 24.3 per cent of the teachers spend some time teaching grades or subjects outside their major field; 15.3 per cent of the teachers spend 50 per cent or more of their time outside their major area with 6.9 per cent spending all of their time to teaching grades or subjects different from their major area of preparation."[36]

TABLE IV

Teaching Assignment Different From Major Field of Preparation*

	All teachers		Size of School District			
	U.S.	N.J.	6000 or more pupils	3000 5999 pupils	1500 2999 pupils	Less than 1500 pupils
None	70.3%	72.9%	75.7%	71.1%	73.3%	67.7%
Some but less than 50 per cent	13.3	9.8	9.0	13.1	7.5	10.0
50-99 per cent	8.4	8.4	8.4	6.6	8.3	10.7
100 per cent	7.9	9.0	6.9	9.2	10.9	11.7
Subtotal	29.6%	27.2%	24.3%	28.9%	26.7%	32.4%
Total Per Cent	99.9%	100.1%	100.0%	100.0%	100.0%	100.1%
Number Reporting	2288	1772	742	380	359	291

*New Jersey Education Association Bulletin No. 67-1, 1967.

Teaching experience and amount of professional training both increase with the size of enrollment, especially at the high school level. The Engelhardt Study reported that K-12 districts with less than 1,500 enrollment tended to have the smallest percentage of teaching staff with master's degrees.[37]

One measure of teacher satisfaction is the turnover rate. Again, the small schools or districts suffer. A study by the NJEA in 1967 indicated a statewide average turnover rate of 13.9 per cent. County averages ranged from a low of 8.0 per cent in Hudson County to a high of 19.4 per cent in Warren County. When examined in terms of districts the figures are more revealing. Of 320 elementary school districts in the state, 88 had turnover rates of 25 per cent or more. Most of the smallest schools and districts in the state are in the elementary category. The lowest turnover rate, 13.0 per cent, is among K-12 districts with enrollments over 6,000. The next lowest, 13.6 per cent, is among K-12 districts with enrollments of 3,000-5,999.[38]

Specialized Personnel

In addition to the teaching staff working closely with the superintendent and his assistants, the Profile proposes a core of "coordinators" or "directors" who work within a particular area of responsibility. Included in this category are:

Coordinator of instructional materials
Coordinator of vocational and technical education
Coordinator of special education
Coordinator of food services
Coordinator of out-door education
Coordinator of research and data processing
Coordinator of guidance and counseling

The special education program is one requiring extensive staff to serve all units within the system. Since many of the services are part-time, particular arrangements must be made. The administration of the school district must have resources to provide staff such as:

Physician
Dentist
School Psychologist
Medical Examiners
School Social Worker (Visiting Teacher)
Learning Disabilities Specialist
Special Supplemental Instruction Teachers
Speech Correctionist
School Physical Therapist
School Attendance Officer
Home Instruction Teacher

With these guidelines in mind, figures compiled by the New Jersey State Department of Education for the school year 1962-63 indicate that there were many unmet needs in elementary schools.[39] Although figures are somewhat out of date, and there has been improvement in the intervening years, the unmet needs are still significant. Some of the findings follow:

Schools served by specialists in curriculum areas

(1) Forty-two to 72 percent of all schools are currently served by curriculum specialists in the areas of music, physical education, and art.

(2) Reading specialists were available to only 30 percent of the schools, while only 25 percent had the services of a librarian.

(3) Audio-visual coordinators serve only 22 percent of the schools.

(4) Twenty-one percent of all schools have help from an industrial arts specialist; home arts specialists serve 20 percent of all elementary schools.

(5) The service of a science specialist is reported by 12 percent of the schools.

(6) Nine percent of the schools are served by a foreign language specialist.

(7) Curriculum supervisors exclusive of those schools served by New Jersey helping teachers were reported available to 30 percent of the schools.

Schools served by other kinds of specialists

(1) The services of a nurse are reported available to 94 percent of all schools.

(2) Seventy-three percent of all principals reported availability of the services of a school employed psychologist.

(3) Some help from a speech specialist was reported in 50 percent of the schools.

(4) Twenty-six percent of the schools are served by a social worker.

(5) Remedial teachers serve 19 percent of the schools.

(6) Guidance workers were reported in 11 percent of the schools.

Major responsibilities of curriculum specialists

(1) Ten percent work with teachers only.

(2) Thirty-five percent work with teachers and children.

(3) Thirty-six percent work with children only.

(4) Nineteen percent work with small groups or individuals.

Major responsibilities of special service specialists

(1) Eleven percent work with teachers only.

(2) Two percent work with teachers and children.

(3) Eight percent work with children only.

(4) Seventy-nine percent work with small groups or individuals.

The preceding figures point up a great need for special personnel to work with pupils and teachers. Even where the percentages of special personnel reported are high, "availability" may be misleading. Nurses, for example, are available to schools, yet in many instances they serve small schools on an itinerant basis, moving from school to school on schedule. A similar situation pertains to the psychologist. Availability may mean an hour a week or an hour every other week with psychological services not necessarily commensurate with student needs.

County Superintendents appearing before the Committee repeatedly emphasized needs for specialized personnel in special education, guidance, learning disability and other areas.

A consideration of the need for specialized supportive personnel for pupils, teachers and administrators is directly related to the breadth of the curriculum. Without appropriate personnel certain educational opportunities cannot be offered or are available under less than optimum conditions. For instance, although music, art and physical education are recognized as standard areas of educational development, more than half of the elementary schools in New Jersey do not have specialists in all three areas.

Insufficient specialized personnel is a major factor in a school's inability to experiment and adapt technological and methodological advances to their needs. Many of these advances, particularly in the field of educational technology, are designed for individualized instruction and more effective use of teacher time with pupils. A recommendation of the American Association of School Librarians and the Department of Audiovisual Instruction-NEA is one full-time media specialist for every 250 pupils with adequate supportive technicians and aides. Ironically, it is

often the small school, which needs such aids the most, that cannot afford them. The Engelhardt study reported that the superior, large schools, particularly at the high school level, were the most responsive and flexible in adapting education to the student's needs.[40]

Finally, a school's capacity for providing effective counselling depends on employing specialized personnel. Traditionally, guidance and counselling were offered at the secondary school level. Recently, however, many educators have realized that personal and vocational guidance should be available at the elementary level as well. Many of the difficulties facing students can be anticipated and counselling provided at a much earlier point in their education.

A recent article in The New York Times Magazine reported a study of 105 high school dropouts in Chicago and noted: "By the time a student's problems come to the attention of high school counselors, it is usually too late for effective treatment."[41] The need for guidance at the elementary level, particularly for disadvantaged or culturally deprived children without clearly defined goals and aspirations, has been recognized by educators. Early, effective, guidance plus equal educational opportunities--vocational and college preparatory--can help these children understand themselves and their environment. They will be more competent in making decisions about their immediate and future vocational and educational experiences. If it is remembered that schools are, in effect, placement agencies for many young people, the importance of adequate guidance and counselling is emphasized.

E. Gordon Poling in a Position Paper entitled, "Guidance and School District Organization", recommended a full-time counselor for each elementary

school and a pupil-counselor ratio of from 300-1 to 400-1. At the secondary level one full-time professionally trained counselor for each school with a pupil-counselor ratio of from 250-1 to 350-1.[42]

In New Jersey, in 1963, 229, or 11 per cent of the elementary schools, had guidance personnel. Of these, 40 had full-time personnel, 53 had personnel 1 day a week or less, and 93 had guidance personnel "on call".[43]

The increased use of Auxiliary Personnel by 200 New Jersey school districts points up the need for additional staff in many professional and semi-professional capacities. Auxiliary personnel increased 63 per cent from 1966 to 1967. The number of aides is over 3,300 including 1,266 paid aides and 2,118 volunteers. Volunteer aides far out-number paid aides for the following activities: Library aides (1,228 to 161), field trips (30 to 6), enrichment assistants (137 to 23) and tutors (154 to 4).[44]

These figures are noteworthy because those aides are engaged not merely in custodial or secretarial activities, but are directly involved in the educational process. In addition, there are 439 volunteer and 206 paid technical-instructional assistants.[45] Clearly the schools are aware of the need to augment their staffs.

In December, 1966, the Office of Teacher Education and Certification surveyed imbalances in teacher supply in New Jersey and reported:

> "The categories of teachers in most critical demand are: Vocational teachers of all types, school psychologists, school librarians, teachers of the handicapped, particularly the mentally retarded; reading specialists, industrial arts and home economics teachers, school social workers, women physical education teachers, elementary teachers particularly in nursery school, kindergarten and primary grades; science and mathematics teachers, guidance personnel and school nurses."[46]

The geographic differences in the difficulty in hiring teachers are significant. The southern, central and northwestern areas of the state have a critical shortage problem in many of the areas noted above, while the northeastern counties find most of the teachers they need.[47]

School Staff and In-Service Growth

The Education Profile recognizes that a competent, highly qualified staff with diversified abilities is necessary. Effort should be made to provide for continuous evaluation of staff needs and for the development of in-service programs.

The education of professional workers never ends. In-service activities should reflect actual and expressed needs of teachers. The Profile suggests that this might consist of a variety of activities including conferences, workshops, school self-studies, directed inter-school visitation, research and experimentation and development of curriculum materials. Professional opportunities for growth and inter-change are often limited in the small school district.

Intermediate Service Units could be of great assistance in this area. They could initiate, encourage and coordinate a variety of inservice programs which are now beyond the capacity of many schools.

Curriculum

The Education Profile emphasizes the curriculum of a school must be meaningful, practical, vital and up-to-date. The faculty of each school participates in planning and implementing a broad, meaningful and flexible curriculum adapted to the changing needs of children. Diversity of curriculum experiences and method is necessary in order to meet the wide range of learning needs that exist within any group of children and youth. Provision for the extension of learning experiences for all children beyond the classroom must be provided through the use of field trips and all available community resources.

Each school should provide a comprehensive educational program. According to the Education Profile, the education of all elementary pupils should include instruction in:

language-communications skills
mathematics
science
social studies
health
physical education
art
music
literature
dance
dramatics
home and family living
shop
occupational and career education

Secondary school pupils should have the opportunity, through careful counseling, to attain extra emphasis in any of these areas according to their talents, interests, and vocational aspirations. Such instruction should develop understandings, skills, attitudes, and behavior which are consonant with the responsibilities of American citizenship, and the maximum development of each individual. This requires broad course offerings.

It is believed that a high school should offer a minimum of 80 courses. Such a curriculum may not include the advanced areas and the special areas for the slow learners which are required to give the high school the breadth that it needs. With 80 courses the school still may not be offering four years of the three most popular modern foreign languages. It may not be offering a respectable number of business education and other vocational areas. It may have a bare minimum of social studies, music, and art electives. There are four high schools in New Jersey which offer fewer than 50 courses. In contrast there are fourteen districts which have high schools offering 120 or more courses. Educational opportunity certainly is greater in those schools which are able to offer a broad program.[48]

In the State as a whole, 63 per cent of the districts maintaining high schools had high schools which offered the minimum of 80 or a greater number of courses. Of these districts, 87 per cent had 250 or more students per grade.[49] With notable exceptions among small schools, comprehensive, diverse curricular offering, a basic element in an educational process devised to meet the needs of all students, is usually characteristic of large schools.

Instructional Materials

Learning is stimulated by the availability and use of a variety of materials including recordings, pictures, objects of all types, instructional television, movies, and radio as well as a wide selection of books and other publications.

Excessive reliance on the textbook in teaching tends to discourage intellectual skepticism and curiosity. A "multi-media" approach to teaching brings the learners into contact with a number of direct and vicarious experiences. It encourages them to make perceptive observations of their own, to interpret the observations of others and to distinguish between evidence and opinion.

The Education Profile states that instructional resources include the teacher and textbooks (where applicable), a variety of auxiliary materials available in the classroom, the instructional materials center, and the community as a whole.

Each instructional area, as described in the Profile, should have specialized references and a variety of accessible books, paperback books, and other low cost semi-expendible reading materials for a variety of reading ability and interest levels. Audio-visual materials and equipment such a 16mm

projectors, slide and film-strip projector, 8mm loop film projector, overhead projectors, tape recorders, record players, television receivers, duplicating services, and other mechanical devices should be available to extend classroom resources. In addition, the classroom may contain materials such as paints, paper, lumber, transits, blocks, lenses and an unlimited variety of objects appropriate to the subjects and educational level.

A resourceful teacher also leads the pupils to relate all learning to matters beyond the classroom by bringing the community into the classroom and taking the pupils out into the community on educational trips.

Laboratory experiences are an integral part of learning in all fields. Learners should deal first-hand with the tools and materials of industry, the arts, science, etc., at a level related to their ability and experience.

The Instructional Materials Center

The instructional materials center must serve students and faculty in the selection and use of materials and must provide the printed and multi-media resources necessary for effective teaching and learning.

It should include a well-stocked and up-to-date library, a collection of films, tapes, programmed learning units, files of visual materials and the facilities to use these resources in appropriate ways.

Following is a guide, proposed in the Education Profile, according to school size and grade, for instructional materials other than textbooks that will realistically meet students' current needs.

TABLE V

Recommended Instructional Materials for Elementary and Secondary Instructional Materials Centers

MATERIALS FOR STUDENT USE	ELEMENTARY Based on 500 pupils	MINIMUM QUANTITIES OF MATERIALS JUNIOR H.S. Based on 1,000	HIGH SCHOOL Based on 1,000
Books	(1) 6,000 Volumes	(2) 10,000 Volumes	(3) 10,000 Volumes
Periodicals	25	70	120
Newspapers		3-6	3-6
Encyclopedias	1 set per year	1 set for each grade level	2 sets per grade level
Pamphlet File Material	$50-$100 Exp.	$100-200 Exp.	$100-200 Exp.
Picture File Material	$100 Exp.	$100 Exp.	$100 Exp.
Maintenance Budget for books	$4-6 per pupil	$4-6 per pupil	$4-6 per pupil

AUDIO-VISUAL MATERIALS AND EQUIPMENT	
Filmstrips	500-1,000 titles, representing 1500 prints or 3 prints per pupil, whichever is greater. The number of titles is to be increased in larger collections.
8 mm Films "Single Concept"	1 1/2 films per student with at least 500 titles supplemented by duplicates.
16 mm Films	Ready and unlimited access to a minimum of 3,000 titles supplemented by duplicates and rentals.
Tape and Disc Recordings (excluding electronic laboratory materials)	Collection of 1,000-2,000 titles representing 3,000 records or tapes, or 6 per student whichever is greater. The number of titles is to be increased in larger collections.

Table V (Continued)

Slides	2,000 (including all sizes of slides and those produced either commercially or by teachers and students).
Graphic Materials	
Study Prints	Access to 15 sets per teaching station plus 25 sets in the media center, in addition to individual prints.
Art Prints (reproductions)	1,000
Pictures[1]	Individual study prints and other pictures for the picture and vertical file collections, including material prepared by teachers and students.
Other Graphics[1]	Posters, photographs, charts, diagrams, graphs, etc.
Globes	
Elementary School	One globe in each classroom and two in the media center.
Secondary Schools	One globe for 5 teaching stations and two in the media center.
All Schools	In addition: special globes to be available in the media center.
Maps	One map in each region studied and special maps (economics, weather historical, and others) for each area studied.
	Duplicate maps available for each class section requiring maps at the same time. Number of duplicates to be determined by sections of students and the availability of maps on transparencies and filmstrips.
	Wall maps for classrooms.

Table V (Continued)

Catalogs	Duplicate of guidance department collection in the media center: catalogs of colleges, technical schools, etc.
Microform	Purchase as available on topics in current curriculum. All periodical subscriptions indexed in Reader's Guide and newspaper files to be obtained as needed for reference.
Transparencies and Transparency Masters	2,000
Other Materials[1]	
Programmed Instructional Materials	Printed, electronic, and other forms of programmed materials to be made available.
Realia	Models, dioramas, replicas, and other types of realia to be made available.
Kits	
Art Objects	
Video Tape Recordings	
Dial Access Programs	

Recommendations for equipment: 16 mm, 8 mm Projectors, 2 x 2 Slide and filmstrip projectors, overhead projectors, TV equipment, micro-projectors, record players, tape recorders, duplicating machines, other production equipment - available from Department of Education, Coordinator Audio-Visual Instruction.

FOR STAFF USE

Books	200-100	200-1000	200-1000
Periodicals	25-50	25-50	25-50

(1) Basic collection purchased under capital outlay:
Approximate cost - $18,000 - $21,000 over a period of 3 years
(2) Approximate cost $25,000 over a period of 3 years.
(3) Approximate cost $30,000 over a period of 3 years.

The inequities in New Jersey's educational opportunities are thrown into sharp relief if the preceding guide is compared with what actually exists.

