

ANNUAL REPORT 1980-1981

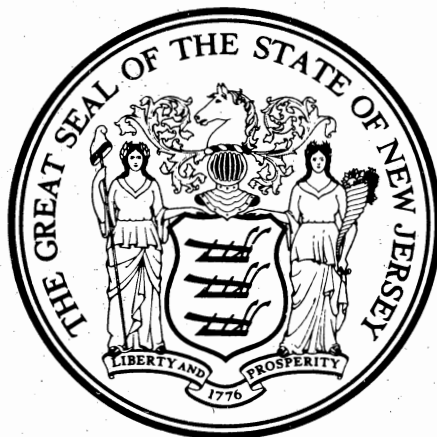
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**NEW JERSEY
STATE DEPARTMENT OF EDUCATION**





ANNUAL REPORT
OF THE
NEW JERSEY STATE DEPARTMENT OF EDUCATION
1980-1981



Thomas H. Kean
Governor

Fred G. Burke
Commissioner of Education

March 1982

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Preface

This document is the annual report of the Commissioner of Education for the fiscal year beginning July 1, 1980, and ending June 30, 1981, fulfilling the requirements of NJSA 18A:4-40, 18A:7A-11, and 52:14-18.

This report is organized into three major chapters: the commissioner's message; an overview of statewide educational issues; and a description of departmental operations. The report concludes with an appendix of selected statistics and a bibliography.

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Table of Contents

	<u>Page</u>
State Board of Education.....	ii
Preface.....	iii
Acknowledgements.....	iv
Tables and Charts.....	vi
I <u>MESSAGE FROM THE COMMISSIONER</u>	1
II <u>MAJOR EDUCATIONAL ISSUES OF 1980-81</u>	3
1 Special Concerns	
State Testing Program: Minimum Basic Skills.....	3
Paperwork.....	4
Mandates and T&E.....	6
Societal Concerns Within the Schools.....	8
Family Life Education.....	8
Drug and Alcohol Abuse.....	9
Violence and Vandalism.....	10
Federal Budget Cuts and Education Block Grants.....	12
2 School Finance	
Finances.....	13
Budget Caps.....	19
Facilities.....	20
Schools and Energy.....	22
Asbestos in Schools.....	22
3 School Governance and Management	
Regionalization.....	23
School Improvement: Classification.....	24
High School Graduation Requirements.....	26
Comprehensive Basic Skills Review.....	27
4 Specific Programs	
Adult and Community Education.....	29
Basic Skills Improvement	30
Bilingual Education.....	31
Gifted and Talented Education.....	31
Special Education.....	33
Vocational Education.....	35
5 Major Educational Law Decisions of 1980-81	37
The Trenton Intervention.....	38
The Newark Intervention.....	39

III	<u>NEW JERSEY STATE DEPARTMENT OF EDUCATION OPERATIONS</u>	43
1	Changes in the Department for 1981-82.....	43
2	Division Services and Accomplishments	
	Office of the Commissioner of Education.....	43
	Office of the Deputy Commissioner.....	45
	Division of Administration.....	47
	Division of Field Services.....	48
	Division of Finance and Regulatory Services.....	51
	Division of Research, Planning and Evaluation.....	53
	Division of School Programs.....	54
	Division of State Library, Archives and History.....	58
	New Jersey Historical Commission.....	61
	Division of State Museum.....	62
	Division of Vocational Education and Career Preparation.....	65
	Appendix: Selected Statistics.....	69
	Bibliography.....	89

Tables and Charts

	Estimated Costs, By County, For New Jersey	
	Schools to Meet Contemporary Standards.....	21
	1980 Classification Results, by Area.....	25
	Gifted and Talented Program Statistics.....	32

Appendix: Selected Statistics

I	Minimum Basic Skills Test Results: 1980-81.....	71
II	Vital Education Statistics: Five Years.....	72
III	Public School Enrollments by County.....	74
IV	Department of Education Appropriations.....	75
V	Federal Aid to Local Districts.....	76
VI	State School Aid to Local Districts.....	77
VII	Budget Cap Waivers.....	78
VIII	Construction of Education Facilities.....	79
IX	State Compensatory Education.....	80
X	Special Education.....	81
XI	Elementary and Secondary Education Act, Title I.....	82
XII	Bilingual Education.....	83
XIII	Adult Education.....	84
XIV	Controversies and Disputes.....	85
XV	Vocational Education: 1980-81 Federal, State and Local Allocations by Program.....	86
XVI	State Library: Selected Statistics, 1980-81.....	88

I MESSAGE FROM THE COMMISSIONER

As my tenure as commissioner of education draws to a close, I can indulge in the luxury of both reflecting upon the past and postulating about the future. In my view, that future holds at least as many opportunities as it does limitations, especially if we make some very careful choices now about the direction we ought to be taking.

Education in New Jersey is at a crossroad. T&E is in place and it is working. Educators, legislators, board members, the public and students can take pride in this fact. Together we have, in a very short period of time, successfully implemented one of the most dynamic and extensive education reform laws in the country, one which has brought new meaning to the idea of educational equity and one which has set a standard of excellence unparelled in the state and, perhaps, the country. The task was not easy and the job is not finished.

As this report outlines, there are still a series of issues confronting educators that will require time and effort to resolve. Yet, I see their resolution basically as an effort to refine and improve upon a sound educational process, and I have no doubt that we will succeed.

However, my role, as I leave office, is to look at the broader social, economic and political issues and speculate upon the impact they may have on the future of public education. And what I see seriously concerns me.

I believe we are at a fiscal crossroads. The new federalism proposed by the federal government may, indeed, free states and local school administrators of burdensome regulation and bureaucratic intrusion, but it also may prevent the state from providing essential services uniformly to a variety of minority, disadvantaged and handicapped people. This, in turn, may seriously affect the gains made under T&E.

The federal budget cuts come at a time when we are beginning to see real educational progress, especially in our urban areas and among our special populations. We must choose to insure that the gains we have made will not be lost, and we must find a way to convince the public that education is worth the investment.

To gain the support needed to maintain educational programs and services and insure educational equity, the educational community must begin to speak as one voice. It can no longer afford the luxury of dissension. The base of educational support is dwindling. An aging population, restricted financial resources, tuition tax credits, a voucher concept and a doubt created by the media in the public's mind about the ability of the educational community to do its job are taking their toll. We must realize that educational consensus is vital. Legislators, school boards, administrators, teachers and the state must put aside their more parochial concerns and work together in the interests of saving the public education system as we know it.

In another, but equally important vein, I see society on the brink of a technological revolution that will dwarf by comparison the impact of the Industrial Revolution on our society. Just as a generation of American youth

was raised in front of a television set, another generation is about to be raised with computers as an integral part of their daily lives. If education is to keep pace, it must choose to enter this new technological age.

Computer literacy will be as essential to the society of the future as energy and raw materials were to the industrial revolution of the past. Education must lead the way by encouraging computer literacy in the classrooms, training or retraining teachers in computer-assisted instruction, overcoming fiscal barriers to the purchase of computer hardware and redesigning the curricula to accommodate technical training.

New Jersey will be at an advantage if it can provide industries of the future with a workforce training in the new technologies. Not to take such a step may mean the difference between whether our youth become masters of the new technology or are mastered by it.

Educators will have some other hard choices to make. For instance, there is evidence to suggest that there will be critical shortages of qualified teachers in the fields of science and math. Education must look for ways to upgrade the quality of instruction provided not only through revised teacher certification and preparation requirements, but also through the development of salary incentives that are competitive with those offered by the private sector.