While inadequate or non-existent libraries are not unique to small districts, they do exist there in disproportionate numbers. Of 1,816 elementary schools reporting for the school year 1966-67, 510 schools, or more than one fourth of the total number of elementary schools in the state, had less than 1,000 books in their total collections. A total of 950 schools, or more than half of the schools reporting, had less than 2,000 volumes. Of 1,813 schools reporting, less than half, 879, reported "some" paid library staff, and not all of this was full-time. Perhaps half of the paid staff were trained librarians, since another report of the State Department of Education for the same year shows 461 persons in this category.[50]

In the elementary schools of the state 432 "centralized collections" were reported; collections of books with no librarian and no other paid person to act as librarian. In these instances a teacher or a clerk may look after the collection in spare time. Five hundred twelve schools reported classroom collections only. Of 1,816 elementary schools which reported in 1966-67, only 64 met the ALA standard of at least 6,000 volumes in the library. While the library situation is better in the secondary schools than the elementary, there are ten high schools which have virtually no collections and only 80 of 351 which report collections of 10,000 or more.[51]

Not only are many of New Jersey's children handicapped by inadequate library facilities, but many are limited by the school's use of textbooks. In 1963, in mathematics and English, 20 to 25 per cent of the classes at the elementary level used only one textbook. In the same year 36 per cent (8,661 classes) of the total elementary classes used one Basic Series (reading texts on grade level, or below, of one publisher) for basic reading instruction.[52]

As previously mentioned, the Profile indicated that instructional materials today imply much more than books, although books are still the basic component of essential materials. Audio-visual aids, programmed instruction, films, television, etc., are all playing an increasing role in expanding the classroom. At the elementary level, in 1963, 1.5 per cent of all elementary schools in the state used teaching machines while 2.8 per cent used programmed materials without machines.[53]

Classes viewing television regularly, as direct instruction, made up 3 per cent of all elementary classes. Nine per cent occasionally used it for direct instruction while 25 per cent of all elementary classes used it for news and special events.[54]

New Jersey has begun to explore the possibilities of new teaching methods and equipment. The experience of other states has indicated that the ability to experiment and innovate increases with size. Clearly many of the state's school districts are too small to allow the development of programs that make effective use of new ideas, techniques and equipment. It is unrealistic and inefficient to continue school organization and teaching patterns that are outdated and irrelevent to new student needs. Extensive experimentation and research is an appropriate area of development for Intermediate Service Units or larger research capabilities.

Special Education

The school district recognizes individual needs among its pupils and must provide a program to meet needs of all children and youth including those with extreme physical and mental differences.

There has been some progress in meeting the needs of children requiring

special education. The provisions of the Beadleston Act requiring appropriate educational programs for the physically, mentally, socially and emotionally handicapped are being implemented but are hampered by a lack of trained personnel and appropriate facilities.

As of 1967-68 the following estimates in the annual report - Title VI E.S.E.A. have been made by the New Jersey State Department of Education concerning the number of handicapped youth, elementary and secondary, who are not currently receiving appropriate educational services.[55]

	Not Now Served	Additional Instructional Personnel Required
(1) More than one		500
(2) Educable mentally retarded	17,500	2,185
(3) Trainable mentally retarded	220	22
(4) Hard of hearing and deaf	9,780	1,223
(5) Speech impaired	62,900	629
(6) Visually Handicapped	1,550	194
(7) Seriously emotionally disturbed	16,100	2,012
(8) Crippled	2,340	156
(9) Other Health Impaired	21,600	2,160
(10) Multiple Handicapped	3,525	353

Estimates of Additional Funds Needed Beyond Non-Federal Expenditure to Provide Appropriate Services -- Annual report - Title VI E.S.E.A.

(1) More than one (director psychologist, social worker, etc.)	5,949,225

(2) Educable Mentally Retarded	22,461,150
(3) Trainable Mentally Retarded	226,050
(4) Hard of Hearing and Deaf	12,566,325
(5) Speech Impaired	6,462,975
(6) Visually Handicapped	1,993,350
(7) Emotionally Disturbed	20,673,300
(8) Crippled	1,602,900
(9) Other Health Impaired	22,194,000
(10) Multiple Handicapped	3,627,075
	$97,756,350

The New Jersey State Department of Education, in its plan to improve special education pursuant to Title VI of the Elementary and Secondary Education Act of 1965, stated:

> " Local autonomy exists, and while all (school) districts must meet the minimum requirements of the law, the quality of special education programs varies from community to community."[56]

Some small districts, aware of their inability to provide a comprehensive special education program, particularly for the emotionally distrubed and multiple handicapped children, send these students to private schools on a tuition basis.

Among other small districts a movement has grown to work cooperatively in informal and formal special education regions or jointures. A feature of these regional programs is the hiring of a director to coordinate the pooling of services and facilities.

Obviously many of the smaller districts are working hard to overcome some of the limitations imposed by their size but as the State Board of Education Plan notes:

> "demand has outstripped the availability of personnel services, facilities and resources."[57]

This Committee believes reorganization into larger districts and the establishment of county and multi-county Intermediate Service Units are efficient ways of broadening the scope of special education. The cooperative efforts of small school districts are commendable and mirror their humane concern and willingness to educate the handicapped. However, a proliferation of additional formal and informal agencies cannot do the job as well as a comprehensive, planned, statewide system of local and intermediate service units can. The State has a responsibility to help those small districts which are struggling, in good conscience and in full awareness of their obligation to these children. The most effective, enlightened, farseeing help would be reorganization to meet existing and anticipated special education needs as noted in Table VI.

Gifted Children

A good school is responsible for recognizing and developing programs for all pupils, the gifted as well as the handicapped. In 1963, in 3 per cent of all classes in New Jersey, children categorized as especially able were in special classes; 2 per cent of these are in full-time special classes, 1 per cent were in part-time special classes. In 5 per cent of all the classes no provision for gifted children was made at all. Eight per cent were in regular classes with reduced span of mental abilities.

TABLE VI

State of New Jersey
Department of Education
225 West State Street
Trentpn

DIVISION OF CURRICULUM AND INSTRUCTION
Office of Special Education Services

Estimated Incidence of School-Age Children and Youth

In Need of Special Education[1]

Area of Exceptionality	Expected Incidence per 1000
1. Mentally Retarded	23
2. Visually Handicapped (Blind and Partially Sighted)	1
3. Auditorily Handicapped (Deaf and Hard of Hearing)	6
4. Communication Handicapped (Speech Impaired)	35
5. Special Health Problems:	15
(a) Neurologically or Perceptually Impaired	
(b) Orthopedically Handicapped	
(c) Chronically Ill	
(d) Multiply Handicapped	
6. Emotionally Disturbed or (Socially Maladjusted)[2]	20
	100

7. (Potentially Severe Learning Disabilities)
This category has not been calculated nor is it fundable under Title VI.

---

[1]Provided by Dr. Romaine Mackie, U.S. Office of Education from Congressional Testimony

[2]Not fundable under Title VI

Seventy-four per cent were in regular classes where teachers provided for individual differences. Three per cent of the total elementary classes offer special interest activities and/or clubs for the gifted.[58]

Schools, in general, seek to provide for individual differences by developing teacher skill in working with individuals and small groups and making available varied resources such as good elementary school library services.

From the earlier discussion of the inadequacy of many school libraries it is unlikely that they can be relied upon to serve exceptionally able children. It is equally unlikely that the schools which rely on only one textbook to teach reading, have more than 30 children per teacher, or do not have complete music and art offerings, are capable of meeting the needs of unusually capable children.

In 1963, 50 per cent of the elementary schools in New Jersey promoted before and after-school programs to provide wholesome activities for children in congested areas, help for children with learning difficulties and enrichment for children who learn exceptionally well. However, of this 50 per cent, 94 per cent were programs planned for pupils above the third grade and 82 per cent were after-school programs. Of these programs 45 per cent are in the arts and 25 per cent in physical education. Books and library programs are offered by 8 per cent, science by 3 per cent and foreign languages by 1 per cent.[59] Such limited programs cannot meet the needs of the groups for which they are intendend.

Reorganization would improve a school's capacity for enrichment offerings. The development of cooperative programs between colleges and public schools utilizing staffs, materials and facilities and conducted at the local school and college locations offers interesting possibilities in planning for the gifted child.

Intermediate Service Units could play an important part in helping schools

develop and implement these and other programs. Enrichment opportunities are needed for culturally deprived children as well as the gifted learners.

Vocational Education

A comprehensive master plan for vocational education in New Jersey is being developed. The plan anticipates the co-ordinated use of area vocational schools, county colleges, universities and private vocational schools to offer appropriate, accessible vocational education opportunities for everyone in the State who needs them.

There are approximately 479,522 students in the State's 417 secondary schools. If it were assumed that half of these students would not continue post-graduate schooling, then 239,761 should be enrolled in vocational programs. The actual enrollment figure is 176,505.[60]

The Master Plan study also pointed up the need for training vocational counselors at both the elementary and secondary levels. The need for improved comprehensive vocational guidance has been recognized as an essential part of an educational process that includes co-operative training opportunities in the state and job placement services.

The training and retraining of adults is also included in the proposed Master Plan. Although adult education needs are considered in detail in the following section, it should be noted here that vocational education is no longer limited to the young. Post-secondary education and continuing vocational education reflect a commitment to adults. A rapidly changing technology, typical of New Jersey, means that workers will need to up-grade for present positions or prepare for new ones.

The Report of the Governor's Task Force on Migrant Farm Labor pointed out the particular vocational education requirements of the migrant worker:

> "Vocational education, according to survey data, has reached only 4 per cent of the seasonal farm workers in the state. Up-grading farm skills to meet growing technological demands should be encouraged and offered... stress should be placed on vocational training... to operate and maintain the forthcoming automated machinery of agriculture, taking due account of native ability rather than formal education... since many agricultural workers will be displaced as mechanization continues, other vocational training programs should be provided."[61]

Meeting these types of educational needs is a task beyond the capacities of a small school district and, perhaps, in some parts of the state beyond even the large districts. Urban areas, where it may be presumed that vocational educational needs are greatest, as well as less populated areas, may need the assistance of intermediate service agencies.

1967/68 Enrollments*
Vocational Education

Program	Secondary	Post Secondary	Adult	Special Needs	Total
Agriculture	2,321	-	306	38	2,665
Health Occupations	179	570	2,301	71	3,121
T & I (Other than Apprentice and Cooperative Industrial Education)	12,636	119	12,529	2,284	27,568
Home Economics	45,347	126	7,299	403	53,175
Business and Office Occupations	66,013	61	2,045	81	68,200

N.J. STATE LIBRARY
P.O. BOX 520
TRENTON, NJ 08625-0520

1967/68 Enrollments*
Vocational Education (Continued)

Distributive Education	5,945	60	618	54	6,677
Apprentice Training	-	-	6,450	-	6,450
Technical Education	1,548	1,326	6,266	2	9,142
Cooperative Industrial Education	2,306	-	-	201	2,507
Grand Totals	136,295	2,262	37,814	3,134	176,505

*Does not include figures for young people in programs such as industrial arts, general home economics, or personal use typing and general business training.

Adult Education

Traditionally one of the aims of education has been to prepare people for a changing environment. Society reasoned that this was accomplished by educating youth. In a quiet, simpler age this assumption may have been appropriate. However, as Jack Crabtree, Consultant in Adult Education to the New Jersey State Department of Education, writes:

> "This hypothesis has lost its validity. It has been swept aside by a new tempo in human affairs... The educational implication is unmistakeably clear: The child, even though well-educated today, becomes, without benefit of continuous education, the obsolete adult of tomorrow.[62]
>
> "It is our task to see that America does as much to raise her standard of thinking as she has done to raise her standard of living."[63]

In New Jersey, in 1960, there were 739,336 adults, 25 or over, who had not completed the eighth grade.[64] The accepted measure of illiteracy is failure to complete the fifth grade. In this state there are 161,182 such adults, or 7 per cent of our adult population.[65] This is a greater incidence of illiteracy than either Delaware or Pennsylvania.[66]

New Jersey, more than many other states, is subject to migratory pressures and among her under educated adults are southern migrant laborers, Puerto Ricans and foreign born people. Each of these groups has educational needs not easily incorporated into conventional schooling patterns.

A summary of the recommendations of the Report of the Governor's Task Force on Migrant Farm Labor states:

> "Adult education should include programs brought to the camps dealing with citizenship, consumer economics, food preparation and community action in language comprehensible to the student involved."[67]

This is clearly an area of possible activity for Intermediate Service Units. They could fashion programs specifically for the unique needs of this group.

The needs of the foreign-born person must be incorporated into a comprehensive adult program. There are about 162,000 adult aliens; 7,875 were enrolled in Americanization Education courses in 1966-67.

A representative of the Bureau of Adult Education noted the following areas of greatest adult educational needs:[68]

1. Home and family life education
2. Undereducated adults--59.3 per cent of the state's adult population has less than a high school education.
3. Leisure time and cultural interest and activities
4. Up-grading and retraining for jobs
5. Americanization and language for the foreign born

Because of their efforts to meet the needs of youngsters, many school districts are forced to neglect adult education programs. There is no dispute over

the decision to give top priority to K-12 education, but adult education cannot be ignored.

Although there were 200 adult schools of various types in New Jersey in 1968, most offered only partial programs. Several were not connected with public schools but were sponsored by county colleges or vocational school districts. Only 45 districts employed a full-time or part-time director of adult education programs. Most were medium or large districts.[69] Obviously, existing programs are not adequate to meet the well-documented adult education needs. However, these opportunities should be provided.

It is the view of this Committee that needs as diverse as these can best be satisfied by reorganization and the kind of comprehensive planning it permits. Facilities could be expanded, a larger segment of the population could be reached, continuous education, services and adult guidance could be offered as an integral part of a total educational process.

Summer Schools

In the most recent complete state-wide study of summer schools for the elementary level, barely one third of the districts reported their existence. Of these, 60 per cent were in part or in total supported by tuition paid by the parents.[70]

On the high school level in 1968, 84 school districts were approved to operate summer programs. These are free to the students of the district operating them. Of the 84 districts operating secondary programs, 13 were regional systems. Omitting these, only 13 of the districts having summer schools had enrollments appreciably less than 3,500. Most of the districts supporting summer schools were of moderate to large pupil range.[71]

The range of course offerings in summer schools is limited with greatest emphasis on remedial or make-up work. In 1967, 74 per cent of the 279 elementary districts offering summer school programs planned remedial work. At the secondary level two thirds of the 164 districts offering summer school courses planned make-up for subject failed. One hundred eighty-three districts offered enrichment courses and 126 offered "other" not specified. Among the enrichment and other courses music is the most frequently offered. After music, the most frequently listed are typing, art and reading which are offered by 43, 41 and 36 respectively.[72]

The possibilities in a summer school program, particularly for enrichment and gifted children, are vast. The need for coordination and development of State Department approval procedures for effective programs is becoming apparent. Even larger districts have not yet taken full advantage of planning opportunities in such programs. Money is an important factor in further development of free summer educational opportunities, and small enrollment in many summer programs limits the variety of courses possible. State aid should be provided for summer school operation. The Intermediate Service Unit might serve in some areas as the coordinating agency through which more complete summer education opportunities could be implemented.

School District Organization

The Committee has frequently noted in this report the effect of organization on a school district's ability to provide complete, quality educational programs. The following section on articulation and evaluation will consider this more completely

At this point, however, it is appropriate to describe school district organization in almost a mechanical way. Such a description will bring into sharper focus some of the organizational difficulties inherent in the existing structure. It will also provide a concrete framework against which the Committee's recommendations for reorganization can be considered.

In New Jersey, school districts are coterminous with the political subdivisions of cities, boroughs, villages, towns, and townships, singly or in combination. Combinations chiefly exist within a single county. However, one school district, the Watchung Hills Regional High School district, embraces the borough of Watchung and the township of Warren in Somerset county and the township of Passaic in Morris county.

Geographically, districts vary in size from more than 339 square miles in the Greater Egg Harbor Regional High School district (larger than some counties), to less than a quarter of a square mile. Victory Gardens in Morris county, for example, consists of 0.13 square miles and operates a kindergarten program only. Winfield, in Union county, consists of 0.17 square miles and operates a K-8 system. Sixty districts have an area of less than one square mile. The median is four to six square miles.

In general, school districts in New Jersey are of three main types. These are first, the local district, which consists of a single political subdivision. The city of Linden, for example, comprises the local independent school district of Linden, the boundaries of which are coterminous with those of the city corporation limits.

The second major type of district is the consolidated district which is composed of two or more municipalities. Consolidated districts may complete a K-12 program, or, as in the case of Sandyston-Walpack in Sussex county, offer only a partial program. In this case pre-first grade through eight grade is offered. A number of consolidated districts came into being when a single community decided to divide into two municipalities and the school district did not.

The third major type is the regional district. Regional districts, first formed during the thirties, are composed of two or more communities and vary in their organizational patterns. Generally the first regionals were organized to provide for the secondary school needs of contiguous or neighboring municipalities, each of which was too small to support its own high school. Most of these early regionals were 9-12 systems.

Later, different types of regionals appeared. Seven through twelve regionals such as River Edge-Oradell were set up. Buena-Buena Vista is a K-9 regional, and there are several K-12 regionals in the state. Except for the Penns Grove -Upper Penns Neck regional school district, these are fairly new systems. Regional districts were encouraged by the State through financial incentives.

Regional districts are unique in that they may usually assess the constituent districts for operating funds either on the basis of equalized ratables or on the basis of number of pupils enrolled. This latter procedure has been the subject of much criticism. It causes a wide disparity from year to year in equalized tax millages of the various communities. In effect, one of the communities may be making a much greater effort, given an equivalent valuation, than another community, even though the educational opportunities for particular communities are the same.

A fourth type is the county vocational school district, which is responsible for vocational and technical education and apprentice training. A majority, but not all counties have such districts. Vocational boards of education are deeply concerned with the adult in his vocational setting, as well as with the youth of secondary school age. Vocational boards are supported by county taxes and often additionally by tuition charged to the school district from which the student comes. In some cases, direct tuition partially defrays expenses.

Type I and Type II Districts

Additionally, school districts in New Jersey are legally classified as Type I or Type II. In Type I districts (usually cities) the Board of Education is appointed by the Mayor. The annual school budget is reviewed by a board of school estimate prior to its acceptance or alteration by the governing body. Although most cities are presently classified as Type I, some cities, such as Rahway and Camden, have chosen to be Type II school districts.

A Type II district (usually found in boroughs and townships) has its board of education elected by the people and its budget submitted to public vote.* Regional school districts are Type II districts, with the special provision that the board members are not elected at- large. They are elected from the constituent communities, each of which is allotted a certain number of seats according to its relative population in the preceding decennial census. Approval or disapproval of a budget is an at-large matter.

*There are exceptions. South Orange-Maplewood has an elected board and also a board of school estimate.

In a Type II district a defeated budget must be submitted to the voters again, either in the same or a lesser amount. A second defeat sends the matter to the local governing body or bodies for determination or submission to the Commissioner of Education. If the board of education feels that it cannot operate an efficient and effective school system on the final budget as determined by the governing body, it may appeal to the Commissioner of Education.

Expenditures for the purpose of bonding for site purchase or building construction in a Type II district must always be approved by the voters in a special referendum. In a Type I district, approval for similar expenditures must be approved by the board of school estimate and by the governing body, if the proposal exceeds 3 per cent of the property valuations. In a Type I district, if a proposal is advanced which will cause the district to exceed its bonded debt limit, this must also be approved by a popular referendum.

Sending-Receiving Relationship

For years many New Jersey schools have had a receiving relationship with one or more sending districts. It usually involves a K-6 or a K-8 district sending its 7-12 or 9-12 students to a neighboring high school.

In 1967-68, in New Jersey, 320 school districts operated elementary and/or junior grades only. Students of these districts were sent to high schools in another district. There were 55 districts, including 15 county vocational schools, which operated only secondary schools. Their students attended elementary schools in another district.

In addition New Jersey has 20 non-operating districts which are too small to provide any educational program. All students in such districts are sent to other districts for their schooling.

Articulation and Evaluation

In an educational program articulation is the planned comprehensive, continuous sequence of curricula and extra-curricular experiences. This includes the provision of complete, continuous guidance, counseling and special services commensurate with student needs.

Needs must be identified, goals and aspirations must be defined. Effective realistic programs must be designed, implemented, evaluated and revised. Because of New Jersey's great population mobility, provision for orientation and adjustment to new schools must be anticipated.

Continuity is an important factor in a good educational picture. Such continuity is difficult to provide when the students attend a high school outside their district of origin or the district in which they receive their K-6 or K-8 instruction. The lack of continuity is further compounded when a considerable number of public and non-public schools act as feeders to a single receiving district.

When it is remembered that 320 school districts (more than half in the state) maintain no high school program, the situation is brought into sharper focus. While this does not mean that half of the children of the state must attend a high school in a district other than their own elementary school district, it does mean that a tremendous number are doing so. Of New Jersey's 593 school districts, only 198 operate a full K-12 program. This includes those which do not offer a true kindergarten program but have one which is termed "pre-first grade."

The situation is probably most difficult from the standpoint of continuity in those schools which are "sending" districts, sending their seventh or ninth graders

to a neighboring high school which has no legal affinity with the district of origin other than a contract to accept pupils from the school. In these cases the sending district has no control over the methods, the co-curriculum, the program, the development of policy and procedures or in fact any of the practices of the receiving district. The receiving district has no requirement to work with the boards of education or the administrative heads of the sending school in the development of a joint program. Although it should be noted that articulation efforts are made in some districts, it is often on a casual and good-will basis among the administrators of the various units. It may be without unusual effort, a matter of paying tuition and of accepting a program which has been tailored to fit the needs of the receiving school district.

A regional high school district superimposed on several elementary school districts does give the voters of each of the various districts a strong voice in the operation of the regional schools. There is more incentive to move in the direction of articulation, and in some cases in New Jersey articulation has been quite good. There is at least one regional school district in New Jersey which has employed a curriculum specialist who is jointly on the staff of the various constituent districts and of the high school district. Other regional systems have developed ingenious ways to attempt to solve a difficult problem which all recognize.

Regional systems have some weaknesses in the multiple policy-making and administrative systems. They do not allow for a broad, overall view and planning as might be had in a total district. Inter-community rivalry within the schools of the regional, or educational apathy on the part of one or more of the constituent

districts may result in serious discontinuities in the education of students as they move from one school to another.

Much of the difficulty in the matter of articulation between a regional high school and its constituent districts may come, not so much because of a fundamental difference of philosophy between the regional and some of its constituent districts, but because of differences in philosophy and problems of communication and support among the constituent districts themselves. Good will and cooperation among the professional staff may not be enough to offset these differences. Thus, if for no reason other than continuity of educational program, there is need for serious consideration of the reorganization of New Jersey's school districts.

Reorganization would eliminate New Jersey's 20 non-operative districts and incorporate small, inefficient, substandard districts into cohesive, larger districts. It would eliminate the fragmented systems of sending districts and regional districts with less than K-12 programs.

A well-articulated educational program is more easily achieved if a state-wide system of total school district evaluation is in effect. The Education Profile, discussing evaluation, notes that the fundamental purpose of evaluation is to make available to parents, teachers and students information concerning the progress, learning and growth of children as a basis for planning improvement. Evaluation should be used to assess the interests, strengths, and unmet needs of each child to plan an appropriate curriculum. Appropriate records are needed to facilitate articulation and to keep the individual's status and progress in focus. It is out of

this setting that the basic design for education within a school district in New Jersey emerges. The school district through its board of education, administration and staff establishes, houses, operates and evaluates the school. Out of such a setting come specific decisions concerning program, staff, facilities and materials which in turn establish budget requests.

In New Jersey at the elementary level there is no state-wide evaluation, no state accrediting plan and no state standardized system of testing. Elementary schools are encouraged to engage in self study programs. This may be done in co-operation with the office of county superintendent of schools. An example of the development of an elementary school self-study instrument and its use in county schools is in Gloucester County.

High schools conduct a self-study under a state plan for evaluation and state approval every 5 years. The Middle States Association of Colleges and Secondary Schools conducts an evaluation for accreditation of high schools on a ten-year basis.

The Committee believes that a system of evaluation of a total school district is necessary to completely understand the district's and state's educational needs, current and future, and to provide for systematic planning.

Future Educational Needs

The apparent inequities, inefficiencies and deficiencies of New Jersey's existing educational system can only grow worse in the future unless something is done now. The following table, in sheer numbers, suggests the dimensions of the problem.

Table VII indicates the number of operating and non-operating districts in the various counties of New Jersey as of the school year 1967-68. It is of particular interest to know that while in the nation at large school districts have been drastically reduced in number in recent years, those in New Jersey have been on the increase.

TABLE VII

NUMBER OF SCHOOL DISTRICTS IN EACH OF NEW JERSEY'S COUNTIES, 1967-68 SCHOOL YEAR

County	School Districts	Non-Operating
Atlantic	25	1
Bergen	75	2
Burlington	44	0
Camden	42	4
Cape May	18	2
Cumberland	14	0
Essex	22	0
Gloucester	27	0
Hudson	12	0
Hunterdon	29	0
Mercer	9	0
Middlesex	26	0
Monmouth	54	3
Morris	41	0
Ocean	29	1
Passaic	20	0
Salem	14	0
Somerset	22	3
Sussex	23	1
Union	22	0
Warren	25	3
Totals	593	20

Of the operating districts, fifteen were vocational districts, the remainder were carrying out all or part of a K-12 program.

These organizational differences are complicated further by the variety of sub-systems that local boards establish because of the unique needs of their communities and their ability to pay for education. The following statistics indicate the variety of systems currently existing in New Jersey:

TABLE VIII

Type of School	Number
K-12	198
K-8	405
K-5	133
4 year high	181
6 year high	57
Senior high	60
Junior high	110
Evening high	9

Care must be exercised now if the critical needs are to be met in a unified, comprehensive planned organization structure responsive to local needs and broad enough to provide quality opportunities. It seems clear that the largest needs can be served in larger, reorganized K-12 districts.

TABLE IX

ESTIMATE OF ENROLLMENTS

STATE OF NEW JERSEY

THROUGH 1980

Year	K-8	9-12	K-12
1965-66	978,120	356,692	1,334,812
1966-67	1,011,985	365,376	1,377,361
1967-68	1,028,914	379,590	1,408,504

Table IX (Continued)

1968-69	1,022,942	394,296	1,417,238
1969-70	1,065,133	407,641	1,472,774
1970-71	1,070,855	421,937	1,492,792
1971-72	1,065,718	441,006	1,506,724
1972-73	1,058,446	456,026	1,514,472
1973-74		470,712	
1974-75		482,547	
1975-76		491,316	
1976-77		494,853	
1977-78		497,321	
1978-79		495,936	
1979-80		486,954	
1980-81		477,286	

Enrollments for 1965-66 and 1966-67 are actual

In the preceding table, children and youth have been classified as attending K-8 and 9-12 patterns. To anticipate growth from the standpoint of number per grade in the schools, the following table has been prepared from 1966-67 data. By way of comparison it may be noted that for every hundred twelfth graders in the state there are approximately 169 in the kindergarten and prekindergarten and almost 159 in the first grade. Even with the expected drop in pupil population from kindergarten and first grade to the time of high school graduation, it is clear that New Jersey is and will continue to experience growth in school population.

TABLE X

TOTAL DAY SCHOOL ENROLLMENT BY GRADES

IN NEW JERSEY SCHOOLS 1966-67*

Grade	Number	Grade	Number
Kindergarten	129,476	Eighth	97,426
Pre-First	2,120	Ninth	105,428
First	122,516	Tenth	97,627

Table X (Continued)

Second	117,087	Eleventh	85,972
Third	114,723	Twelfth	78,519
Fourth	113,628	Special	20,895
Fifth	108,102	Ungraded Voc.	4,283
Sixth	103,452	Total	1,404,739
Seventh	103,455		

*State of New Jersey, Department of Education, Division of Finance. Sixteenth Annual Report of the Commissioner of Education. Trenton. 1968. p. x. (Some discrepancy will be found in various population reports. In some cases total enrollments have been computed, in others Average Daily Membership. The differences are not too significant.)

In a special study the New Jersey State Department of Education has prepared a different set of projections which carry grades K-12 completely through 1980-81. These figures differ from the previous tables somewhat since a different projection method was utilized. They are included here to indicate that there are some differences in opinion concerning the future pupil population. But barring entirely unforeseen circumstances, projections by different groups of statisticans do not differ by an appreciable amount. The following estimates were completed more recently than those given in Table X. Sudden changes in the birth-rate and in-migration and out migration rate could change these predictions radically for the later years of the study, but not for the earlier, where the trends are more closely subject to review.

The tables by state and by county follows:

TABLE XI

PROJECTED ENROLLMENTS IN GRADES K-6*

N.J. PUBLIC SCHOOL DISTRICTS

FALL 1968-9 TO 1980-81

SCHOOL YEAR	September 30 Enrollments in 1,000's By Grades*							
	K	1	2	3	4	5	6	K to 6
1968-69	118	116	115	112	111	110	110	792
1969-70	117	116	113	116	113	112	111	798
1970-71	111	115	112	114	117	114	113	796
1971-72	107	109	111	113	115	119	115	789
1972-73	105	105	106	112	114	116	120	778
1973-74	108	103	102	107	114	116	117	767
1974-75	112	106	100	103	108	115	117	761
1975-76	116	110	103	101	104	109	116	759
1976-77	119	113	106	104	102	105	110	759
1977-78	123	117	110	107	105	103	106	771
1978-79	127	120	113	111	109	106	104	790
1979-80	131	124	117	114	112	110	107	815
1980-81	133	128	120	118	115	113	111	839

*Does not include handicapped children or nursery school enrollments. Pupils in ungraded classes prorated among regular grades. State Department of Education, Office of Statistical Services.

TABLE XII

PROJECTED ENROLLMENTS IN GRADES 7 TO 12*

NEW JERSEY PUBLIC SCHOOL DISTRICTS

FALL 1968-69 TO 1980-81

SCHOOL YEAR	September 30 Enrollments in 1,000's By Grades*								
	7	8	9	10	11	12	P.G.	7-12	H.S. Graduates
1968-69	107	102	111	102	94	87	2	603	83
1969-70	113	107	114	108	96	90	2	628	86
1970-71	115	113	120	110	101	92	2	651	87
1971-72	117	115	127	117	104	97	2	677	93
1972-73	119	117	128	123	110	100	2	697	95
1973-74	123	119	131	124	116	105	2	718	100
1974-75	121	123	133	127	117	111	2	732	105
1975-76	120	121	138	129	119	112	2	739	107
1976-77	119	120	135	134	121	115	3	744	109
1977-78	113	119	135	131	126	117	3	741	111
1978-79	109	113	134	131	123	121	3	731	115
1979-80	107	109	127	130	123	119	3	715	113
1980-81	110	107	122	123	122	118	3	702	112

*Does not include handicapped children. Pupils in ungraded classes prorated among regular grades.

TABLE XIII

PROJECTED ENROLLMENTS IN GRADES 7 TO 12 BY COUNTY*
NEW JERSEY PUBLIC SCHOOL DISTRICTS
FALL 1968-69 TO 1980-81

	September 30 Enrollments in 1,000's For Grades 7-12						
COUNTY	68-69	69-70	70-71	71-72	72-73	73-74	74-75
ATLANTIC	13.0	13.5	14.0	14.6	15.0	15.4	15.7
BERGEN	80.2	82.9	85.3	88.0	89.9	91.9	93.0
BURLINGTON	28.0	29.5	30.9	32.5	33.8	35.2	36.2
CAMDEN	38.9	40.5	42.0	43.7	45.0	46.3	47.2
CAPE MAY	4.3	4.5	4.7	4.9	5.0	5.2	5.3
CUMBERLAND	11.7	12.2	12.6	13.1	13.4	13.8	14.1
ESSEX	74.6	77.6	80.2	83.2	85.4	87.8	89.3
GLOUCESTER	16.5	17.3	18.1	19.0	19.7	20.4	20.9
HUDSON	36.6	38.1	39.5	41.0	42.2	43.4	44.2
HUNTERDON	6.9	7.2	7.5	7.8	8.1	8.4	8.6
MERCER	24.2	25.2	26.0	27.0	27.7	28.5	29.0
MIDDLESEX	53.7	55.9	58.0	60.2	62.0	63.9	65.1
MONMOUTH	41.1	43.0	44.8	46.8	48.4	50.0	51.2
MORRIS	34.1	35.6	37.1	38.7	39.9	41.3	42.2
OCEAN	16.5	17.4	18.2	19.2	19.9	20.7	21.4
PASSAIC	34.7	36.1	37.4	38.9	40.1	41.3	42.1
SALEM	6.3	6.6	6.9	7.2	7.5	7.8	8.2
SOMERSET	19.9	20.9	21.7	22.7	23.6	24.4	25.0
SUSSEX	6.6	6.9	7.2	7.6	7.9	8.2	8.4
UNION	48.5	50.1	51.6	53.3	54.6	55.9	56.6
WARREN	6.7	7.0	7.3	7.6	7.9	8.2	8.3
STATE	603.0	628.0	651.0	677.0	697.0	718.0	732.0

*Does not include handicapped children. Pupils in ungraded classes prorated among regular grades.