The list of choices is endless. In these few paragraphs I could not possibly cover them all. Therefore, I have tried to place education in a broader context and to identify some of the major forces and conditions that will have an impact upon public education and the choices that must be made.

I am an optimist. I believe that we can meet the challenges outlined and make the choices necessary to ensure the future of education, a future which can be rich and productive for our children, challenging and rewarding for educators and responsive to public need. I believe New Jersey can continue to lead the nation in educational improvement and innovation and look back on its long history with pride.

II MAJOR EDUCATIONAL ISSUES OF 1980-81

1 Special Concerns

The State Testing Program: Minimum Basic Skills

The forces that pressed for the development of a more responsible, open and accountable system of public education were also concerned that an accurate measurement for assessing student achievement in the basics be devised. The current state testing program fulfills that need.

State testing began in 1972 with the Educational Assessment Program (EAP). It was used to provide diagnostic information to teachers and schools and measured student achievement in reading and math, based upon objectives taught in the majority of public schools.

As a result of an amendment to the T&E law (P.L. 1975, c. 212) the EAP testing program was eventually discontinued. The amendment (P.L. 1976, c. 97) required that uniform statewide minimum proficiency standards be established in communication and computational skills.

New minimum basic skills (MBS) tests were designed under exacting procedures with broad public input, and administered for the first time in April 1978 to students in grades three, six, nine and eleven.

Each year test results are reviewed by several representative committees and independent technical advisory committees. Results are returned to districts and schools, giving both individual and diagnostic reports for evaluation and planning purposes.

In 1980-81, for the second consecutive year, New Jersey's students registered significant gains in reading and mathematics. The 1980-81 test results reflected the highest level of performance in communication and computational skills for all grade levels since the tests were first administered.

The results this year also seem to challenge the doomsayers of public education by showing that good things are happening in the public schools as proven by the striking progress being made in the basics by New Jersey's students. These results corroborate a trend toward continuing improvement in the basics.

Many factors have contributed to students' improved performance. Such student progress can be traced, in part, to the T&E process which provides for the early identification of individual student's strengths and needs and allows for the development of remedial courses to help the students.

In addition, many school districts, especially the urban districts, have added or revised their basic skills improvement programs in the last two to three years. The process of assessing and then meeting student needs is working well.

Some concerns have arisen due to the relatively high performance of the students taking these tests. Critics point out that education is broader than a single test and the limitation of basic skills testing may be in a too

narrow focus. The score trends noted indicate that performance in the basic skills has now reached a point where we can profitably focus on other concerns. Many schools and districts have very high scores on these relatively low-level tests.

Minimum basic skills testing is of limited use to the districts whose students consistently get nearly all of the questions right. The performance of those schools and districts could be assessed by other means such as the commercial tests now in use in the schools, by use of sampling techniques and by assessing high performing schools after longer intervals such as two or three years.

There are areas of interest and importance in addition to the basic skills, and the state's testing program could take on new dimensions of testing. Such areas could include the assessment of higher level skills in reading and mathematics, thinking and reasoning, creativity, art appreciation, computer literacy, writing and other areas related to the state goals for education.

Consequently, efforts have begun in the department to study new means to either modify the testing program or to arrange suitable substitute measures.*

Paperwork

The implementation of T&E generated two basic types of paperwork: (1) reports on the progress of the system to make it accountable to the legislature, state and public and (2) information required to help individual teaching staff members develop, analyze and track student progress and meet student's needs.

Local administrators and other local staff members began to complain about "the paperwork required by the state." In many medium-to-large districts that already had sophisticated management and reporting systems, the new requirements were often seen as unnecessary paperwork, even when not the case. These districts had already become involved with short- and long-range educational planning, comprehensive pupil testing, program evaluation and improvement.

Smaller districts with few administrators, and many major urban districts with large pupil populations and significant educational deficiencies, also felt burdened by the additional reporting requirements.

Sensitive to these concerns, the commissioner of education established a management information system (MIS) within the department in 1976. It was composed of two review committees with veto authority over all forms from the

*Recent papers prepared by the staff in the Office of State Educational Assessment include, among others, the four-year report [27] and a description of the testing program in general [15]. Sources are numbered and placed within brackets [] to correspond to the numbering of the bibliography. Most references listed in the bibliography may be found in the State Library.

state requiring local district response. The first committee was composed of staff persons representing each division within the department, and the other was composed of local district personnel and state association representatives. Between 1975 and 1980 the committees reduced the number of forms required of local districts from 402 to 138. They also eliminated from approved forms hundreds of items that duplicated already available information. Local administrators have been removed from further paperwork burdens through administrative code (NJAC 6:8-6.1(d)) which directs that "the Department of Education shall not require in the annual report resubmission of information submitted in any other reports or forms." The department has worked consistently on this principle.

With the educational program requirements added in recent years such as classification, high school graduation and statewide testing, the state has remained alert to the need to monitor the impact of state legislation. This is exemplified in the governor's executive order no. 66, 1978, that requires review and re adoption (if necessary) of all rules and regulations every five years.

Committed to be responsive continually to district concerns, the commissioner asked the deputy commissioner to develop a process for identifying the true nature of recurring complaints about paperwork, to plan solutions and to take action to reduce the concerns.

Since then, response to that directive has taken the following form:

1. An oversight committee has been formed to advise the department on information management. Members include representatives from the New Jersey Education Association, New Jersey School Boards Association, New Jersey Association of School Administrators, New Jersey School Business Officials and New Jersey Elementary and Secondary Principals Association.
An intense review of the department's MIS process had been planned, but following the committee's review of the MIS process, it was found that the process was laudable and no further study was necessary at this time. Certain individual members plan to prepare articles for association journals explaining and commending the process.
2. A committee, chaired by Richard Harclerode, director of educational studies, New Jersey Bell Telephone Company, is studying the system now used by the department to obtain educational data from local districts. Early indications are that a computer network that included regional computer centers and computer capability in the State Department of Education would greatly increase efficiency at all levels and reduce the "paperwork" burden of local districts. Study and planning is well underway.
3. A department inter-divisional committee visited three local school districts which invited the group to assess the type and amount of paperwork being generated in such districts by state or local requirements.

A major finding was that duplication existed in local districts. Another finding was that the district management capability was a major factor in determining how much local district paperwork was created. One of the districts is now developing, with department consultants, a self-evaluation plan* to be a model for other districts to assess their own management efficiency and paperwork.

4. In 1981-82, a task force will review all education law and regulations with a view to recommending modification or deletion of mandates which are no longer needed or are less than effective in present form.
5. A group will be organized in 1981-82 to review the impact on teachers of the newer modes of instruction such as individual student improvement plans (ISIPs) required by new high school graduation requirements, individual educational plans (IEP) required under P.L. 94-142 (education of the handicapped), and the general trend toward individualization of the educational process.

There has been strong general support of the commissioner's initiatives to reduce paperwork. It is recognized that there may always be some complaints about "paperwork," but through improved management and efficiency efforts, the number of valid complaints should decline. Concern has been expressed that reduction of state reports may cause local districts to increase school-to-district reporting, thereby negating the state-required reduction. Information to date is inconclusive and will be the subject of continuing review.

All major educational associations have been vocal in their complaint about "paperwork," and all are now involved with the activities described. Their response signals approval of the effort, and their contribution should affect significantly and positively the "paperwork burden," increase efficiency and lessen the perceived problem.