TABLE XIII CONTINUED

PROJECTED ENROLLMENTS IN GRADES 7 TO 12 BY COUNTY*
NEW JERSEY PUBLIC SCHOOL DISTRICTS
FALL 1968-69 TO 1980-81

COUNTY	September 30 Enrollments in 1,000's For Grades 7-12					
	75-76	76-77	77-78	78-79	79-80	80-81
ATLANTIC	15.8	15.9	15.9	15.6	15.3	15.0
BERGEN	93.1	93.0	91.9	89.9	87.2	84.9
BURLINGTON	36.9	37.6	37.8	37.6	37.2	36.8
CAMDEN	47.7	48.0	47.8	47.1	46.1	45.3
CAPE MAY	5.3	5.4	5.3	5.3	5.1	5.1
CUMBERLAND	14.3	14.3	14.2	14.0	13.7	13.5
ESSEX	89.9	90.3	89.7	88.3	86.2	84.4
GLOUCESTER	21.3	21.6	21.5	21.2	20.7	20.4
HUDSON	44.6	44.9	44.6	44.0	43.0	42.2
HUNTERDON	8.7	8.8	8.8	8.7	8.6	8.4
MERCER	29.2	29.3	29.1	28.7	28.0	27.4
MIDDLESEX	65.8	66.2	66.0	65.1	63.6	62.5
MONMOUTH	51.9	52.5	52.5	52.1	51.1	50.4
MORRIS	42.8	43.2	43.2	42.8	42.0	41.3
OCEAN	21.8	22.2	22.3	22.2	21.9	21.8
PASSAIC	42.5	42.8	42.6	42.0	41.1	40.4
SALEM	8.2	8.3	8.4	8.3	8.2	8.1
SOMERSET	25.4	25.7	25.8	25.6	25.2	24.8
SUSSEX	8.6	8.7	8.8	8.7	8.6	8.5
UNION	56.7	56.8	56.2	55.3	53.8	52.6
WARREN	8.5	8.5	8.6	8.5	8.4	8.2
STATE	739.0	744.0	741.0	731.0	715.0	702.0

*Does not include handicapped children. Pupils in ungraded classes prorated among regular grades.

Presently, school attendance in New Jersey generally covers the span from kindergarten through twelfth grade. There is, however, a great concern for an extension of public school opportunity to cover the nursery school or pre-kindergarten period.

This downward expansion has been recognized at the Federal level in the pre-school programs developed for the disadvantaged. The desirability of pre-school education is reflected in the growth of private nursery schools and pre-kindergartens. Research and federal programs have pointed the way, and the results have been promising. New Jersey will need to recognize in its educational planning that pre-school programs are of sufficient importance to be anticipated and incorporated into a total, quality, N-12 education program.

RESPONSIBILITY AND REORGANIZATION

State Responsibility

In the study which this Committee has made of the status of education in New Jersey and how to improve it through reorganization two historical, sometimes opposing factors had to be reckoned with.

1. Public education is legally a function of the state.
2. Traditionally, in many state of the union, a strong sense of educational control is in force because local school districts, created by the state, have been empowered and delegated responsibility for operating the schools.

There has been a tendency to forget that the power is a delegated power and that the members of a board of education are performing state functions. There must be a healthy balance between state authority and responsibility and the exercise of local autonomy. Public education is, in the final analysis, a state function. Although local self-determination is a desirable characteristic of education government, it should not be permitted to thwart the needed effort to improve schools. If reorganization is needed to improve education in New Jersey, the State itself must exert considerable influence. Local initative, alone, will find it difficult to accomplish the changes required.

A statement on national policy by the Research and Policy Committee for Economic Development (1959) reported:[73]

> "All experience shows that effective consolidation cannot and will not be achieved by the local units themselves. Even under rather strong state pressures, 'voluntary' reorganization requiring approval bv voters in the local districts not only has proceeded at a snail's pace but has usually resulted

in consolidated districts that are still too small to provide an effective program or a sufficiently broad based tax.

"On the other hand, many states have achieved school systems of appropriate size by mandatory state legislation. The practicality of reorganization by compulsory state law is demonstrated by the fact that 23 states have at some time reorganized their school systems in this way. These states include all the Southwestern and New England states and such sparsely settled Western states as New Mexico and Nevada."

Any school district which in the name of local autonomy denies its children quality education is, in fact, denying them a basic condition for survival in our society. No community accepting moral responsibility for the welfare of its children is entirely free to determine its practices and procedures without reference to the conditions of modern life as reflected in society at large.

Trends in Reorganization

Throughout the United States reorganization of school districts is progressing rapidly. A number of trends are apparent which may have application in New Jersey:[74]

1. Continued progress in eliminating nonoperating districts. (New Jersey has 20 of these districts still.)

2. The requirement in an increasing number of states that all reorganized districts be unified (K-12) and that all territory of the state be in a district maintaining a high school.

3. The inclusion of more than one small high school district in a reorganized district. (This is aimed at eliminating too small high schools.)

4. The merger of small or medium-sized city districts with the open country districts surrounding them. This has been done in New York, New Mexico and some Midwestern states.

5. The formation of large suburban districts adjoining major cities. This type of district has grown rapidly in such states as Colorado, Washington, Oregon and California.

6. The merger of independent city districts and adjoining county school districts. This is a development frequently found in the southeast: North Carolina, Tennessee, and Kentucky.

In general, laws are permissive, semi-permissive, or mandatory. Reorganization has proceeded most rapidly in those states which were under mandate. In 12 states thecurrent district structure was established by legislative decree which abolished all or almost all existing districts and set up new ones based on county boundaries. Nevada did this most recently in 1956.[75]

Between 1882 and 1909 all the New England states eliminated their small districts and created new ones, most of which are still in existence.

Since 1945 many states have enacted legislation compelling the merger of very small districts, usually non-operating districts. Such compulsory action has usually been used because of the slowness or ineffectiveness of permissive procedures.[76]

A modification of the mandatory approach delegates reorganization planning and administrative responsibility to state and county education agencies. New districts are established without referendum. This has been used in five states: South Carolina, Mississippi, Wisconsin, Pennsylvania and New Mexico. In each state, county or state agencies, commissions or departments had the power and responsibility for reorganization. Pennsylvania adopted this approach after her failure to progress under permissive legislation.[77]

The National Committee for Support of the Public Schools, in Know Your Schools, gave useful summaries and evaluations of various types of reorganization strategies.[78] Briefly, it noted:

(1) Reorganization by legislative decree. In some cases (e.g., Nevada, 1955) a legislature has abolished existing districts and has by its own action created new districts. This can be done either on a state-wide basis or

just in particular areas. Sometimes legislatures, recognizing the need for change but reluctant to draw boundaries themselves, will require local action within a stipulated period, say two years, and will intervene directly only when localities balk. (It is a clearly established principle, both of constitutional and case law, that the legislature has plenary power to create, or dissolve and re-formulate, local school districts.)

(2) Reorganization by state incentive. Some states have chosen to encourage reorganization (without requiring it) through financial incentives to local districts which choose to meet state standards for reorganization. These plans have not been notable for their success. For instance, in 1959, Rhode Island offered substantial increases in state aid to any consolidated districts; to date, only two of that state's 39 districts have responded, the rest seemingly preferring unchanged localism to additional state dollars. If pursued persistently, and combined with at least the threat of state action if localities refuse to act, this strategy may induce considerable reorganization. But in general incentives have not been successful.

(3) Reorganization through local initiative. This strategy requires the legislature merely to endorse the idea of reorganization and to approve permissive legislation allowing local districts to consolidate, annex, or reorganize themselves according to general state guidelines. This approach is not likely to succeed unless fiscal arrangements, including property assessment procedures and school tax rate provisions, are strongly conducive to reorganization.

Additional support for strong legislative initiative comes from the New Jersey Education Association. An article in the NJEA Review, entitled "Time to Reorganize School Districts", stated:[79]

"Mandatory reorganization takes the most courage on the part of State officials. Legislation which denies local school boards and voters a say in how or whether reorganization shall be accomplished is initially unpopular. In the long run, however, it may prevent unrest.

"In states where the people argue about reorganization and ultimately vote yea or nay, the process can become nasty and leave scars. It is often difficult to convince local districts that they need reorganization, even when the advantages are perfectly obvious.

"Mandatory reorganization in Pennsylvania began with the preparation of county redistricting plans, which were then submitted for State approval. Local districts could appeal the master plan, but if the appeal lost, or if there were no appeal, the merger became effective on a designated date."

Intermediate Service Units

In many states, the major needs in providing education are related basically to the inadequacies of local school districts. An aspect of inadequacy is insufficient enrollment. Although reorganization alleviates some of these problems, intermediate units have been developed to provide services and opportunities that even some reorganized districts cannot offer.

Intermediate units serve in a critical capacity because their position between the State Department of Education and local school districts enables them to perceive and be responsive to local needs.

The intermediate service unit should be conceived broadly enough to meet those needs through cooperation with the assistance of State agencies.

The current trend in the development of area educational service units is toward large, county or multi-county intermediate units. Their functions are service-oriented rather than regulatory. They provide programs and services which require a large pupil base (5,000-more than 50,000) and/or a high per-pupil cost to make possible both the quantity and quality of educational opportunities needed.

Given the focus on county organization in New Jersey and the function of the county superintendent, the Committee believes that intermediate units should be established on a single or multi-county basis. They should be under the general supervision of the county superintendents.

It is anticipated that in some areas of activity cooperation between intermediate units will be desirable. Such activities might include the design and production of educational television facilities and data retrieval. Other appropriate activities are:

1. Clinical services for handicapped children and children with learning disabilities.

2. The coordination of vocational technical education, programs, materials and specialists.

3. In-service programs and consultants for curriculum development, improvement of instruction and evaluation.

4. Adult education.

5. Data processing, business services, computer-assisted instruction, closed circuit television.

6. General research, planning, development and coordinating functions.

A network of county-based service agencies could have several major, general, benefits to educational systems:

1. protect and promote local control and local determination in public education.

2. equalize and extend educational opportunities.

3. ensure the economical and efficient operation of many educational programs.

4. improve the quality of educational programs.

5. provide an agent for and initiate educational change.

Intermediate service units, because of their flexibility and pivotal position between local districts and the State Department of Education, are well suited to assist urban areas with their educational problems. The Committee recognizes that the difficulties facing many urban schools will not be solved merely by reorganizing school districts. The high dropout rate in city schools, for instance, involves socio-economic factors that make unusual demands on schools. Expanded vocational, technical and guidance programs may be required that even a large city school will not be able to sustain. The Intermediate Service Unit could be of great assistance in such a situation.

FINANCING NEW JERSEY'S SCHOOLS

The major support for New Jersey's schools comes from local taxes levied on real estate. In 1967-68 New Jersey ranked eighth (66.4 per cent) in the nation in percentage of tax support for schools from local government. It was thirty-ninth (28.3 per cent) in the nation in percentage of support from State government. Federal aid to New Jersey schools was 5.2 per cent, ranking the state 43rd in the nation.

The greatest impact of increased costs primarily has been at the local tax level. For a period of seven years prior to 1965 annual costs rose approximately $50 to $60 million a year. From 1965 to 1967 school costs rose from $100 to $125 million a year or twice the annual rate of the previous seven years. Indications are that this trend will continue. The allocation of sales tax revenues through the improved state minimum formula resulted in an increase in state aid in 1967 of $95 million. This increase, although significant, was barely sufficient to cover the increased costs of education for one year. Each additional year under the present minimum formula has resulted in rising costs being levied against local property.

Our review of New Jersey's fiscal structure for the support of its public schools reveals a number of significant factors that affect the quality of education available within its schools. Cited consistently in the reports and testimony reviewed by the Committee were the disparity in equalized property valuations per pupil for school tax purposes among local school districts, the variation in equalized school tax rates and tax effort, the bonded indebtness of districts and the low level of

state building aid.

TABLE I

Equalized Property Valuations Per Pupil
by School Districts
Enrolled as of September 30, 1967

Range of Property Valuations	Number of School Districts
$50,932 - 70,611,271	100
$37,646 - 50,896	100
$31,617 - 37,579	100
$25,252 - 31,599	100
$18,245 - 25,181	100
$ 3,488 - 18,178	78

The average equalized property valuation per pupil in New Jersey was $34,220 in 1967.

TABLE II

Equalized School Tax Rates

	1967	1968
High	9.82	8.78
80th Percentile	2.06	2.28
60th Percentile	1.79	2.00
Median	1.68	1.89
40th Percentile	1.57	1.74
20th Percentile	1.26	1.40
Low	.00	.00

Table II reveals that the median equalized school tax rate increased from $1.68 in 1967 to $1.89 in 1968, requiring a local district tax effort of an additional $.21 per $100 of equalized property values.

Several studies (Appendix I) have indicated a direct relationship between expenditures and quality programs. It is apparent that the wide disparity in equalized valuations, tax rates and tax effort bears a direct relationship to the quality of educational programs in terms of staffing, facilities, scope and breadth of materials. Little information is available, but by inference it can be assumed a similar relationship exists in a district's ability to experiment, innovate, evaluate and provide for long-range planning and efficient operation.

The goal of quality education for all students--children, youth, and adults--is not unrealistic for the State of New Jersey. Despite the wide variations in equalized property valuations and school taxes that have produced inequities in educational opportunity for many pupils, it is equally clear that the State of New Jersey has the ability to support its schools.

The New Jersey State Aid to School Districts Study Commission, in its recently released report, documented New Jersey's high rank among the states in its ability to support public education. In total personal income, New Jersey ranked eighth among the states in 1966. In the same year it ranked seventh in income per capita, third in personal income per child of school age, and fourth in personal income per public school pupil in average daily enrollment.

In a comparison of eight states in the middle of the highly productive east coast region, New Jersey ranked fourth in per capita personal income and income per pupil in average daily enrollment.

The recommendations of this report require financial incentive to encourage school district reorganization in the form of increased state support for school buildings, and current operating expenses based on a guaranteed equalized base that will be adjustable to changing financial conditions.

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APPENDIX A

NEW JERSEY EDUCATION ASSOCIATION
(School Finance Committee Report to Delegate Assembly, January 6, 1968)

REORGANIZATION OF SCHOOL DISTRICTS

This statement was briefed at the public hearing by Mr. Herbert Starkey and Mr. David Adler.

In 1932, the total number of local school districts in the nation stood at more than 125,000. Today, there are only 23,000 such districts and the number decreases every year. New Jersey, in the same period, increased its number of districts from 552 to 593. Except for New Jersey, Massachusetts and Connecticut, all states have sharply reduced the number of districts in the past 20 years. Experience from these states shows that effective consolidation was not achieved by local district initiative. Under state incentives or even strong state pressures, voluntary reorganization proceeds at a snail's pace if at all. Most states have passed mandatory state legislation to achieve consolidations.

Of the 593 school districts in New Jersey, only 198 (1 in 3) operate a full kindergarten-through-grade-twelve program. Of these, only 76 have an enrollment of 4,000 pupils or more. Seven of the 21 counties have 2 or less districts operating a K-12 program with an enrollment of 3,000 or more pupils. Fifty-five districts provide only secondary education, 162 operate their own elementary grades and in addition are part of a regional high school area, and 178 more operate elementary grades and send their secondary pupils to another district on a tuition basis.

A large majority of districts in New Jersey are not organized to offer a comprehensive, quality program of education from Kindergarten through grade twelve. Pennsylvania chose to set a minimum K-12 district size at 4,000 pupils. Many states have much larger school districts, since they operate only county units.

At the present time, there is a Commissioner's Committee studying school reorganization. A report with recommendations is anticipated in 1968.

The School Finance Committee suggests that its recommendations, if adopted, be channeled to the Commissioner's Committee. We reaffirm our position of a year ago in support of incentive state aid to encourage school consolidation. However, we know from experience in other states that firm and determined steps must be taken by the state. Therefore, our recommendation provides for a timetable and master plan to achieve reorganization within a specified period of years.

RECOMMENDATION: That the New Jersey Education Association support the following position on school reorganization in New Jersey and that the recommendation be presented to the Commissioner's Committee on School Reorganization:

(1) That formation of new regional high school districts no longer be approved by the Commissioner of Education.

(2) That regional high school districts and their constituent elementary districts be encouraged to consolidate or regionalize into K-12 districts by incentive aid through reduction of the local fair share.

(3) That the Legislature set up prior to July 1, 1970 a school district reorganization timetable and a master plan to achieve within a fixed period of years after 1970: first, the merger of districts operating less than K-12 grades, and second, the merger of school districts enrolling less than 4,000 pupils.

NEW JERSEY ASSOCIATION OF SCHOOL ADMINISTRATORS
34 Scotch Road
Trenton, New Jersey

STATEMENT BEFORE THE STATE COMMITTEE ON REGIONALIZATION AND CONSOLIDATION IN THE SCHOOL DISTRICTS OF NEW JERSEY

by

William W. Ramsay, Executive Director

I wish to thank you, on behalf of the membership of the New Jersey Association of School Administrators, for the opportunity to appear before this Committee.

Although the NJASA does not presently have an official position on the exact procedures to be followed in the reorganization of school districts in our State, there is great concern among the membership that a sound plan be developed for the implementation of school district reorganization in New Jersey. We are presently attempting to obtain a concensus regarding this very serious matter. We do detect a strongly held conviction that this plan be predicated upon a desire to create effective educational programs for all of the children of the State rather than upon a principle of political expediency.

It is with the former goal in mind that the following suggestions are made:

1. School district reorganization should support the formation of districts offering comprehensive and continuous programs of education from pre-kindergarten through grade twelve. These programs should include provision for special education services, and vocational and adult education. (No plan should be finalized without coordination with the proposed Vocational Education Master Plan). These programs should provide also for a reasonably sophisticated research capability.