The department anticipates that 1981-82 will be a milestone year in improved information management and school efficiency. Achievement of the objectives of the various activities described will help attain this goal.

Mandates and T&E

The legislature, the commissioner, the State Board of Education and the department have long held the view that the best education for children is provided by local boards of education and local administrators. However, they also believe that there are times when the state, to fulfill its constitutional responsibility, must act.

The T&E law (P.L. 1975, c. 212) reflects such action as does the subsequent minimum basic skills amendment (P.L. 1976, c. 97) and the more recent high school graduation requirements law (P.L. 1979, c. 241). Beyond these, statutory mandates as a direct result of T&E have been few.

*The plan should be available by winter, 1981.

Since T&E was implemented, much controversy and confusion has ensued over state mandates, and over the notion that such mandates wrest control of education from local districts and centralize educational decision-making too far from the "scene of the action."

The commissioner has taken the position that the system of governing the public schools belongs to no one group in particular, but rather is the shared responsibility of the legislature, the State Board of Education, the commissioner and local school boards. It remains a system characterized by lay control of education at various levels, and is responsive to learned observers who say that the distribution of authority, rather than its concentration, works best to benefit the public schools.

When T&E was enacted six years ago, it was unique in the nation. There were no precedents or models from other states to guide educators and lawmakers in implementing T&E. It fell to the legislature to execute its constitutional responsibilities and fulfill its public duty by establishing and amending the education system, and it fell to the state board and commissioner of education (the chosen representatives of the executive branch of government empowered by the legislature to act upon the mandates instituted) to fulfill their duty by devising, through code, the best way to implement the law.

The New Jersey State Board of Education, as the primary policymaker of education, is responsible for developing or implementing administrative code to define and direct the intent and spirit of the law. The code clarifies the law.

That policymaking should be the responsibility of the state board and commissioner is appropriate. It keeps the enormously complex issue that education has become out of the political arena at both the state and local levels, and it insures closer communication between and among the various educational groups that must implement the law.

The State Board of Education and commissioner are nonpartisan representatives of the children of the state. As such, they must be sensitive to the best interests of children first. As representatives, they must have the authority to develop administrative regulations to direct the actions of local districts in compliance with law.

The merits of this policymaking ability through code are numerous. Not the least of which, is that the administrative code has a limited life. Under governor's executive order no. 66, 1978, administrative code "self destructs" after five years if not readopted by the state board--law does not.

Through administrative code implementation, T&E can be and, over the years, has been increasingly fine-tuned. It has remained responsive to change and flexible within the basic structures established by the law. The department believes this flexibility is necessary if the law is to remain vital to the needs of the people it was intended to serve--the children of the state.

In conclusion, the T&E law has been seen by many as state intrusion upon local control. Persons who follow this line of reasoning feel that the legislature and state have no business interfering with local prerogatives and

should not attempt to legislate change. However, there is general agreement that law and code should be enacted when it is clear that no alternatives exist to effect needed change and there is consensus among the educational community that such law and code is desirable.

Reduction or elimination of mandates when they have served their purpose is a goal of the department. The commissioner asked the State Board of Education at its March 1981 meeting to place a moratorium on all new rules or regulations relating to T&E unless absolutely necessary. Also, in March, he made a similar request of legislators at the Joint Appropriations Committee hearings.

It is the position of the department that the state has met its developmental duties with regard to the law, and local districts should now be allowed to absorb the T&E process and help it mature through local initiative and local contribution, not through more new mandates. The moratorium proposed by the commissioner will give districts the time they need to do this.

Societal Concerns Within the Schools

Family Life Education

Family life education has been one of the emerging issues that has caused much discussion at the local and state level.

As a result of the 1978 New Jersey Superior Court case concerning the parents' rights to remove their child from a family life education program, further court appeals and subsequent legislation, a state board committee recommended new rules and regulations. The new code required every local board of education to provide family life education programs. This was a significant departure from the 1967 policy recommending such courses; in the intervening years, only 40 percent of New Jersey school districts implemented such courses.

The administrative code was finally approved by the state board at its April 1980 meeting. During the voting sessions on the code, the board heard approximately 35 hours of public testimony at three sessions. Many individuals who spoke to the board were passionate in their objections to the rule. When the board finally adopted the code, these individuals took their concerns to the legislature. They filed suit with the Appellate Division of Superior Court to have the code judged unconstitutional.

As a result of these actions, some concerns were raised by the Senate Education Committee about the preservation of local control of the curriculum by the local board and were specified in Senate Resolution 24.

The state board responded to SR24 by making changes in the code: (1) the list of suggested curriculum topics was deleted; (2) the program was to be offered in the elementary and secondary grades, not in every grade beginning with kindergarten; (3) the parents would receive an outline of the curriculum for the grade of their child; (4) the instructional materials would be available for preview on request; and (5) the curriculum would be developed by parents, educators, community representatives, members of the clergy, physicians, and high school students.

The Senate concerns were satisfied, and the board adopted a revised set of regulations in August 1980.

The commissioner formed a committee of professional educators, health services people, members of the clergy, physicians, pediatricians, and family life educators to write program guidelines for implementing the code [37].

Additionally, a statewide in-service program is being planned to help local districts provide training for teachers selected to teach these programs.

The local districts have until September of 1983 to fully comply with the code. The Department of Education is providing technical assistance through a network of the educational improvement centers, state colleges, private and public health agencies, school districts with successful programs and the Family Life Education Network of the Continuing Education Center at Rutgers University.

Early in 1981, legislative activity to dissolve the code began in the form of A-1368 introduced by Assemblywoman Marie Muhler (R-Monmouth). The department and the state board circulated position papers explaining the regulation. In June 1981, A-1368 came to a floor vote but failed to secure the requisite votes for passage.

The State Board of Education has taken a leadership role in its policy decision to require family life education. The board's opponents in two major camps--one decrying the state's involvement in matters belonging to the parents, and the second camp objecting to the state's interference in local educational curriculum--overlook the burgeoning numbers of teenage pregnancies and cases of venereal disease. The state board was convinced that, in order to meet students' needs and provide material geared to the maturity level of the students, local boards of education needed a state-level directive to foster development of such a program. A giant step has been taken.

Drug and Alcohol Abuse

The importance of effective educational programs to combat drug and alcohol abuse among adolescents has been reflected in the work of the department these past years.

In 1979, the commissioner focused department resources on the serious problem of the use and abuse of both drugs and alcohol by New Jersey school students. And, even though the department had done much to eliminate the problem, there was much left to do. As a result, the commissioner established the Drug and Alcohol Task Force to (1) establish local board guidelines on drug and alcohol abuse, (2) establish guidelines for a drug and alcohol abuse prevention curriculum, (3) recommend requirements for teacher-training and in-service, (4) develop parent cooperation strategies, (5) establish criteria for monitoring drugs and alcohol education programs and (6) propose legislative changes when necessary.

In January 1980, NJSA 18A:35-4 was amended to broaden its impact on drug and alcohol education programs in the schools as a result of some 23 recommendations by the task force appointed by the commissioner.

The law initially said that "the nature of alcoholic drinks and narcotics and their effects upon the human system shall be taught in all schools supported wholly or in part by public monies in such manner as may be adapted to the age and understanding of the pupils and shall be emphasized in appropriate places of the curriculum sufficiently for a full and adequate treatment of the subject."