2. Substantial state aid must be made available to serve as an inducement for reorganization. Districts which do not reorganize need not be penalized but districts which do reorganize should receive increased aid. That aid should be considerably above the present inducement aid of approximately $60 per pupil in regional and consolidated districts.

3. Although consideration may be given to joining those districts where valuation per pupil is not widely disparate, additional state aid must be made available to permit the joining of districts which vary to a significant degree in wealth.

4. No plan of reorganization of local districts should be finalized without consideration being given to the creation of intermediate service districts similar to the BOCES in New York State and the

Area Education Districts recommended in the Ohio Plan. These service districts will be able to provide for a high level of sophistication in certain areas of special education, occupational education and general administration.

5. No plan for the reorganization of local districts should be finalized without consideration being given to the establishment of a significant degree of heterogeneity in the racial composition of reorganized districts. This is sine qua non to the preparation of children for life in a pluralistic, democratic society.

Implementation

It would appear from the experience of some other states that school district reorganization proceeds more rapidly when the State mandates the process. However, local initiative should not be ruled out. A program of public information geared to bring about a general understanding of the benefits of school district reorganization, coupled with substantial financial assistance, may prove successful in this State. This does not mean that districts should be free to create any form of consolidation which would weaken an overall state plan.

A natural first step might be to eliminate the non-operating districts and to encourage regional high school districts to consolidate with their elementary district constituents. (No additional regional high school districts should be planned before completion of State plan for reorganization.) Further financial inducement should bring about other desirable joinctures.

We have no way of knowing the schedule that this Committee must meet. We shall be happy to make available additional recommendations as we receive them.

March 11, 1968

Phone 695-3469 (Area Code 609)

New Jersey
State Federation of District Boards of Education
407 West State Street, P. O. Box 909, Trenton, New Jersey 08605

MRS. RUTH H. PAGE
Executive Director

STATEMENT ON BEHALF OF THE STATE FEDERATION OF DISTRICT BOARDS OF EDUCATION

Prepared for the Public Hearing Before the
Committee to Study the Next Steps of Regionalization and
Consolidation in the School Districts of New Jersey

Mrs. Mancuso and members of the Committee:

I am Robert R. Luse, Director of Public Relations of the State Federation of District Boards of Education. The Federation is grateful for the opportunity of appearing before you to present its views on the controversial question of reorganizing New Jersey's local school districts.

It has long been a goal of the State Federation that each child in New Jersey should have access to a comprehensive and coordinated educational program from nursery or kindergarten through grade 12. The Federation has also supported the need for broad adult education opportunities within the public schools, and the concept of fully utilized school facilities as community centers.

As the committee is well aware, a considerable amount of research is available on school district organisation. The preponderance of this evidence seems to indicate that reorganization of small, multi-graded districts into larger, more equal and consistent units can provide broader services and opportunities for all children and can provide an increase in the quality of education - or at least access to a program of higher quality. From these indications it is difficult to argue against some type of reorganization, particularly where or if it would broaden the base of tax support for the schools, reduce variations in tax paying ability, create

(more)

BRUCE CAMPBELL
Administrative Assistant

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Director of Public Relations and Publications

MARK W. HURWITZ
Director of Special Services

greater equity in the tax structure and stabilize the tax rate (i. e. reduce frequent fluctuations). It must also be noted, however, that in most areas of the state full realization of these tax equity goals will still require a great amount of additional state equalization aid.

Reorganization is not an end in itself but a means to the ends previously indicated. It would seem possible that a small district which can afford and does provide broad services meeting the needs of all students, a comprehensive program, competent teachers and administrators, coordination of elementary and secondary programs and evidence of superior achievement could find little reason for reorganization. And it seems almost certain that no reorganization plan devised should be considered final or irrevocable. Rather, any plan should be flexible enough to provide avenues for further reorganization to meet future needs.

The Federation respectfully submits that a great deal of ground remains to be covered before a successful program of reorganization can be undertaken. A broad educational program, at the local level, on the pros and cons of reorganization is an absolute necessity. Each local system and area must be carefully analyzed with area citizens and officials deeply involved in the reorganization process, at least on a county-by-county basis. In addition to program and staffing criteria, such factors as financial capability, geographic area, transportation distances, utilization of existing facilities, community of interest and maximum parental and public involvement in the schools must be weighed and balanced to

(more)

produce the best possible result.

Remaining are the questions of optimum district size and the actual implementation of reorganization.

Available research recommends district sizes ranging anywhere from 4,000 to 12,000 pupils and beyond. Whatever criteria are finally selected by the Committee, the Federation requests that consideration be given to potential district growth and the likelihood that a district may reach the desired enrollment range within a reasonable period of time.

Concerning the implementation of reorganization, the Federation suggests consideration of the following steps in order of time sequence:

1. Elimination of non-operating and one-class districts.

2. Consolidation of constituent districts already participating in regional high school districts into K-12 regional districts.

3. Encouragement of remaining districts to regionalize through the process of analysis and local involvement previously outlined.

The Federation hopes that at least the last two of these steps can be accomplished voluntarily through state incentive aids and other financial encouragements. Although the history of voluntary reorganization elsewhere in the country is not good, the Federation urges that this approach be given a chance in New Jersey. Perhaps a five-year deadline for voluntary mergers, together with incentive aids, would yield favorable results. At the termination of this time limit, less permissive measures might then be more appropriate.

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March 11, 1968
68/132

RESOLUTION - COMMITTEE TO STUDY THE NEXT STEPS OF REGIONALIZATION AND CONSOLIDATION IN THE SCHOOL DISTRICTS OF NEW JERSEY

WHEREAS, the Irvington Board of Education has been advised that the Department of Education of the State of New Jersey is sponsoring "A Committee to Study the Next Steps of Regionalization and Consolidation in the School Districts of New Jersey," and

WHEREAS, the Irvington Board of Education has been advised that the Committee assumes that the larger school districts can offer an educational program of higher quality, and that under the present law the voters in a school district must approve the inclusion of the district in a consolidated or regional district and must approve of a change in the district's boundaries; and

WHEREAS, said Board of Education denies that in all cases a larger district can provide higher quality education than a smaller district; and

WHEREAS, said Board opposes the adoption of any change in the law which would permit the revision of school district boundaries without the approval of the voters in that district; and

WHEREAS, said Board asserts that the Committee's definition of quality education is deficient in that it does not consider the extent of the training of the teachers in the district, the quality of the curriculum, the methods of instruction, the quality of curriculum materials and other pertinent criteria;

NOW, THEREFORE, BE IT RESOLVED, that the Irvington Board of Education requests that the Committee, before making a final report, make a preliminary report which shall be circulated to every Board of Education and published in the Press, and that public hearings on such preliminary report be held in every County, and

BE IT FURTHER RESOLVED, that the Irvington Board of Education requests that any report by the Committee include recommendations that:

1. A proposal for the reorganization of any particular district shall not be made before:

   (a) A specific investigation is made of the quality of education provided by that district;

   (b) A report of the results of the investigation is published, and

   (c) A public hearing is held in the district upon the contents of such report

2. That no reorganization of a district be accomplished without the approval of the voters in that district;

AND BE IT FURTHER RESOLVED, that the Secretary is hereby directed to send certified copies of this resolution to the State Federation of District Boards of Education; to the Governor of the State of New Jersey,

the Commissioner of Education and to our representatives in the New Jersey State Senate and the General Assembly.

I, hereby certify that the foregoing resolution was duly adopted by the Board of Education of the Town of Irvington, County of Essex, and State of New Jersey, at their regular meeting held on May 15, 1968

Timothy M. Maloney

Secretary-Business Manager
Irvington Board of Education

NJTA

NEW JERSEY TAXPAYERS ASSOCIATION INC. ● 104 NORTH BROAD STREET ● TRENTON, N.J. 08608 ● TELEPHONE: AREA CODE 609-394-3116

April 22, 1968

TO: Mrs. Ruth Mancuso, Chairman
State Commission to Study the Next Steps of Regionalization and Consolidation in the School Districts of New Jersey

FROM: Clarence J. Ziegler, Executive Director

Since we were unable to present this statement at one of the public hearings held recently by your commission, we are submitting it in writing with the hope that it does not arrive too late in your deliberations to be considered.

In May, 1967, the New Jersey Taxpayers Association issued its report "State Aid to Education--A Design for Excellence", copy of which was made available to you at the outset of your study. Among the recommendations in that twenty-page pamphlet were the following:

> "Legislation should be adopted to set forth the procedures, enrollment standards and a timetable for districts to effect consolidation or regionalization. Over a reasonable period of time, school districts operating less than K-12 grade programs should be required either to consolidate (a) with the one or more contiguous school districts or (b) with all existing school districts within a county into a county wide school district. State school aid in the future should be limited to those school districts which meet these program and enrollment standards set by the State."

That recommendation was made in the light of the following:

1. The gradual upward trend in the number of school districts in New Jersey in recent decades was running counter to the national trend downward;

2. Nearly half of the State's school districts had enrollments under 1,200 pupils (Sept. 30, 1966);

3. Less than 200 of the districts were operating a K-11 or K-12 system;

4. Statewide property taxes for school purposes were increasing at their highest rate in history despite a sizeable 1966 aid increase financed from the sales tax;

5. The absence of any regulations controlling grade, scope and size of school systems as a requirement for district operation.

6. Absence of any overall plan for school district development as well as minimum standards for operating performance.

The two fundamental purposes of school district reorganization, based upon reasonable pupil enrollments and a comprehensive K through 12 system are:

1. The potential broadening of curriculum and its integration with the overall school system, and

2. The broadening of the base of local financial support which at present is the local property tax.

With the above purposes in mind, NJTA urges consideration of the following points and procedures for effecting them by a combination of legislative and regulative action:

Establish a minimum district size for operating a kindergarten through grade 12 program. The size should be more than 1,200 pupils per district, which is now generally recognized as an outmoded standard, and preferably closer to 4,000.

Determine minimum standards largely relating to staffing in administrative, various instructional, clerical, medical, guidance and custodial areas.

Adopt a procedure and timetable to effect district reorganization.

Reorganization Procedure. The procedure to be employed should be evolved following development and adoption of a general master plan for reorganization by the State Board of Education. Within the master plan, establish a county committee consisting of representatives of each existing school district in each county with the assistance of the county superintendent of schools to draw up a plan for the particular county. The plan would comply with State minimum standards and be submitted to the State Board for its approval following a review and action thereon by the various school boards in the county.

In instances where geographical, present organizational relationships, or other conditions indicate the desirability of cutting across county lines, include the county superintendent and school board representative in such districts on the county reorganization committee.

Maintain school district boundaries contiguous with municipal boundaries.

Fix a reasonable time limit for voluntary action to undertake study and effect reorganization, possibly 3 years.

Authorize the Commissioner of Education to take action to order reorganization or withhold all State aid after the established deadline.

Consider aid incentives for prompt action, but do not provide aid as an incentive to, and reward for all which ultimately consolidate. Such action discriminates against districts which already have enrollments in excess of designated minimums. Instead design aid formulas to deal with the special nature of a district's problems whether they be limited financial resources, a large number of pupils from low income families, or some other definable common problem.

Consider changes in the size, terms and basis for school board representation in a new consolidated district. Authorize alternative board sizes and bases of representation, such as 5, 7 or 9, four-year staggered or concurrent terms, and representation at-large or on a combination of sub-districts based on municipal units, or population and at-large.

Consideration should be given to maximum size as well as minimum size to recognize the problems of the large districts. A system of decentralization in the larger cities merits as much study as consolidation of the small districts.

We have observed with great interest the work of your commission and look forward eagerly to the published report. Thank you for your consideration of our views.

OPEN MEETING OF THE COMMITTEE ON REGIONALIZATION AND CONSOLIDATION OF SCHOOL DISTRICTS IN NEW JERSEY

PLACE: New Jersey Department of Education, Trenton

TIME: 7:30 P.M. - March 11, 1968

ATTENDANCE: Approximately 50

CHAIRMAN: Mrs. Ruth Manucso

RECORDER: Dr. William H. Warner

Prepared statements presented (appended) by:

1. New Jersey Education Association
   Herbert Starkey
   David Adler

2. State Federation of District Boards of Education
   Robert R. Luse

3. New Jersey Association of School Administrators
   William W. Ramsay

Observations and comments by:

1. Charles Peterson, Rocky Hill

   Board of Education described the plight of a non-operating district in which regionalization upset their sending-receiving relations - unable to regionalize with neighboring district since it is a minimum aid district and would not receive regional state aid.

   Recommended that unused building aid of a district be cumulative and become an asset in the event the district join a regional.

2. James Clancy, William Manze of the North Brunswick School District

   Urged that sending districts to large receiving high schools not be required to regionalize if the sending district shows growth potential and financial base to operate its own K-12 school system. Asked what other considerations was the Committee going to give to school district organization than geography, finances and enrollments.

3. Mehlon Merck, Point Pleasant Beach

Pointed out that his district was studying a regional with nearby districts but no agreements could be reached because of the considerable imbalance between numbers of pupils and ratables. Recommended that State aid be directed to equalize the imbalance. Under present plan voters would never approve a regional. Dr. Merck had submitted a paper to this committee.

4. Levin B. Hanigan, Mountainside Schools

Described the growth of the Union County Regional District to the point where there are now four high schools located so that they are in reality local schools of constituent districts in the case of Mountainside, with no high school, the local pupils are divided between two of the schools. He felt that the "Home" high school attitude of the other districts was "freezing" Mountainside out of the regional. Asked if this committee was going to propose a method of breaking up a regional where the constituent districts could operate a quality program on their own.

MEETING ADJOURNED AT 8:30 P.M.

SCHOOL DISTRICT REORGANIZATION STUDY COMMITTEE
PUBLIC HEARING

PLACE: Clifford J. Scott High School, East Orange

TIME: 7:30 P.M. - March 12, 1968

MEMBERS PRESENT: Messrs. Schober, Wenner, Cynamon, Hay, Campbell, Nuttall, Lingerman, and Mrs. Barry

Chairman Schober opened meeting and outlined task of Study Committee and purpose of meeting.

Comments of Audience

Essex Fells (Mrs. Whitehead)	Need for higher standards for quality education where quality education exists don't reorganize.
East Orange (Mr. Fisher) (Mr. Fierro) (Mrs. Vreeland) (Mr. Craig) (Mr. Hayes)	1. A number of residents questioned the purpose of the committee and were suspicious of the fact that the meeting was being held in East Orange.
	2. Urged committee to make a cost analysis study of education to establish cost of quality education as a guideline including cost as related to size.
	3. Retain status quo - don't reorganize.
	4. Newark needs help - if reorganization will help home rule may have to be abandoned.
(Mr. Judge)	5. Reorganization could provide for better education, teaching, facilities, etc. Permit integration Committee should consider and study - teacher training programs which are inadequate to prepare teachers to deal with students.
(Mr. Freeman)	6. Need for a citizens committee to be appointed in each community in New Jersey to study problem of reorganization.
North Caldwell (Mr. Louis)	Need to retain voter approval within each district.

Maywood (Mr. Witt)	College bound student communities feel reorganization would lower standards if reorganizing with a non-college bound student community. Bergen County provides fine county vocational schools for the non-college student. Need for financial advantage for small district to reorganize. Questioned the development of districts of too large size retain neighborhood school concept - busing an issue.
Charles Harrison Bergen Record	Suggested releasing Engelhardt report.
Middlesex County PTA (Mr. Thompson)	Encourage increased subsidy and incentive but maintain home rule.
Glen Ridge (Mrs. Payne)	Has committee accepted Engelhardt report? What does it contain? Will it be released?
Newark (Mr. DeTulla)	1. Stressed that quality education should be available for each child including the ghetto area children who are presently receiving exceedingly poor education. 2. Present laws and State aid favors suburban and penalize cities 3. Academic level of city students should be reviewed by committee as a factor in reorganization of cities. 4. Whites not involved or interested in quality education for ghetto children Whites have left city.
New Jersey Federation of Teachers (Mr. Nicholas)	1. Favors redistricting for economic factors and solving segregation. 2. Neighborhood school concept not sacred. 3. Urban cities in dire need of help.

Park Ridge (Mr. Heller)	1. Has committee studied needs as related to cost. Is education in New Jersey inferior and more costly than in other states. 2. Committee report should be widely circulated to allow citizens to react before committee finalizes report. 3. Bergen County school districts are carefully studying the problems related to reorganization.
Glen Rock (Mrs. Hobson)	1. Glen Rock studying reorganization. 2. Committee should release its report for study and then hold additional meetings.
Warren Township (Mr. Clark)	1. No State-wide plan would be appropriate for each district - a study would be required in each individual case. 2. Size is not as important as other factors.
Westwood Consolidated District (Mr. Grayson)	1. If a regional is operative would it receive the same incentive aid as newly formed regionals. 2. Size of district less important than other factors.
West Orange (Mr. Didick)	1. Supported concept of reorganization and need for reorganizing. 2. Urged 4,000 smallest to 10,000 largest.
Watchung (Mr. Childres)	1. Study committee must examine all ways of improving education.
GENERAL COMMENTS:	1. General agreement that quality education and equal educational opportunity for each child is imperative. 2. Need for committee to establish better lines of communication relative to its task. 3. Need for better publicity prior to holding meetings. 4. Need to consider releasing the Englehardt report. 5. Busing of children not popular. 6. Home rule - home control generally favored.

APPENDIX B

Pilot Study of School District Reorganization - State of New Jersey

(This material is quoted directly from the Engelhardt, Engelhardt and Leggett pilot study for the committee.)

IV

CHARACTERISTICS OF SUPERIOR SCHOOL SYSTEMS

Excellence in a school system is dependent upon many factors, not all of them tangible, and not all of equal importance.

For an independent opinion on excellence in school systems, county superintendents were asked to name the two systems in their counties which they felt were providing the finest educational programs. Regional high school districts were eliminated from consideration. It can be assumed that the school systems named represent some, though not all, of the best in the State. These systems were studied to determine what qualities they had in common and how they differed from the average.

Size K-12

Of the 27 superior school systems serving K-12, none had fewer than 1,000 students and only two had fewer than 2,000. Although 61 per cent of the K-12 systems in New Jersey had less than 4,000 students in 1965-66, only one-third of the superior school systems were in this size range. Forty per cent of the superior school systems had over 7,000 students, although only 22 per cent of the K-12 systems in the State are this size. Even in the range of 11,000 or more, where great size might be expected to present problems in achieving excellence, the percentage of superior school systems was somewhat higher than the percentage of systems that size in the State as a whole. The median for the 27 districts was in the 4,000 to 6,999 range.

It appears that the possibilities for excellence increase with size. In school districts with fewer than 4,000 students in K-12, excellence is less common though not unknown.

Size - Elementary School Grades

Not all of the superior systems maintained their own high schools. One had only K-6; five others had K-8. For a study of elementary school size, grade 6 was chosen. Over one-third of the superior school systems had 500 or more pupils in grade 6 in 1965-66, although only 9 per cent of all school systems in New Jersey had this many. Some superior systems did have small enrollments - two had fewer than 75 in grade 6, and 42 per cent had less than 250. In the State of New Jersey, however, 78 per cent of school systems serving grade 6 have fewer than 250 pupils in that grade; it is clear that small systems do not have their share of excellence.

The median for the 33 districts studied was in the 250-349 range, indicating an enrollment in K-6 of approximately 1,750 to 2,450.

Size - High School Grades

The superior school systems have even higher enrollments in grade 10, suggesting that, in high school grades, size is even more important for excellence. Here the median is in the 350-499 range, indicating an enrollment in grades 7-12 of approximately 2,100 to 3,000. Forty-four per cent of the superior schools have

over 500 students in grade 10; only 23 per cent of New Jersey school systems with K-12 have this many.

Finance

A study of these superior school districts would seem to indicate that excellence is no more expensive than mediocrity. The median cost per pupil for these districts was between $500 and $549 in 1965-66; the median for all districts in the State was the same. The median tax rate was $1.50 to $1.74; for all districts it was the same. These districts are not particularly wealthy: the median real estate value per pupil in average daily attendance was $34,000, while only 18 per cent of these superior districts had $45,000 or more, compared with 24 per cent in the State as a whole. Only when we consider school debt as a per cent of equalized valuation is there a significant variation: for 47 per cent of New Jersey districts, the school debt represents less than 2 per cent of valuation; only 17 per cent of the superior districts have debts so small. On the other hand, 23 per cent of the superior districts have debts in excess of 5 per cent, while only 11 per cent of New Jersey districts have debts so large.

Teaching Staff

The quality of a school's program is clearly related to the quality of its teachers. While this cannot be measured objectively, some assumptions can be made. Experience and professional training help the teacher do a better job. Higher salaries make it easier for a district to attract and hold good teachers. Small classes make it possible for the teacher to devote more time to individuals.

In the area of teaching experience, the superior districts do not vary significantly from the norm. In the State as a whole, the average teaching experience of the staff of the median district is 9 to 10 years; in the superior districts, it is 10 to 11 years. The superior districts do, however, have a higher percentage of teachers with advanced degrees; in the median of the superior districts, 25 to 29 per cent of the staff have master's degrees or better, while the median for all New Jersey districts is 15 to 19 per cent. Only a fourth of the superior districts have staffs on which less than 20 per cent of the teachers have advanced degrees; over half of all New Jersey districts are in this category.

The median teachers' salaries in these districts are slightly higher than in the State as a whole. The percentage of districts where the median is under $6,500 is much smaller in the superior districts than in the State.

The pupil-teacher ratio is also slightly better in the superior districts: only 21 per cent of the superior districts averaged 25 or more pupils per teacher, in contrast to 33 per cent in the State.

High School Program

What are the characteristics of the high school in the superior district? Regardless of grade organization, it tends to have a larger enrollment. Nineteen per cent of the superior districts had high school enrollments of 2,000 or more, while only 10 per cent of all districts in the State had enrollments that size. The median enrollment in high schools in the superior districts was 1,250 to 1,499; in the State, 1,000 to 1,249.

Clearly related to size of enrollment is the number of guidance counselors; it is not suprising that the median for the superior districts was slightly higher than for the State. For other special services personnel - such as remedial reading teachers, librarians, nurses - the median was the same as for the State, but 30 per cent of the superior districts had six or more such personnel while only 10 per cent of New Jersey districts had high schools with so many.

These high schools also offer more different courses in grades 9-12, indicating greater ability to meet the differing needs of students. Only 11 per cent of the high schools in superior districts had fewer than 80 courses, while 38 per cent of all New Jersey districts serving high school grades had no high school offering this many. The median for the State was 80 to 89; for the superior districts, 90 to 99.

Similarly, high schools in the superior districts are more adaptable to change, more willing or able to experiment with new methods and techniques in teaching. On the study of selected practices made by the Division of Secondary Education, 22 per cent of all high schools reporting had 20 or more of these practices, while 39 per cent of high schools in superior districts had 20 or more. The median for all high schools was 12 to 14, for high schools in superior districts, it was 15 to 19.

V.

CHARACTERISTICS OF INDIVIDUAL HIGH SCHOOLS

A separate study was made of all 264 senior high schools in New Jersey, a senior high school being, for purposes of this study, any school serving grade 12. This omitted junior high schools and some new high schools which had not yet included grade 12 in their program, but did include 7-12 schools as well as 9-12, 10-12, and one 11-12 school. Evening schools and strictly vocational schools were not included.

For each school, the following were tabulated:

Enrollment in grade 10 in October, 1966

Total number of different courses taught in that year in grades 9-12

Total number of "selected practices" employed in the school

Ratio of pupils (total enrollment) to teachers (total classroom teachers) in October, 1966

Percentage of teachers on staff holding master's degrees

For each county, the median figure in each category was obtained. From these, State medians were calculated. This method gives additional weight to counties with small enrollments and few high schools; in any one category more than half the schools in the State have scores at or better than the median. It should also be remembered that medians quoted in other chapters of this report were based on a

study of the best high school in each district, and not, as here, all high schools. Elsewhere, too, figures showing percentage of teachers with master's degrees are based on the entire staff of the school district and not, as here, of the individual high schools only.

These figures are shown in Table 5.

Table 5
NEW JERSEY HIGH SCHOOL MEDIANS
(Based on County Medians)

Category	Median
Size of grade 10	291
Number of courses	81
Number of selected practices	13
Pupils per teacher	19
Per cent of teachers holding master's degree	28

The schools were also classed by type of district. Of the 264 schools studied, 49 were regional high schools and 215 were high schools in districts maintaining a full program of elementary and secondary education. Of these, 19 were schools in large cities - Camden, Elizabeth, Jersey City, Newark, Paterson, and Trenton. These cities each had a population of over 100,000 in 1960, and these large city districts were studied separately from other K-12 districts.

Size

Size of school may or may not be in itself a measure of quality, although other research has shown that students from schools of at least moderate size tend to achieve more in school and earn better grades in college than do those from very small schools.* Size is, however, directly related to other factors. Of the seven high schools in New Jersey with fewer than 100 students in grade 10, none had as many as 81 courses (the median for the State). One scored above the median in selected practices, one in per cent of teachers with master's degrees, and one in both. The smallest school to score above the median in number of courses had 127 students in grade 10; the smallest school to score above the median in courses, selected practices, and per cent of teachers with master's degrees had 144 in grade 10. Both these schools are regional high schools.

Of 196 schools in K-12 districts, 93 or 47 per cent, had 291 or more students in grade 10. Twenty-four (49%) of the regional high schools had this many, and 18 of the city schools. In the upper quartile (403 or more in grade 10) were 56 (29%) of the K-12 schools, 12 (24%) of the regional high schools, and 16 (84%) of the city schools. Three schools (one city school and two K-12 schools) had over 1,000 in grade 10.

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* Oscar T. Jarvis, Harold W. Gertz, and Lester D. Stephens, Public School Business Administration and Finance: Effective Policies and Practices, Parker Publishing Company, Inc., West Nyack, New York, 1967, p.145 ff.

Pupil-Teacher Ratio

Educationally, a low pupil-teacher ratio is desirable. Since, however, teachers' salaries form a large part of the operating cost of a school, the school district must decide for itself how far it can and should go in reducing class size. For even the smallest school, there is a minimum number of teachers necessary for a program of even moderate variety, unless the gym teacher is to teach history, and the cooking teacher art. Here, the school with a large enrollment has a clear advantage: it can hire a sufficient number of specialists for a variety of programs and use these teachers in the fields in which they have been trained, without lowering the pupil-teacher ratio to the point where it is clearly uneconomical.

All but one of the high schools in New Jersey had fewer than 25 pupils per teacher. Some educators consider 20 or even fewer students per class an optimum situation. In any school, of course, some classes will be larger than average. Nearly all of the city schools, and about 40 per cent of both K-12 and regional high schools, have 19 or more students per teacher. Of this group, those which are also above the median in enrollment may very well be more efficient than others in the use of teaching staff. A score slightly above the median in these schools does not necessarily indicate any loss of educational values. The same cannot be said, however, for schools which, in spite of low enrollments, have high pupil-teacher ratios. These figures are shown in Table 6.

Table 6
COMPARISON OF SIZE AND PUPIL-TEACHER RATIO IN NEW JERSEY HIGH SCHOOLS

Category	Type of District: K-12 No.	K-12 Per Cent	Regional H.S. No.	Regional H.S. Per Cent	City* No.	City* Per Cent	Total No.	Total Per Cent
No. of schools	196		49		19		264	
No at or above median size - grade 10	93	47	24	49	18	95	136	52
No. at or above median in pupils per teacher**	79	40	20	41	18	95	117	44
No. at or above median in both	48	24	11	22	17	89	76	29
No. below median in size but at or above in pupil-teacher ratio	31	16	9	18	1	5	41	16

* Cities of over 100,000 population in 1960.
** Does not include three schools for which no figures could be obtained.

Courses

"Breadth of curriculum," the total number of high school courses taught, has been found to be the best measure of school quality.* Fifteen per cent of the K-12 schools, 18 per cent of the regional high schools, and 26 per cent of the city schools,

* ibid., p. 148

listed 100 or more courses. Five K-12 schools, 3 regional high schools, and 2 city schools had 120 or more.

There were also 40 K-12 schools (20 per cent of the total) with fewer than 70 courses; 6 (12%) of the regional high schools and 1 city school were also in this low group. Of these, the city school and 3 of the K-12 schools had less than 50 courses.

Selected Practices

Responses to the "selected practices" questionnaire were also tabulated as a measure of the alertness of the school, its willingness and ability to adapt to new educational ideas. Although 54 items were considered, the median of responses was only 13. Nevertheless, 10 K-12 schools and 4 regional high schools scored 25 or more. All city schools were below 25. There were 36 schools from which no questionnaires were received.

Master's Degrees

The percentage of teachers holding master's degrees is one measure of the quality of the teaching staff of a school. There were 25 K-12 schools, 8 regional high schools, and 1 city school in which the percentage was over 50. There were also 23 K-12 schools, 10 regional high schools, and 1 city school in which the percentage was less than 20.

Type of District

Table 7 shows, by type of district, the number of schools scoring at or above the State medians in courses, selected practices, and teachers with master's degrees. Also included is the number of schools displaying general excellence: above-median scores in all three categories. In variety of curriculum, the city schools are clearly ahead, probably because of size: all but one of the city schools are above the State median in grade 10 enrollment. In flexibility, as measured by selected practices, the K-12 districts have the highest percentage, while the city schools excel in percentage of teaching staff with advanced degrees. In general excellence, the percentages are very close.

Table 7
NUMBER OF NEW JERSEY HIGH SCHOOLS AT OR ABOVE STATE MEDIANS, BY TYPE OF DISTRICT

	Type of District							
	K-12		Regional H.S.		City*		Total	
Category	No.	Per Cent	No.	Per Cent	No.	Per Cent	No.	Per Cent
No of schools	196		49		19		264	
Courses	102	52	33	67	16	84	151	57
Selected practices	107	55	24	49	8	42	139	53
Teachers with master's degrees	132	67	27	55	17	89	176	67
All categories	52	27	14	29	4	21	70	27

* Cities of over 100,000 population in 1960

The relationship of size to excellence is evident when Table 7 is compared with Table 8, in which only those schools with 291 or more students in grade 10 are considered. All the percentages are higher, except in the city schools, where, of course, they are almost the same. In courses and in general excellence the K-12 schools and the regional high schools show a particularly marked gain.

Table 8
OF NEW JERSEY HIGH SCHOOLS AT OR ABOVE MEDIAN IN SIZE
NUMBER AT OR ABOVE MEDIAN IN OTHER CATEGORIES,
BY TYPE OF DISTRICT

	Type of District							
	K-12		Regional H.S.		City*		Total	
Category	No.	Per Cent	No.	Per Cent	No.	Per Cent	No.	Per Cent
No. of schools	93		24		18		135	
Courses	72	77	22	92	16	89	110	81
Selected practices	60	65	14	58	8	44	82	61
Teachers with master's degrees	66	71	16	67	16	89	98	73
All categories	39	42	10	42	4	22	53	39

* Cities of over 100,000 population in 1960.

When we consider only schools with an enrollment of 400 or more in grade 10, the K-12 schools show further gains. See Table 9. Large regional high schools and large city schools, on the other hand, are noticeably weaker in selected practices than are large K-12 schools. This probably accounts for the low percentages in general excellence shown by large regional and city schools.

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Table 9

OF NEW JERSEY HIGH SCHOOLS WITH OVER 400 STUDENTS IN GRADE 10, NUMBER AT OR ABOVE MEDIAN IN OTHER CATEGORIES, BY TYPE OF DISTRICT

Category	Type of District: K-12 No.	K-12 Per Cent	Regional H.S. No.	Regional H.S. Per Cent	City* No.	City* Per Cent	Total No.	Total Per Cent
No. of schools	56		12		16		84	
Courses	49	88	12	100	13	81	74	88
Selected practices	43	77	5	42	7	44	55	65
Teachers with master's degrees	40	71	8	67	15	94	63	75
All categories	30	54	3	25	3	19	35	42

* Cities of over 100,000 population in 1960.

Dropouts

For each school, cards listing dropouts were studied and the number classified as "voluntary" was tabulated. This was then compared with the school's enrollment in grades 10-12, since most voluntary dropouts occur in those grades, to obtain a dropout rate for each school.

There were 22 schools for which no voluntary dropouts at all were listed, and others for which the percentages obtained were extremely small.

As before, medians were obtained for each county and the State median of less than 4 per cent was obtained. As shown in Table 10, 39 per cent of the high

schools in New Jersey reported voluntary dropouts equal to at least 4 per cent of their enrollment. Most of the city schools were in this group. Nine out of the 14 schools with very high dropout rates (9 per cent or more) were city schools; the others were K-12 districts.

Table 10
NEW JERSEY HIGH SCHOOLS ABOVE MEDIAN
IN VOLUNTARY DROPOUTS

Item	Type of District						Total	
	K-12		Regional H. S.		City*			
	No.	Per Cent	No.	Per Cent	No.	Per Cent	No.	Per Cent
No. of schools	196		49		19		264	
Above median in dropouts	67	34	20	41	17	89	104	39

* Cities of over 100,000 population in 1960

City High Schools

Nineteen high schools in the six largest cities of the State were studied. Of these, 95 per cent were above the median in pupil-teacher ratio; 84 per cent were above the median in courses offered; 42 per cent were above the median in selected practices; 89 per cent were above the median in teachers with master's degrees; and 21 per cent were above the median in all of the last three categories.

City high schools are characterized by a high percentage of dropouts, a high teacher-pupil ratio, high diversification of curriculum, and a high percentage of teachers with master's degrees. They are somewhat below average in adaptability

as measured by selected practices. Enrollments in 1965-66 ranged from 15,000 to 78,000. Almost 15 per cent of the total public school population of the State was enrolled in schools in those 6 cities.

Only 1 of the 6 cities exceeded the State average in property value per pupil, and that same district was the only one that exceeded the State average in expenditures per pupil.