The following requirements were added to the law. The commissioner of education will: (1) prepare and update, as necessary, curriculum guidelines to assist local boards of education; (2) make an in-depth study of the incidence of consumption of alcoholic beverages by school pupils and the degree to which consumption of alcoholic beverages by school pupils is causing educational, disciplinary or other problems for school districts; (3) review the effectiveness of current laws and regulations as they relate to the teaching of the nature and effects of alcoholic beverages; (4) provide appropriate in-service training programs for teachers to maintain their proficiency and update their knowledge as it relates to alcohol education; and (5) develop guidelines for policies and procedures of boards of education for handling pupils involved in alcohol-related incidents or with alcohol-related problems.

To carry out the mandates of the new amendment, the commissioner formed the Drug and Alcohol Education Steering Committee in 1980.

In 1981, two publications were completed by the department: one concerned guidelines on substance use and abuse for school board policy development and the other was a substance use and abuse curriculum guideline [2].

Virtually all of the major educational groups and the department are in support of continuing these activities. However, it is increasingly difficult to get support for prevention programs. The federal government's reductions and probable block grant funding puts prevention programs in competition with treatment and rehabilitation programs. In addition, the state has not appropriated adequate funds to carry out the requirements of the new law. The department would like to see sufficient funds appropriated to continue its efforts on prevention and work with the State Departments of Health and Law and Public Safety in similar programs of prevention, treatment and rehabilitation.

Violence and Vandalism

Crime and disruption in schools is not a problem unique to New Jersey. Since the early 1960s, violence and vandalism in the nation's schools have been on the rise. New Jersey educators and policy-makers have been concerned about the problem for more than two decades.

In November 1978, the commissioner of education convened the Task Force on Violence and Vandalism to conduct a six-month study of effective strategies to reduce violence and vandalism in New Jersey's schools and report its findings and recommendations to the state board. The task force report, containing 47 administrative and legislative recommendations for action, was submitted to the state board in May 1979 [35]. The report outlined three types of recommendations: (1) those designed to improve state-level capabilities in reducing crime and disruption in the schools, i.e., the development of law and code and a state office on violence and vandalism; (2) those

designed to assist local districts in reducing violence and vandalism, also incumbent on the development and implementation of new law and code and (3) those designed to assist local schools and communities cooperatively address this problem, i.e. through advisory councils and local planning and school/police liaison programs, for example.

After review of the report by the State Board of Education, most of the recommendations were incorporated in a plan to undertake specific tasks to address the task force recommendations [29]. Activities continued in 1980-81, as reflected in an updated plan prepared in December 1980 [33].

Among other actions, the state board considered an amendment to the administrative code to require public schools to develop conduct codes. After consultation with the commissioner, the state board adopted in September 1980 a resolution urging the development of conduct codes by local school districts rather than requiring them. The commissioner further suggested that the board encourage districts to involve parents, staff and students in the development of such codes. The department also prepared a Handbook for Developing a Code of Conduct for Students [28]. This handbook was sent to each superintendent, local board president and all school principals. It served as a model districts could use in developing codes of behavior.

During the 1980-81 school year, department activities included a state-wide conference sponsored by the department that featured nationally validated alternative education programs designed to combat violence and vandalism in schools. The workshop was held in October 1980 with funds supplied by the Title IV-National Diffusion Network. (This is a federal research and dissemination program.)

Another factor in the work to reduce violence and vandalism was to collect data on the numbers and types of incidents pursuant to P.L. 1978, c. 183. A preliminary report was released by the State Board of Education in April 1980. The data was not totally conclusive due to the failure of some large districts in urban areas to cooperate fully with the department in its reporting. Steps have been taken to improve violence and vandalism data collection.

The original authorizing legislation (P.L. 1978, c. 183) expired June 30, 1981. A-2236 passed the Assembly and was awaiting Senate action as the fiscal year ended.* If passed, data collection and analysis would continue as before, and the department could use the data to plan effectively and target resources for districts of highest need.

The department believes that disruption in schools is the antithesis of a thorough and efficient education. It will continue its efforts to assist local school districts through a technical assistance network that includes the county offices of education and the educational improvement centers.

*A-2236 was vetoed at the end of the 1980-81 legislative session.

Specifically the department will support and encourage local efforts to implement the state board resolution to adopt written policies and prepare student codes of conduct, develop alternative education programs for disruptive students, organize county-level community involvement task forces, and assist with the professional development activities of local districts and professional organizations. The department recognizes that the most effective approach for resolving the programs associated with violence and vandalism can best be achieved at the local level.

Federal Budget Cuts and Education Block Grants

The role of the federal government in the past, albeit relatively small in dollars (less than 9 percent of the average district budget), has had a larger impact than the dollars would suggest. This is due to monies being spent on categorical programs, i.e., for specific activities and purposes.

Table V of this annual report details the federal categorical programs and dollars. Of the \$5,785 million appropriated nationwide, New Jersey attracted 4 percent of that total, which was slightly more than \$251 million.

All of this is likely to change, however. The role of the federal government suggests a decreasing involvement and transfer of responsibilities to the state and local levels. Budgets are being cut and the educational grant structures have been changed with the enactment of the Omnibus Reconciliation Act of 1981 (P.L. 97-35).

The new federal act established authorization levels for spending ceilings for 1981-82 appropriations.* Recisions in 1980-81 monies for expenditure in 1981-82 have already been approved. Although the impact upon New Jersey is not known, nationwide the percentage reductions range from 6 to 57 percent. ESEA Title I, for disadvantaged students and compensatory education, was reduced by 7 percent over 1979-80; ESEA Title IV-B, learning resources, 6 percent; ESEA Title IV-C, education improvements and innovative projects, 57 percent; ESEA Title V-B, strengthening state agencies, 17 percent; vocational education, 14 percent; ESEA Title VII, bilingual education, 6 percent; and impact aid, 7 percent. ESEA Title VI-B was the one exception to the decreases, a 2 percent increase.

Initial proposals for 1981-82 appropriations call for a 3-to-5 percent increase in most of these programs. However, the administration has asked Congress for a 12 percent reduction over the already-reduced 1981-82 spending levels approved by the Omnibus Reconciliation Act of 1981 (P.L. 97-35).** The outcome of all of this is still unresolved.

*Federal monies are forward-funded. Monies appropriated in one year are expended in the following year, e.g., monies appropriated in 1981-82 will be expended in the 1982-83 fiscal and school year.

**The Congress, as of October 1981, was not accepting the latest administration-proposed spending targets. Some significant modifications were proposed, but there was no consensus.

To compound the difficulties of funding and allocations, the Education Consolidation and Improvement Act of 1981, passed as part of the Omnibus Reconciliation Act of 1981, modifies the administration of Title I programs and combines funds for 28 of the smaller elementary and secondary education programs into one grant beginning in the 1982-83 school year. Education for all handicapped children, vocational education, bilingual education, and impact aid programs are not included in the consolidated grant and will remain separately funded programs. Some of the major programs which will be combined into one lump sum block grant include Title IV-B, Title IV-C, Title IV-D, Title V-B, Emergency School Aid, Community Schools and Gifted and Talented programs. A separate "secretary's discretionary fund" may be used to support a few "protected programs" such as the National Diffusion Network, the Arts Education Program, Reading Is Fundamental, and Alcohol and Drug Abuse Education.

The responsibility for designing and implementing programs is being transferred to the local education agencies, while state education agencies are responsible for administering the funds. An advisory committee, appointed by the governor and consisting of a cross section of state and local representatives, will advise the state education agency on program planning, evaluation and resource allocation. The block grant funds can support activities falling within three broad areas: basic skills development, educational improvement and support services and special projects. Eighty percent of the monies received by the state education agencies will be redistributed by formula to local education agencies. The remaining 20 percent of the monies are to be used for state program administration and for addressing state education priorities as determined by the commissioner with the advice of the state advisory committee.

There are some benefits created by the education block grants. The decision to not include Title I, handicapped, vocational and bilingual education means that these groups will not be competing against each other for funds. Decision-making will be returned to the local and state levels, local school districts will have more flexibility in program design, and paperwork will be reduced.

However, problems have been created. Of the programs included in the block grants, the department will be to subjected pressures from groups competing for a limited amount of funds. Funding levels are likely to be reduced in the absence of a well defined purpose and constituency for the program, and it is extremely difficult to plan for the upcoming school year with an absence of federal regulations and guidelines.

2 School Finance

Finances

In 1975, the legislature and the executive branch undertook to equalize financial resources among all New Jersey school districts, limit (at least in the initial years) the growth in expenditures in high-spending districts to enable low-spending districts to approach the state average and establish administrative procedures to identify educational deficiencies and lead to their correction.

Five years later, all of these tasks have been achieved to a degree, yet the consensus in the educational community is that severe problems remain. In some cases, questions about how New Jersey's public schools are financed have threatened the achievements of the last five years.

A major objective of the 1975 act (P.L. 1975, c. 212) was to equalize state aid to districts. Equalization aid in 1980-81 was \$842,316,609. The amount appropriated for 1981-82 is \$935,398,889.

New Jersey today distributes state aid through a number of programs that have different objectives. In 1980-81, \$1.62 billion in New Jersey state education aid supported 40 percent of \$4.05 billion in total school expenditures. With the Public School Education Act of 1975, the level of state support increased from 29 percent to 40 percent. Although this was an achievement, the national average of state support already was 44.1 percent in 1978. The governor's original goal of 50 percent state support was not achieved.

The concept of equity, or equalization, is fundamental to a review of any finance system, but those terms have been used loosely throughout the school finance reform period in New Jersey and in other states. Tax equity and expenditure equity have been two applications of the basic equity concept in New Jersey. Tax equity would exist if each district could support a given level of school spending for the same tax rate. In simplest terms, expenditure equity means that districts would spend, on average, an equal amount per pupil.

There are complex problems with both concepts. Expenditure equity involves consideration not only of equal expenditures for pupils with equal needs, but also unequal expenditures for pupils with exceptional needs. The costs of meeting those exceptional needs is difficult to determine.

Expenditure equity conflicts with the notion that local citizens and their representatives should determine the spending level.

Tax equity systems present a problem for high-wealth districts in that they may generate excess resources. The remedy is to "recapture" this excess through transfer payments from high-wealth to low-wealth districts. High-wealth districts have resisted this concept. As a result, every district, regardless of local financial resources, is guaranteed a minimum amount of state aid. In 1981-82, minimum aid to 234 local high-wealth districts totaled \$64 million.

Equalization aid is based on a formula established by the legislature that increased the amount of state support for low-wealth districts. Concerns over equalization aid and state aid continue to exist.

Recently introduced court actions contend that financial reforms achieved since 1975 have been threatened for fiscal reasons. "T&E" has been defined, and yet, there are pupils not served adequately. Tax equity is a reality for two-thirds of all districts and yet the wealthiest third continues to enjoy tax favoritism. State-imposed budget caps have controlled spending increases, but nearly a sixth of the districts have had to reduce the quality of their course offerings.

The Joint Education Committee of the legislature, when drafting the T&E law, considered alternative funding systems, but recommended a "percentage equalized cost sharing plan." In this approach, the cost of education is shared between state aid and local tax levies. State support varies with district wealth. To correct potential weaknesses in the percentage equalizing plan, the Joint Education Committee adopted four provisions:

1. State support for current expenses would not be paid for expenditure levels per pupil above the 65th percentile. The 65th percentile refers to the rank ordering of districts by per pupil expenditure from low to high. Districts choosing to spend above the 65th percentile level would receive equalization aid as if they had a budget at the 65th percentile; all expenditures beyond that level would be supported by local taxes only.
2. State aid would be based on prior year budget and enrollment data. This decision means that equalization aid figures and other information needed in budget preparation at state and local levels would be based on budgeted figures, rather than on estimates of future expenditures.
3. To ensure that districts provide an adequate educational program, a continuous process of evaluation, reporting and correcting educational deficiencies would be developed.
4. Budget caps were imposed. Educational expenditure increases were to be controlled by a formula that limited the amount and percentage of increase in current expense budgets. The cap is intended to control the growth in state equalization aid and local tax levies.

Other forms of state aid, known as categorical aid, are largely unrelated to district wealth. Examples of such aid are transportation, special education, compensatory education and bilingual education.

How successful were school finance reforms in achieving tax equity and finance equity?

Tax Equity

The proportion of districts receiving the benefits of tax equity increased from one-third to two-thirds with the enactment of P.L. 1975, c. 212. Nevertheless, a third of the districts in New Jersey retain a tax advantage. One way to measure the degree to which tax equity has been achieved is to determine the equalized tax rates among districts for each \$100 of educational expenditure. Complete tax equity would exist if all districts had the same tax rate per \$100 of expenditure. Applying this formula to three sample groups, it became apparent that tax equity improved between low-and medium-wealth districts, but left high-wealth districts paying averages of 25 to 50 percent less per \$100 of expenditure than low-wealth districts by 1978-79.

Expenditure Equity

In the first year under the Public School Education Act, some gains were made to close the gap in per pupil expenditures, but that trend was reversed in 1978-79.

The imposition of budget caps is one of two significant features* of P.L. 1975, c. 212, addressing expenditure disparity. Districts spending below the state average are permitted a greater budget increase than those at or above the average. There are technical deficiencies in the cap. First, the cap applies to only part of the budget; it ignores that portion of the budget supported by free balances and categorical aids. Districts with greater than average resources of these types may increase their spending beyond the cap percentage.

Second, the cap is based on prior year enrollment. Districts with greater than average rates of enrollment decline, which tend to be the wealthier districts, receive a cap windfall.

Another problem area of school finance is "municipal overburden." Low-wealth urban districts are limited in their ability to contribute their share under the equalization program because of demands in non-school categories. Urban districts tend to require heavier expenditures for police, fire, health, welfare and other services. As a result, many municipal officials are forced to resist improvements in educational services and instead use education aid to produce tax relief.

The legislative and executive branches have worked to provide major improvements in New Jersey education finance. It is critical now that these gains not be eroded by inflation, by the unintended shifts in state and district spending patterns and by demands for other kinds of public services.

Conclusion

With evaluation and classification of schools complete, New Jersey now is better equipped than any other state to identify effective and ineffective schools, and yet resources to correct the problems are few. The New Jersey State Department of Education and other educational groups have proposed fiscal reforms to both protect and extend the gains made since 1975.

The 1975 act as originally adopted is not fully funded, and has not been since 1977-78. Repeated amendments have reduced the growth in special education, transportation, minimum aid and even equalization aid. No adjustments have been made in the pension aid contribution or in nonpublic aid.