City school districts spend less of their total tax on schools than do other districts. The per cent of total tax spent on schools for all districts in the State was 58.6 in 1966, and for all districts over 5,000 pupils it was 50.8. This can be compared to a range of 26.2 to 40.7 per cent in the 6 large city districts. Only 2 city districts exceeded the State median in the equalized school tax rate, and yet all 6 cities exceeded the State median in total tax. This undoubtedly indicates the competition among city services for the tax dollar and the greater demand in the large cities for services other than schools. At the same time, it seems clear that the need for broader and more intensive educational programs may be greatest in the cities, if the needs of all children with their diversity of background, ability, and motivation are to be met. Compensatory education for disadvantaged children in cities requires above-average expenditures to provide for education of three- and four-year olds, remedial services, enriched programs, and so on. It is apparent that, under the present organization, city school districts are limited in their ability to provide such services.

It appears from these data that very intensive study is necessary in each of the cities to determine the most appropriate method of organizing and financing schools. Such a study should consider the values which might grow out of the reorganization of the city system into smaller districts. With such districts, consideration should be given to providing each school district with power of taxation, thereby separating the school tax from the total city tax and offering the people more opportunity to decide how much they would like to spend on education. The need for State equalization aid in the cities is also clear.

APPENDIX C

EDUCATION PROFILE

for

The Committee to study next steps

of Regionalization and Consolidation

in the School Districts of New Jersey

June, 1967

Material for this report was submitted by many individuals in the State Department of Education. Special acknowledgement is made to the Committee who organized and prepared the report. Members of this Committee were:

Mr. Frank Cole

Miss Emolyn Sheninger

Mr. Carl Swanson

Miss Ann Tantum

Miss Ann Hoppock and Mr. William Warner gave valuable advice to the work of the committee.

Robert S. Fleming
Assistant Commissioner

June 15, 1967

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INTRODUCTION

This document was prepared at the request of the Committee on School District Reorganization. Its purpose is to present a working model of the kind of teaching-learning conditions which must be present if children and young people are to learn well.

To present a fairly specific picture of these teaching-learning conditions, and so to make cost estimates possible, the writers have presented specific standards regarding staff, space, etc. It should be understood that these figures are not intended as a prescription. School districts are different in their particular needs and in their ideas about such matters as staff and space utilization. It is therefore recommended that the specific data be regarded as a model only subject to local modification.

Part I, The Setting, gives the framework within which educational programs are conceived. It is the responsibility of the local school unit to assess educational needs, establish purposes to be achieved, evolve a basic curriculum design, establish instructional procedures, assemble appropriate instructional materials and resources. Such activities involving administrative and instructional personnel form the basis for school policies and administrative decisions.

Part II, The Educational Program establishes a basic series of curriculum areas through which the curriculum flows or is carried out. These areas must be interrelated; they must not be conceived as ends within themselves. Each area contributes to many intangible areas of purpose such as thinking, creativity, feelings of adequacy and citizenship.

Part III, Personnel, concerns professional and non-professional staff needs. Part IV Instructional Materials has to do with materials and Resources and Part V Educational Facilities with facilities needed, school site and space. Part VI, Cost Estimates is to be prepared by the Business Division.

PART I. THE SETTING

Each school district in New Jersey should seek to provide the best education possible for every child and youth (Pre-Kindergarten - 12). It is recognized that each individual has specific physical, mental, social and emotional characteristics which affect his learning and growth. The school continues to be the major agency charged with facilitating intellectual development, physical maturity and social and emotional adjustment, however, it is recognized that this is a shared responsibility with the home and community agencies. Continued effort is needed in improving and coordinating school-home-community communication and relationships.

As decisions are made about the administration and program of a school, a variety of factors need to be considered. Such considerations are basic and serve as a prerequisite for quality. Among these factors are the following:

1. Basic goals or objectives

Organization, administration and program are reflections of purpose. Each school unit has a primary and continuing responsibility to formulate and specify educational objectives (goals, aims, purposes) to be achieved. These objectives should reflect our wisest aspirations for the work of the school in a democratic society. Such purposes must be grounded in the basic concept that every child has worth and potential.

Schools need constantly to be collecting data about their students, their needs, problems, successes and characteristics. Such information has great use in helping the faculty and administration constantly to focus on the question, "What are we trying to do?" Also all evaluation grows out of goals or purpose.

2. Administration

The administration of a school exists to facilitate and serve a sound instructional program. The school board functions as a policy determining body and is responsible to the public for the work of the school. Administrative responsibilities include the provision for the procurement, organization and work of staff as well as for program development, evaluation and interpretation.

3. School Organization

A public school district has the responsibility to provide a unified, broad, educational program appropriate for the pre-kindergarten through high school age, and also to provide for parent and adult education.

All the people of the school district through its Board of Education should have opportunities to understand the educational program and to participate appropriately in decision making.

The plan of organization for the elementary and secondary schools of the district must be kept flexible in order to be appropriate for the children and for the instructional program offered. Since there is no evidence to prove that any one organization is uniquely better than another, each district must continue to study the research data (results) available and appropriately adjust the school organization to meet the needs of the students and to fulfill local purposes.

The prevailing opinion among educators regarding desirable size of schools supports elementary schools of approximately 500 pupils, the middle or junior high school - 750 pupils and high schools of between 1,000 and 1,500 pupils.

In order to provide the necessary instruction needed by each pupil, the maximum class size should be 25 pupils except pre-kindergarten and special education classes which should not exceed 10 or 15 pupils.

4. School Staff and In-Service Growth

A competent, highly qualified staff with diversified abilities is necessary. Effort will be made to provide for continuous evaluation of staff and of staff needs and for the development of in-service programs.

The education of professional workers never ends. In-Service activities should reflect actual and expressed needs of teachers. Hence this might consist of a variety of activities including conferences, workshops, school self-studies, directed inter-school visitation, research and experimentation and development of curriculum materials. The time, cost and materials shall be provided by the district for this program.

5. Curriculum

The curriculum of a school must be meaningful, practical, vital and up-to-date. The faculty of each school participates in planning and implementing a broad, meaningful and flexible curriculum adapted to the changing needs of children. Diversity of curriculum experiences and method is necessary in order to meet the wide range of learning needs that exist within any group of children and youth. Provision for the extension of learning experiences for all children beyond the classroom must be provided through the use of field trips and all available community resources in the area. A variety of the auxiliary services for children are needed.

6. Materials, Equipment and Facilities

In order to have a balanced curriculum, a variety of instructional materials are required. Provision must be made for adequate facilities within the school plant to make possible the balanced curriculum and opportunities for children to learn in many ways. All children must have opportunity to make appropriate use of all school facilities and materials.

The school places emphasis on active learning through investigating, discovering, exploring, interpreting, acquiring or assessing data and information from a variety of sources (such as books, films, trips, resource people, television, radio, etc.). The instructional materials, equipment and facilities provided must help implement the curriculum but not dictate it. Such materials and media must be continuously studied and evaluated.

7. Exceptional Children

Each pupil is exceptional to some degree. The school recognizes this range of individual needs among its pupils and must provide a program to meet needs of all children and youth including those with extreme physical and mental differences.

In order to provide an up-to-date educational program, the staff needs time to study with materials and guidance. They also need opportunities to review research findings and to conduct appropriate studies concerning the needs of children including, for instance, the educationally disadvantaged and the child of the agricultural migrant.

8. Articulation

A smooth and effective transition from one year to another during the child's pre-kindergarten-12 experience is essential for continuous learning. Since there is great population mobility, provision for orientation and adjustment to new schools is needed. Also, articulation is needed in terms of inter-relationships among content areas.

9. Evaluation and Its Use

The fundamental purpose of evaluation is to make available to parents, teachers and students information concerning the progress of children, their learning and growth as a basis for planning ways to improve learning. Evaluation should be used to assess the interest, strengths, and unmet needs of each child in order to plan an appropriate curriculum. Appropriate records are needed for this purpose. It is out of this setting that the basic design for education within a school district in New Jersey emerges. The school unit through its Board of Education, Administration and staff establish, house, operate and evaluate the school. Out of such a setting comes specific decisions concerning program, staff, facilities and materials which in turn help establish the budget.

Part II, Educational Program

Each school district has the responsibility to develop a comprehensive educational program which reflects basic purposes. Such a program is the vehicle through which young people develop in such areas as:

1. positive self-concept
2. skills and understandings of communications, numerical computation and of the physical and social world
3. cognitive skills and behavior which encourage creativity and analytical thinking
4. aesthetic and cultural sensitivity and appreciations
5. ethical values
6. sound mental and physical health
7. occupational skills
8. responsible citizenship

Continuity, coordination and interrelatedness are important ingredients in an effective and well planned elementary and secondary educational program enabling students to progress smoothly from school to school, level to level, course to course.

Learning in an instructional area should be related to the skills and understandings of other instructional areas whenever feasible. However the curriculum is organized emphasis should be placed on vital problems and concerns of young people as well as content. Students should be assisted in perceiving and developing relationships in the content of different subject areas.

English - Language Arts

Language arts can be characterized as providing opportunities for students in reading, listening, and in oral and written expression with concomitant learnings such as thinking, value development, feelings and cultural appreciation. Such experiences also lead to greater competency in self-expression and understanding of the individual's role and responsibilities in society. There are many potential themes which may be useful in planning for instruction including "family life," "courage," "work," "decisions," adventures." Language arts instruction for all students also makes use of real or vicarious experiences and emphasizes active participation.

Social Studies

In social studies the student is involved in the study of man and his interaction with social and physical environment in the past, present and emerging future. Instruction is aimed toward helping each student develop and use desirable social attitudes and appropriate human relationships, appropriate values and skills of critical thinking and problem solving, and understandings, attitudes and skills of responsible, effective, intelligent citizens in our democracy.

The content of the social studies will include the areas of history, government, sociology, geography, economics, citizenship, and anthropology.

Science

The study of science develops the student's understanding of his natural and physical environment and his relationship to it. Instruction should give direction to the discovery of relationships in all the various disciplines of science, under-

standing of basic principles and concepts, development of a scientific attitude, discovery of new interests, and understanding of man's dependence upon natural resources and the need for their conservation.

A variety of courses in physical, life and earth-space sciences should be made a part of the instructional program for all children.

Mathematics

Instruction in basic computational skills and understandings of mathematical concepts characterizes the mathematics program for all grade levels. Mathematics topics should be interrelated and developed sequentially and spirally throughout the grades. Instructional techniques should equip students to cope with increasingly complex problems by teaching the methods of mathematical thinking. Mathematical problems should be related to everyday experiences and needs of children.

The Arts

The arts program is an integral part of the curriculum for all children and youth. It shall include instruction in the visual arts, music, dance (or movement education), drama, as well as the literary arts. Instruction should relate the arts to all aspects of life and school life and the program should include classroom and co-curricular opportunities in all of these areas.

Arts education strives to develop aesthetic sensitivity, creativity and self-expression, sensory acuity, and skills related to participation in and understanding the arts. An important aspect of arts education is concerned with developing the ability to intelligently discuss the arts.

Art instruction should involve the pupils in a variety of two and three dimensional media emphasizing use of the art elements of line, color, shape, space and texture. Emphasis is upon individual interpretation and expression guided by increasingly perceptive seeing and design sensitivity.

Music instruction should provide expanding musical experiences to help each child enjoy music and to develop skills and appreciations in listening, singing, using instruments, and creating. Instruction in musical skills should follow much experimental improvisatory work.

Movement education should help young people to develop an awareness of (1) self in the physical environment, (2) the body and its capabilities, and (3) the components of physical movement. Such awareness is developed through exploration and problem-solving experiences. Games, dance, gymnastics and sports with movement emphases are a desirable part of the curriculum. An increased awareness to rhythms, sounds, feelings, numbers, word meanings, and forms may be promoted through movement education experiences and related to dance, art, language arts, arithmetic, social studies, nature, study, music, and physical education.

The use of dramatics, in its many variations, provides unusual opportunities for assisting young people in self-realization. Improvisation, role-playing, creative dramatics, acting, and creative dramatic writing can provide learning experiences for many curriculum areas.

Health, Safety and Physical Education

The aim of health, safety and physical education instruction in the elementary and secondary school is to help all students acquire information, develop skills, understandings and attitudes to increase their capacity to live a richer, fuller and more productive life, to heighten their academic achievement, broaden their emotional adaptability, to increase their physical fitness and intensify their inner appreciations. The program in health, safety and physical education should provide for safe and healthful living experiences and for the identification and satisfaction of individual needs. Appropriate health, safety and physical education instruction should be a part of the planned, sequential program.

Special emphasis in health and safety include new emphasis on nutrition, community health and sanitation, consumer health, stimulants and depressants and education for family living, including sex education.

Foreign Language

Modern and classical foreign language instruction develops skills and understandings in listening, speaking, reading, and writing for many students. Learning activities should be related to and draw upon the experiences of children and should develop and extend their social understandings, aesthetic and cultural sensitivity and appreciations.

Occupational Education

Instruction in occupational education develops skills, attitudes and understandings essential to healthful and happy family life, worthy use of leisure time and preparation for employment.

A comprehensive program consists of classroom instruction and vocational-technical training opportunities available to all students. Exploratory student-centered opportunities such as homemaking, industrial arts, and vocational information should be available to upper elementary age children. Secondary school students should be able to select specific courses according to needs, interests, and aptitudes from a wide variety of offerings.

Co-curricular activities

The educational program of every student, in addition to the instructional program, should include opportunities in some activities of special interest to explore and further develop talents, interests and needs, with emphasis on developing and promoting worthy use of leisure time.

Special Education

Special Education is a program to provide instructional services to those children who have been classified as having physical, social, emotional and intellectual disabilities. This may be done through special classes or supplemental instruction.

Class size is limited in accordance with the disability involved and in order to facilitate an individualized program of instruction. Although the programs have both academic and behavioral goals that are similar to that of the general school population the specific purpose of special education is to ameliorate the learning difficulities to the fullest extent possible.

Special education is mandated under law to provide for handicapped children.

Early Childhood Education

Increasingly, the importance of early childhood education is being recognized. It is now deemed essential that curriculum

planning begin with young children. Research places an emphasis on the importance of a variety of experiences which will facilitate the growth of children in many ways. Young children need opportunities to explore, test and actively become involved in many first-hand experiences, which will lead them to find new meanings in home-school-community and the ever widening world of people, places and things. Such experiences will make possible the development and integration of intellectual, attitudinal, physical, social and emotional factors.

Articulated programs for the youngest with the entire educational system will help foster education from nursery through graduate school with continuity, balance and relevance.

Part III - Personnel

The quality of education is determined largely by the competence of the staff. A modern curriculum cannot operate without sufficient numbers of qualified personnel. Schools require a staff of teachers supported by professional and non-professional people. The composition of such personnel varies according to such factors as the educational level of the school and the amount and kind of educational disabilities present among the pupils who attend the school. In a school with a large proportion of boys and girls who are educationally disadvantaged, there may be a need for additional pupil personnel services and smaller class sizes.

The modern school program requires the specialized abilities of many people bringing different skills and insights together into a coordinated operation aimed at helping each child develop to the full extent of his capacities.

Although it is not desirable here to prescribe a particular staff/pupil ratio for school districts because of the numerous local variations among pupils, the following lists provide some useful guidelines in developing staffs for comprehensive educational programs in the elementary and secondary schools.

Central Staffing Responsibilities

The particular organization for administrative and supervisory services and for the activities of the Board Secretary are determined locally. However, in order to provide for the Business

Instructional, Personnel and Special Services functions administrative assistance is required. This is usually in the form of Assistants to the Superintendent of Schools. Such individuals work as a part of the leadership team and carry out major administrative activities.