Equity in per-pupil expenditure has not been achieved. The slight trend toward spending equity started by the 1975 act stopped in 1978-79 and has started to reverse.

*The second feature is that state equalization aid is not paid to districts for the portion of their per-pupil expenditures that exceed the 65th percentile.

The theoretical cost of bringing all New Jersey school facilities up to current standards is more than \$3 billion. After consideration of enrollment decline and the elimination of work not directly related to health and safety, a more realistic figure will be much lower, but still significant.

The need for new educational services is being documented as a result of school and district monitoring. Many of these services have high, short-term costs in state aid but much greater long-term social costs if they are not provided. One such example is the need to provide services to 12,000 handicapped pupils from ages three to five. Another example is the case of high school students with limited English speaking ability who will not qualify for high school diplomas without remedial instruction. A third example is the case of gifted and talented pupils who may be denied appropriate educational programs because the transportation services necessary to provide their programs are not reimbursed under state aid programs.

Specific proposals to address these and related problems are before the legislative and executive branches. The department makes the following proposals:

1. Increase state support gradually from 40 percent of school expenditures to 45 percent. The bulk of the increase should go to equalizing aids. The estimated 1981-82 cost of this phased-in approach would be \$67 million.
2. Equalize a small portion of the pension contribution. This would not affect the total amount appropriated, but would shift a portion of pension costs to relatively high-wealth local communities. The change would permit a modest reallocation of state aid to equalizing purposes.
3. In order to reform the budget caps, eliminate the three-quarter multiplier in computing the base increase; expand the base budget to include the adjusted net current expense budget and compute separate average costs for districts with different grade patterns. The 1980-81 estimated cost was \$4.8 million.
4. Convert current expense and capital aid programs to a current-year basis to remove the fiscal barriers to improvement in low-wealth districts. The current expense portion would cost \$79 million (1980-81 data) according to the Rutgers Bureau of Government Research. The capital portion would cost \$6.8 million (1981-82 data) according to department estimates.
5. Provide aid to support special education services to preschool handicapped pupils from birth to five years of age. This program would cost approximately \$13.4 million in state funds and \$3.1 million local funds in 1983-84.
6. Provide options for funding capital projects. Funding debt service in the first year of a bond maturity schedule (current year funding) instead of starting it in the second year, will remove a deterrent to the renovation and construction of schools. Joint-occupancy legislation would permit the joint development and financing of

facilities by boards of education and the business-commercial community, as well as other government agencies. Creating a revolving construction/loan fund would infuse the funding system with large amounts of construction funds which districts need now. Finally, permitting districts to amass a capital reserve fund with local and state dollars would establish a pay-as-you-go system which is the least expensive method of financing construction.

7. Review the existing bilingual and state compensatory education programs to determine whether current programs are appropriate to the needs. These programs are the subject of two separate studies in the department.
8. Provide an equalization aid program for non-education expenditures for New Jersey municipalities and particularly for the urban districts.

No one expects massive new education aid programs. Nevertheless, improvement is needed and it entails costs. There must be both limited amounts of new funds and a gradual reallocation of what is already budgeted. The department is working with educators around the state on proposals that use more efficiently existing resources. These proposals include the following:

1. Shared data services: District ownership of data processing systems has expanded without planning. Many districts have systems that far exceed their need while others do not have the most basic data services to support administration and instruction. A department-led task force of state, county and local representatives will, in 1981, report on methods to share data capability.
2. Shared transportation services: Certain educational services commissions and groups of districts have demonstrated that transportation costs can be reduced by relatively minor adjustments in routes, opening and closing schedules and school calendars. Studies of transportation management in three counties are being reviewed by local boards.
3. Revised cost factors in special education: The department supports development of a proposed substitute for A-351 (1980-81 legislative session).^{*} The proposal would replace a system that labels pupils in 12 categories with one that labels programs in three categories. State aid would be based on average additional costs of the type of program needed. State aid for supplementary services would be based on hours of teacher contact with pupils. Such aid now is based on a head count of pupils regardless of the hours of service they require. The proposal appears to resolve a major educational problem at no significant increase in special education state aid.

^{*}A-351 lapsed at the end of the 1980-81 legislature session, and it was pre-filed as A-5 in the 1982-83 session.

4. Regional day school construction: Department staff negotiated with municipalities and other agencies to acquire building sites at little or no cost. These efforts, together with the use of interest from investments on the P.L. 1973, c. 149, bond funds for the handicapped, will permit construction of 11 schools instead of the nine originally contemplated.
5. Monitoring and state aid: Four years of increasingly sophisticated monitoring has culminated in evaluation and classification of all schools and districts in terms of educational performance. The knowledge gained in this experience will lead to school improvement and may permit "fine-tuning" of certain state aid programs and administrative activities to target scarce resources where they are needed most.
6. Educational technology: Education lags behind other major institutions in the use of technology. Technology uses labor and capital intensively. Local districts lack sufficient resources to provide adequate in-service programs through traditional means and methods, yet the relationship between performance and continuing education is well documented in all professions.

The educational community seeks prudent adjustment in school finance, not massive new funding efforts. Educators are increasingly aware that future improvement depends largely upon their own systematic reallocation of existing funds and upon local decisions about staffing, curriculum and instructional practices. If current revenue sources are inadequate to support education without annual renegotiation of the state aid system, the tax system itself must be re-examined.

Budget Caps

Statutory limits on spending increases in local school budgets, known as budget caps, are designed to discourage the use of local property taxes in the schools' finance system. A ceiling is provided to keep educational costs from absorbing aid increases by imposing a maximum limit on annual spending increases. The calculation is by formula and considers factors of the district's net current expense budget, changes in statewide equalized valuation and the state average net current expense budget per pupil. The net current expense budget is a figure which approximates the cost of current expenses covered by the local tax levy and current expense equalization aid paid by the state.

The process is described in NJSA 18A:7A-25. While a number of bills which address a variety of concerns, including separate cap calculations for different types of schools and exemptions of insurance heating fuel and utilities costs, have been introduced into the 1980-81 legislative session, none of the bills have passed the legislature. Several problems, therefore, still remain. Five major problems are described below:

1. The state average cap percentage may be below the average current expense budget growth rate. This occurs because a three-quarter multiplier is used against equalized valuations to determine the basic growth rate. Although it is not currently a major problem, it could be eliminated entirely by using the full percentage increase.

2. Uncapped revenues such as categorical aid, free balances and transportation have permitted some districts to realize an actual budget growth rate which is greater than the actual permitted cap percentage. This problem could be alleviated by basing cap calculations on the total adjusted current expense budget rather than on the net current expense budget.
3. The cap formula ignores cost differences in elementary, 9-12 and 7-12 regional school districts and county vocational school districts. This is a major problem caused by using the state average net current expense budgets for all types of school districts. This problem could be addressed by establishing an average net current expense budget for each type of school district and calculating each district's cap percentage by using the average NCEB for that type of district. A similar approach could be used if the budget cap formula was revised based on the total adjusted current expense budget approach.*
4. The cap formula ignores the effect of enrollment decline. Districts with large enrollment declines can achieve actual per pupil increases far in excess of their state cap percentage. This problem could be addressed by developing an enrollment decline adjustment as part of the cap calculation formula.
5. The law permits cap waivers only after available resources have been reallocated. In many cases, districts report that they can no longer maintain prudent reserves. This problem could be addressed by basing the cap calculation on a district total adjusted current expense budget.