Working closely with the Superintendent and his Assistants is a core of "coordinators" or "directors" who work within a particular area of responsibility. Included in this category individuals such as:

Coordinator of instructional materials

Coordinator of vocational and technical education

Coordinator of special education

Coordinator of food services

Coordinator of outdoor education

Coordinator of research and data processing

The special education program is one requiring extensive staff to serve all units within the system. Since many of the services are part-time, special arrangements must be made. The administration of the school must have budget resources to provide for staff, such as:

Physician
Dentist
School Psychologist
Medical Examiners
School Social Worker (Visiting Teacher)
Learning Disabilities Specialist
Special Supplemental Instruction Teachers
Speech Correctionist
School Physical Therapist
School Occupational Therapist
School Attendance Officer
Home Instruction Teacher

Central Administration

The Central Administration must include such full-time personnel as:

Superintendent of Schools	1
Assistant Superintendents Business Instruction Special Services	3
Coordinators or Directors	6
Special Education	5-10 as needed

Elementary School Staff

It is assumed that a 500 pupil school is an effective administrative unit. Such a unit requires the following personnel:

Staff: Administration - Supervision

Principal	1	
Supervisor of Elementary Education	1	
Instructional Materials Specialists (Librarian-AV Communications)	2	
Nurse	1	
Total		5

Staff: Instruction

Teachers

Pre-kindergarten	4	
Kindergarten	4	
Special education	3	35
Other teachers	24	
Art	1	
Music	1½	
Physical education	1	5½
Home economics	1	
Industrial arts	1	
Total		40½

Supporting Personnel, such as

Non-instructional aides
Clerical personnel
Custodial personnel
Cafeteria personnel
Transportation personnel

Junior High or Middle School (grades 7-9, 5-8 or 6-8)

If the school is organized on a unit of 750 children the following staff are needed:

Administration - Supervision Staff		
Principal	1	
Assistant Principal	1	
Guidance Counselors	3	
Nurse	1	
Instructional Materials Specialists (Librarian-AV Communications)	2	
Total		8
Instructional Staff		
Teachers	41	
Art Teachers	2	
Music Teachers	2	
Industrial Arts Teachers	2	
Home Economics Teachers	2	
Health, Safety and Physical Education Teachers	3	
Special Education Teachers	3	
Total		55

Supporting Personnel, such as

Non-instructional aides
Clerical personnel
Custodial personnel
Cafeterial personnel
Transportation personnel

Senior High (grades 10-12, 9-12)

If the school is organized on a unit of 1000 children the following staff are needed:

Administration - Supervision Staff

Principal	1	
Assistant or Vice-Principals	2	
Director of Guidance	1	
Guidance Counselors	4	
Instructional Materials Specialist (Librarian-AV Communications)	3	
Nurse	1	
Total		12

Instructional Staff

Teachers (including Department Heads and Supervisors)	56	
Art Teachers	2	
Music Teachers	3	
Industrial Arts	4	
Vocational Teachers (Girls)	1	
Vocational Teachers (Boys)	1	
Home Economics	4	
Health, Safety and Physical Education Teachers	4	
Driver Education Teachers	2	
Special Education Teachers	6	
Total		83

Supporting Personnel, such as

Non-instructional
Clerical personnel
Custodial personnel
Cafeteria personnel
Transportation personnel

Part IV - Instructional Materials

Students need to use a variety of instructional resources. Learning is stimulated by the availability and use of a variety of materials including recordings, pictures, objects of all types, tools and equipment, as well as a wide selection of books and other publications.

Excessive reliance on the textbook in teaching tends to discourage intellectual skepticism and curiosity. A "multi-media" approach to teaching brings the learners into contact with a number of direct as well as vicarious experiences. It encourages them to make perceptive observations of their own, to interpret the observations of others, and also to distinguish between evidence and opinion.

Instructional resources include the teacher and textbooks (where applicable), and the many kinds of auxiliary materials which should be in the classroom, the instructional materials center, and in the community beyond the walls of the school.

Each instructional area should have a functional resource center supplied with specialized references and a variety of accessible books, paperback books and other low cost semi-expendible reading materials for a variety of reading ability and interest levels. Also accessible, should be audio-visual materials and equipment such as 16 mm projectors, slide and filmstrip projector,

8 mm loop film projector, overhead projectors, tape recorders, record players, television receivers, duplicating services, and other mechanical devices which help to extend the resources of the classroom. In addition to publications and audio-visual materials, the classroom may contain materials such as paints, paper, lumber, transits, blocks, lenses and an unlimited variety of objects and things which vary with the subjects and educational level.

A resourceful teacher also leads the pupils to relate all learning to matters beyond the classroom. This implies an extension of the classroom to the pupil's own everyday lives, to the community and to the world. The school must bring the community into the classroom and take the pupils out into the community by means of educational trips.

A resource oriented environment has instructional implications in which laboratory experiences are an integral part of learning in all fields of study. Learners should deal first-hand with the tools and materials of industry, the arts, science, etc., at a level related to their maturity and experience. The learning process is most complete when there is direct involvement physically and intellectually with the elements of the subject being studied.

The Instructional Materials Center

The program of the instructional materials center must give adequate service to students and faculty in the selection and use of the materials, must provide, in sufficient abundance, the

printed and audio-visual resources necessary for effective teaching and learning and must function as an educational force within the school.

The instructional materials center should include a well-stocked and up-to-date library, a collection of films, tapes, programmed learning units, files of visual materials and the space and furniture for individuals and various sized groups to use these resources in appropriate ways. All reference publications and audio-visual materials should be catalogued through the instructional materials center.

Recommended Instructional Materials for Elementary and Secondary Instructional Materials Centers

MATERIALS FOR STUDENT USE	ELEMENTARY Based on 500 pupils	MINIMUM QUANTITIES OF MATERIALS JUNIOR HIGH SCHOOL Based on 1,000	HIGH SCHOOL Based on 1,000
Books	(1) 6,000 Volumes	(2) 10,000 Vol.	(3) 10,000 Vol.
Periodicals	25	70	120
Newspapers		3-6	3-6
Encyclopedias	1 set per year	1 set for each grade level	2 sets per grade level
Pamphlet File Material	$50-$100. Exp.	$100-200 Exp.	$100-200 Exp.
Picture File Material	$100. Exp.	$100 Exp.	$100 Exp.
Maintenance Budget for books	$4-6 per pupil	$4-6 per pupil	$4-6 per pupil
(4) Audio-Visual materials and equipment *			
FOR STAFF USE			
Books	200-100	200-1000	200-1000
Periodicals	25-50	25-50	25-50

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(1) Basic collection purchased under capital outlay
Approximate cost - $18,000 - $21,000 over a period of 3 years.
(2) Approximate cost $25,000 over a period of 3 years.
(3) Approximate cost $30,000 over a period of 3 years.
(4) A-V Tips, Department of Education of New Jersey, Vol. 14, No. 1 Fall, 1965.

Part V - Educational Facilities

The School Site

The size of any elementary and secondary school site should be determined largely by the age of the student population, the nature and scope of the contemplated educational program and the ultimate predicted student enrollment. The size of the school site varies in accordance with the school organization, the program needs and in terms of development of the district. The following standards for school sites must be taken as minimums.[1]

Organizational Pattern including grades N-6, N-4, N-8. Ten acres plus an additional acre for each 100 pupils of predicted ultimate maximum enrollment. Example: An elementary school of 500 pupils would have a site of 15 acres.

Organizational Pattern including grades 5-8, 7-9, 6-8. Twenty acres plus an additional acre for each 100 pupils of predicted maximum enrollment.

Organizational Pattern including grades 10-12, 9-12. Thirty acres plus an additional acre for each 100 pupils of predicted maximum enrollment.

The school site should also have developed outdoor space with freedom from hazards for:

(1) separate physical education areas for pre-kindergarten,

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[1] Guide for School House Planning and Construction, State Board of Education, N. J., 1969.

kindergarten, primary and intermediate ages or a well-balanced program of physical education for the secondary school students.

(2) parking for staff and visitors.

(3) school bus loading and unloading area.

(4) attractive landscaping.

The School Building

A school building is erected to house an educational program and, therefore, should be planned from the program to the structure. The specific facilities will vary depending on educational needs, teaching and learning techniques, organizational plans, setting, class size, etc. of the school district. The school plant should be considered an instrument of great value in facilitating and making effective the type of educational program desired.

Educational programs require space, appropriate furnishings and equipment. Teaching areas, if they are to encourage multi-dimensional learning activities, must be large enough to permit the pupils to be arranged and rearranged without disrupting other pupils. The facilities must also be equipped to utilize ancillary instructional media, to be conducive to the display of exhibit materials, pupils' work and to allow for the storage of supplies and pupils' projects.

In addition to the regular instructional areas such as classrooms, gymnasiums, instructional materials centers, and laboratories, secondary school facilities should provide ample spaces for large and small group instruction and for student activities. Consideration should also be given to providing central television and AM-FM radio antennas with service outlets to each instructional room. Consideration may also be given to the provision of swimming pool, planetarium and observatory.

RECOMMENDED SCHOOL FACILITIES: 500 - 565 PUPILS' ORGANIZATIONAL PATTERN INCLUDING GRADES N-6, N-8, N-4

Rec. Units	Facilities	Unit Capacity Ranges	Square Foot Ranges	Total Capacity Ranges
	Classroom Facilities			
4	Pre-Kindergarten [2-3]	15-20	700-1000	60-80
3	Kindergarten[2-3]	20-25	1200-1500	60-75
9	Grades 1-3	20-25	900-1200	180-225
9	Grades 4-6	20-25	800-1000	180-225
3	Special Education[4]	10-15	1000-1500	30-40
	TOTALS:			510-645
	Central Facilities			
1	Instructional Materials Center		2000-4000	
1	Cafetorium including Faculty Dining Area		2500-3000	
1	Gymnasium (1 station)		3500-4500	
1	Swimming Pool		3000-4000	
1	Administrative Suite		1000-1500	
1	Supervisory Suite (Guidance)		400- 600	
1	Health Clinic		600- 900	
1	Home Economics		1400-2000	
1	Industrial Arts		1400-2000	
1	Fine Arts		1200-1500	
1	Music		1200-1500	
1	Science		1200-1500	
1	Performing Arts Center			
1	Faculty Room (Adjacent to Instr. Mat. Center)			
1	Special Services Suite[5]			
	Miscellaneous[6]			

1 Number of facilities depends upon the age of the children to be served and the program to be provided.

2 The length of school day for the pre-kindergarten and kindergarten child varies. Some children need to attend school for a full day while others need a half day at school. The facilities indicate the use of a classroom unit by one class for either the full day or half day session.

3 Teaching 50 pupils per day provides limits upon the educational program for children and their parents, therefore, pre-kindergarten and kindergarten teachers should teach only one class of children regardless of the length of the school day.

4 Facilities will vary with the type of Special Education.

5 Remedial reading, speech therapy, psychological services, etc.

6 Includes janitors' closets, pupil and faculty toilet rooms, storage, utility and maintenance areas, corridors and lounge.

RECOMMENDED SCHOOL FACILITIES: 500-800 PUPILS' ORGANIZATIONAL PATTERN INCLUDING GRADES 5-8, 7-9, 6-8

Rec. Units	Facilities	Unit Capacity Range	Square Foot Ranges	Total Capacity Ranges
24	Classrooms	20-25	700-900	480-600
3	Science Rooms	20-24	1200-1500	60-72
1	Gymnasium (2 Stations)	20-24	7500-10,000	40-48
1	Swimming Pool			
1	General Wood Shop	20-24	1800-2250	20-24
1	Metal Shop	20-24	1800-2250	20-24
2	Home Economics	20-24	1100-1350	40-48
1	Typing Room	20-30	900-1050	20-30
2	Music Rooms	20-40	1000-1400	40-80
2	Fine Arts Room	20-24	1200-1400	40-48
3	Special Education 2 Rooms	10-15	1000-1500	30-45
1	Instructional Materials Center		3000-5000	
1	Cafeteria including faculty dining area		3500-4000	
1	Admin. Suite		1000-1200	
1	Guidance Suite		800-1000	
1	Health Clinic		700-1000	
1	Faculty Work Suite			
1	Special Service Suite 3		800-1200	
1	Student Activity Room 4			
	Research Rooms			
1	Divisible Auditorium		6500-8000	
1	Greenhouse			
	Miscellaneous 5			

1. Number of facilities depends upon the numbers and age of the children to be served and the program to be provided.
2. Facilities will vary with the type of Special Education.
3. Remedial reading, speech therapy, psychological services.
4. Student gov't., publications, committee and class officers conferences.
5. Includes janitors' closets, pupil-faculty toilet rooms, storage, utility and maintenance areas, corridors and lounge.

RECOMMENDED SCHOOL FACILITIES: 1,000-1,500 PUPILS' ORGANIZATIONAL PATTERN
INCLUDING GRADES 10-12, 9-12

Rec. Units	Facilities	Unit Capacity Ranges	Square Foot Ranges	Total Capacity Minimum Units
16	Academic Classrooms	20-25	780-900	320-400
1	Chemistry Laboratory	20-24	1200-1500	20-24
1	Physics Laboratory	20-24	1200-1500	20-24
1	Biology Laboratory	20-24	1200-1500	20-24
2	General Science Labs	20-24	1000-1200	40-48
1	Double Station Gym	40-80	8232-9540	40-80
1	Auxiliary Gym	20-20	2400-3000	20-20
1	Swimming Pool			
2-3	Industrial Occupations Shops	20-24	2800-4000	40-48
2	Typing	20-30	900-1050	40-60
1	Bookkeeping	20-25	900-1050	20-25
2	Office Machines	20-24	900-1050	40-48
1	Office Practice	20-24	900-1050	20-24
1	Distributive Education	15-20	1000-1200	15-20
1	Vocational Education	20-25	780-900	20-25
1	Stenography	20-25	840-1000	20-25
1	Mechanical Drawing	20-24	1350-1500	20-24
2	Fine Arts	20-24	1200-1500	40-48
2	Music (choral and instr.)	20-40	1200-1600	40-80
2	Health and Driver Ed.	20-25	840-1000	40-50
2-3	Home Economics Labs	20-24	1350-2000	40-48
1-2	Large Group Instr.	120	2000-2400	120
6-12	Small Group Instr.	6-8	120-200	36-72
1	Photo Lab.			
1	Greenhouse			
1	Planetarium			
1	Observatory			
1-3	Voc. Shops/Laboratories			
4-6	Research Rooms			
1	Cafeteria and Kitchen		5000-6000	
1	Faculty Dining Room			
1	Learning Materials Center (Inc. independent study carrels)		5000 and up	
1	Faculty Work Suite		1000-2000	
1	Guidance Suite		1000-1500	
1	Administrative Suite		1500-2000	
1	Student Activities Room		800-1000	
1	Publications Room		780-1200	
1	Health Clinic		1000-1200	
1	Special Service Suite		800-2000	
1	3-Station Divisible Aud.		8000-10,000	
	Miscellaneous			

Part VI Cost Estimates

Request has been made to the Business Division of the New Jersey State Department of Education to translate this report into cost estimates.

Part VII, Summary Statement

This report was prepared in response to a request to the Department of Education by the Committee to Study the Next Steps of Regionalization and Consolidation in the School Districts of New Jersey. The Department was asked to prepare a profile of elementary and secondary education which is adequately designed to meet the educational needs of all of the children of all of the people in New Jersey. Consequently, the problem was not viewed in terms of existing financial and organizational limitations, but instead was viewed in terms of desirable program and supporting personnel services, materials and facilities.

Many of the recommendations may at first appear prescriptive, however, this is not the intent. The Department of Education has consistently opposed prescriptive regulations, which it believes tend to frustrate local initiative and optimum educational programming. Models do appear in this report. They are, however, offered as instruments to help determine appropriate kinds of services and offerings and for estimating costs. They have been carefully designed based on the best advice available relative to the various elements of the educational structure. But, the individual characteristics of the pupil populations and the communities in which they live should determine how these models are interpreted.

SUMMARY OF RECOMMENDATIONS

1. The organization of the school district should provide the citizens of every community through their representation on

the Board of Education with appropriate participation in decision making and share in the responsibility for the operation of a complete elementary and secondary education program (Pre-Kindergarten - Grade 12).

2. There is no school organizational pattern which is uniquely superior to all others. School grouping patterns such as, 6-3-3, 8-4, 4-4-4, etc., are now operating in New Jersey and local conditions have been the primary determinant regarding the suitability of one pattern over the others.

3. Each school should provide a comprehensive educational program. The education of all elementary pupils should include instruction in:

language-communication skills	music
mathematics	literature
science	dance
social studies	dramatics
health	home and family living
physical education	shop
art	occupational and career education

Secondary school pupils should have the opportunity, through careful counseling, to attain extra emphasis in these programs in any of these areas according to their talents, interests, and vocational aspirations. Such instruction should seek to develop understanding, skills, attitudes, and behavior consonant with the responsibilities of American citizenship, and the maximum development of each individual.

4. Fragmentation of learning and the separation of subject-matter is contrary to the natural inter-relatedness of most knowledge. Pupils must be assisted in seeing the relationships between such things as science and art and morals, as well as between the various aspects of each discipline. The program and organization should facilitate continuity from grade to grade and from subject to subject.
5. A comprehensive program must be flexible and meaningful to each pupil. This requires sufficient financial provision i.e., for staffing, facilities, equipment, materials, and for extension of learning experiences through co-curricular opportunities and field trips.
6. Excellent school programs do exist in schools of all sizes, however, conditions for optimum effectiveness are present in elementary schools of approximately 500 pupils, intermediate or junior high schools of about 750 pupils, and in high schools of between 1,000 and 1,500 pupils.
7. Class size normally should not exceed 25 pupils. In pre-kindergarten, special education and other highly individualized programs, classes should not exceed 15 pupils.
8. Change is continuous, both in the nature of the pupils in a given school and in the nature of things to be learned. It is, therefore, incumbent upon each school to continually assess its effectiveness and to explore means of improvement. Time and funds should be provided for the staff to be involved in exploration and innovation as part of the curriculum improvement

program.

9. Where there are socio-economic conditions which severly handicap the pupil's achievement and growth, there is a need for additional resources, services and personnel. Where educational disabilities are school-wide, a much more intensive effort is required to fully educate the children.

10. Children should not be penalized in the opportunities made available to them due to the adverse financial character of the community in which they live. All children, regardless of background or handicap, should have the opportunity to develop to the full extent of their potential ability.