These problems have been considered by the Department of Education and incorporated in proposed legislation. Three bills which the department supports would provide comprehensive modification of the cap formula; in the 1980-81 legislative session, these were S-208, S-778 and S-1015.**

Facilities

The statewide facilities survey is complete. Twenty counties have been surveyed since 1977. Mercer County was surveyed as a pilot study in 1974. The current estimated cost to bring all buildings in New Jersey up to healthful, safe and contemporary standards is \$3 billion. With each passing year, the cost will change. It may increase because of inflation or it may decrease because of reduced building needs caused by declining enrollments.

*S-208 addressed this problem, and was enacted into law as P.L. 1981, c. 326.

**S-208 was signed into law by the governor on December 11, 1981, as P.L. 1981, c. 326. The new law provides that cap calculations be based upon the grade level organization of the school district.

The following table presents summary information from the survey by county and by statewide aggregate. It should be noted that the total estimated cost for each county is affected by a number of factors including the number of schools, the age of schools, the condition of schools and past efforts to maintain the schools. The estimated total cost does not include costs for current or future new building construction in parts of such counties as Sussex, Ocean, Atlantic and Warren, where some local districts are still experiencing population growth.

ESTIMATED COSTS, BY COUNTY, FOR NEW JERSEY
SCHOOLS TO MEET CONTEMPORARY STANDARDS

<u>County*</u>	<u>No. of Schools</u>	<u>No. to be Discontinued</u>	<u>Average Age Original Building</u>	<u>Total Est. Cost in Millions</u>
Atlantic	77	8	39	\$ 110.76
Bergen	271	-	39	260.77
Burlington	125	-	26	160.18
Camden	162	11	35	243.06
Cape May	27	-	25	20.94
Cumberland	61	5	37	62.87
Essex	220	7	51	414.93
Gloucester	84	2	34	86.15
Hudson	97	3	50	218.62
Hunterdon	38	-	37	28.84
Middlesex	195	-	31	192.09
Monmouth	174	4	28	210.20
Morris	164	-	27	211.10
Ocean	79	-	22	168.98
Passaic	113	3	41	180.72
Salem	38	-	31	30.34
Somerset	73	-	28	61.15
Sussex	39	2	29	54.83
Union	156	16	40	156.01
Warren	40	2	37	38.34
	<u>2,149</u>	<u>64</u>	<u>34</u>	<u>\$2,896.81</u>

*Mercer County was not included on the survey due the to 1973 survey described in the text.

Educational units at all levels in New Jersey are fortunate to have the statewide survey and facilities master plans (required by NJAC 6:22-2.9) information available to them. The combination provides an excellent framework for decisions by the legislature, state and local boards of education, local district administration and the State Department of Education. No other state has facilities information of such sophistication.

The best time to address the \$3 billion need is immediately because of the negative effects of continuing inflation on costs of construction, repair and/or renovation. Construction costs have been increasing at a rate of one

percent per month. Compounded, this equals more than 14 percent per year. In application, a project costing \$1 million in 1980 will cost \$1.4 million in 1981. Every year of delay is expected to inflate the cost even more.

Schools and Energy

Major efforts are needed to renovate schools and change their operating procedures to make them more energy efficient.

The staffs of both the departments of Education and Energy believe that these efforts, and the need to bring the schools in New Jersey to contemporary standards, are compatible. Where the two corrective actions are coincidental, a single expenditure will correct them. For example, if the statewide survey of schools indicates the need for a school to construct a new roof because of leaks during rain and snow storms, the repair or replacement of that same roof for insulation and energy conservation can be accomplished with the same dollars.

Schools districts are eligible to receive renovation funds for energy conservation through the National Energy Conservation Policy Act, P.L. 95-619, Title III. It makes available the Energy Conservation Grant Programs for schools and hospitals.

The dollars available from the energy grants program will not correct all of the building problems associated with poor energy efficiency. Through a combination of local, state and federal dollars, however, a major effort can be made to reduce or eliminate energy losses and actually result in operations and maintenance savings. For example, the New Jersey Department of Energy estimates that the savings from non-capital actions, i.e., thermostat setbacks and others, will be between 16 and 24 percent. Further, it estimates that capital improvements will increase the operating savings to 35 percent.

The need in New Jersey then is not only renovate for health, safety and educational reasons but for energy and dollar savings as well. As part of the campaign to promote energy conservation, a series of four "energy conservation guidelines" booklets [14, 30-32] was distributed to school districts in the fall of 1980.

Asbestos in Schools

Asbestos in schools continues to cause concerns. More than 250 schools were identified in February 1977 as having sprayed-on asbestos surfaces. Last year, asbestos removal occurred in 42 schools, bringing the total to more than 100.

Administrative code (NJAC 6:22(i)(10)) and guidelines released by a governor's task force last year suggest, where possible, sprayed-on asbestos be removed or, at least, encapsulated. The best solution is determined by the local school district in consultation with the department.

Estimates derived from the facilities survey, begun in 1977 and completed last year, project a need for 400 schools to be treated. Square footage estimates total 4 to 5 million. With cost estimates of \$8 to \$13 per square foot, a minimum figure of \$50 million seems to be a reasonable amount to complete the job.

The department has requested funding at this level in its annual capital plan submitted to the Commission on Capital Budgeting and Planning for the past two years, first in July 1979. No funds have been made available despite continuing requests. The need for this work continues.

3 School Governance and Management

Regionalization

The regionalization issue as to whether or not the educational system in New Jersey is organized in a manner that is effective and efficient continues. That system consists of more than 670 separate education agencies including 2,396 schools in 619 school districts and 9 intermediate units. The latter includes county offices of education, county vocational schools, 11 educational service commissions, four education improvement centers, county special services school districts, jointures, AVA commissions, regional day schools and schools providing special education only. It should be noted that 50 percent of all districts have enrollments under 1,000 and 26 percent have enrollments under 500; one-third of all districts offer a complete K-12 program; 22 districts operate no schools at all; and 39 percent of the elementary districts send all of their secondary school students elsewhere.

In the continuation of the activities in 1979 as the State Board of Education began preparation of its four-year report on the effectiveness of the Public School Education Act of 1975 [21], in August 1980 the State Board of Education issued an interim report which was intended to focus attention on those recommendations that the board felt needed public commentary. The board held public hearings on the recommendations in September, October and November 1980.

The report included a number of recommendations on the organization of local school districts. They include: (1) the recommendation that the legislature eliminate non-operating school districts while providing a 5-year phase-in of the changes in tax levies that would result; (2) that criteria and procedures for a case-by-case review of districts to determine where regionalization should be developed; (3) that such a procedure would include preservation of the right of local citizens to vote on regionalization, and (4) an independent review of the organization of districts according to defined criteria. The board recommended that unless special reasons can be found in this case-by-case review of districts, sending/receiving relationships should be dissolved in favor of limited-purpose or all-purpose regional arrangements.

The public hearing generated comments primarily related to local districts, wherein small district board members and administrators spoke out against what they perceived to be a move to mandate regionalization. As it was explained, no board mandates to regionalize were intended but both sides recognized the fundamental responsibility of the commissioner and the State Board of Education to assure a thorough and efficient system of free public schools. The only other major issue was the recommendation for county-wide transportation plans. The potential for very large annual savings in transportation costs was demonstrated, but the private bus owners' association strenuously objected to the proposals.

Based upon the hearings and the two previous reports, a final report is now being prepared and will be available later this year.

In conclusion, both the commissioner and state board recognize that their primary concern is to improve the educational opportunities for all children as mandated in the state constitution. They also realize that periodically they must reexamine this issue with the citizens of the state.

The commissioner noted in his report to the board in September 1981 that, "too much has been made of so-called 'forced regionalization' in the past. The reports call for a combination of factors including a clear review of the facts on a case-by-case basis, a better procedure for forming regionals and dissolving them, a set of financial incentives and preservation of the right to vote on organizational questions. Taken together, I expect these proposals to assist districts that already confront the need to reorganize but also confront obstacles in that path."

It should also be noted that the reports do not concentrate solely on local district consolidation, but rather deal with the whole structure of education.

They are motivated, not by a simplistic desire to reduce the number of districts or create larger districts, but rather to respond to the changing definition of what constitutes an adequate educational program. Declining enrollments, increasing educational costs, concern about pupil performance and other current issues all make this an appropriate time to examine how best to organize the educational enterprise.

School Improvement: Classification

The Public School Education Act of 1975 and accompanying administrative code requires that all public schools and districts be evaluated. Classification, as defined by the State Board of Education in administrative code, is a designation of approved, interim approved, interim approval pending, and unapproved which reports a district's or school's status in the educational plan, basic skills achievement, and compliance with other state and federal regulations. Classification was designed to strike a balance between the state and local responsibilities by recognizing the constitutional responsibilities of the state and the need for authority, discretion and diversity locally. It provides incentive for local reform initiative and creates a three-way partnership between the state, the schools and the public.

The "approved" classification denotes meeting or surpassing standards set by state or federal law and state board regulations in the areas being evaluated. "Interim approved" and "interim approval pending" indicates significant deficiencies are found but the district did or will initiate an acceptable improvement effort to correct them prior to its being classified. The district retains the pending designation until it has submitted the remedial plan and upon implementation of the plan to correct the deficiencies, the school or district then receives full three-year approval. The "unapproved" classification is only given when one or more significant deficiencies are found and the local board of education fails to produce, upon request, an acceptable remedial plan or fails to implement an approved remedial plan. This may be a precursor to a "show cause" order requiring corrective action at the direction of the commissioner.

The 1980 classification results are as follows:

* * *

1980 CLASSIFICATION RESULTS, BY AREA

<u>Classification</u>	<u>Education Plan</u>	<u>Basic Skills</u>	<u>Compliance With Law/Code</u>
<u>Districts</u>			
Approved	94.5	-	74.1%
Interim Approved	4.3	-	21.2
Interim Approval Pending	1.2	-	4.7
Unapproved	0.0	-	0.0
<u>Schools</u>			
Approved	94.3	85.0	81.3
Interim Approved	4.8	5.1	16.2
Interim Approval Pending	.9	9.9	2.5
Unapproved	0.0	0.0	0.0

* * *

The evaluation and classification process for 1981 will differ from 1980 in three areas. First, districts and schools that have been approved in a given area will not be reclassified until 1983. Second, districts and schools granted interim approval for an area will be evaluated according to their implementation and the approved improvement plan in progress toward the improvement objectives. These districts and schools may be granted an extension of their interim approvals or reclassified based upon their results observed and reported. Finally, districts and schools will be evaluated for the first time in 1981 according to the progress they are making in achieving local goals, objectives and standards.

At this point, classification is working for school improvement. Those schools and districts with less than full approval are resolving specific problems cited through the evaluation and classification process. Improvement plans are being developed that will outline the activities and resources that schools and districts will bring to bear on problem areas. The department is providing a comprehensive review of basic skills to aid districts in diagnosing problems.

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

Those districts and schools that have been classified as approved for three years do not need to be monitored as intensively as in the past. Monitoring procedures and reporting requirements are being reviewed to reduce the burden on those districts and schools consistent with law. A system is under development to stagger the work load on department staff and demand on state resources over a number of years.

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

High School Graduation Requirements

Activities concerning the implementation of the high school graduation standards act (NJSA 18A:7C-1 et seq.), which began in 1979-80 continued in 1980-81. The law and code provides for a statewide test in reading, writing and computational skills, guidelines for the development for graduation standards by local boards of education, minimal curricular requirements, provision of remediation for those pupils who failed to meet graduation standards, and guidelines for establishing graduation standards for classified special education students. The new law and code was to be phased in, affecting the state's ninth graders in the fall of 1981 (members of the class of 1985).*

During the last school year, many workshops were held with department, county and educational improvement center (EIC) staff. The EIC staff has now been fully trained in the new graduation requirements and is conducting workshops for local districts on an as-needed basis.

Most of the educational groups in the state continue to support the requirements. They included the New Jersey School Boards Association, the New Jersey Association of School Administrators, the New Jersey Association of Secondary School Principals and Supervisors, and the New Jersey Association of Elementary and Middle Administrators. Because state testing is involved in the program and the New Jersey Education Association (NJEA) generally objects to the use of statewide tests, the NJEA did not support the new requirements.

The most significant problem in implementing the new law and code has been the writing assessment component. There has been no appropriation by the legislature to pay for writing assessment tests prescribed by the law. It is estimated the cost will be \$310,702 in 1981-82 for test administration in the spring of 1983.

*A more complete discussion of the graduation requirements may be found in last year's Annual Report [22] and High School Graduation Requirements: Guidelines for Implementation of N.J.S.A. 18A:7C-1 et seq. (P.L. 1979, c. 241) [19].

Comprehensive Basic Skills Review

Even though enormous improvement in the basic skills has been observed statewide since 1978, there remained in 1980 certain schools in which performance was stable or had declined, and in which less than 65 percent of the students had met the basic skills standards. Out of the state's 2,451 schools, 169 fell into this category.

The Comprehensive Basic Skills Review (CBSR) was designed by the department to provide a comprehensive diagnosis of the problems that contribute to inadequate achievement in the basic skills.

The CBSR process analyzes the existing school programs and practices relating to those factors identified through research as associated with successful achievement in basic skills. The factors included school policies and practices, staff knowledge and attitudes, methods of instruction, time spent on the task and parent and community involvement, to name a few.

Review teams composed of more than 500 educators and community members statewide reviewed the schoolwide policies and practices of schools deemed deficient, as well as investigating their formal basic skills programs. The review teams used an instrument of analysis (developed by the department) to focus attention on the factors identified as associated with successful achievement. Recommendations were made to 110 schools that had a high probability of improving basic skills performance.

Local districts also conducted basic skill reviews on their own initiative, using the state-developed techniques, but with local district teams to review the 59 other schools identified as deficient through the classification process. Thirty-one of these schools were in Newark.

Only 28 of the 169 schools involved rebutted their designation as deficient in basic skills, and most of these still conducted local program reviews. (Districts had the opportunity to offer additional evidence of pupil achievement in basic skills in rebutal of a decision to conduct a program review and prior to its being conducted.)

Following the CBSR process, each school developed a remedial plan and began implementing the changes suggested in those plans even before they were completely reviewed by the department. And, although each school differed in its method of implementing a plan, some patterns in the remedial activities developed did emerge. For example: (1) the focus on solving the basic skills problems shifted from the central office to the school; (2) many teachers worked with building administrators to improve basic skills programs; (3) principals became more involved in the instructional programs of the schools; (4) some districts provided in-service for their principals to help them assume instructional leadership roles; and (5) more emphasis by central office and school staff was placed on a developmental program approach as a way to prevent the need for remediation.

The county offices and the educational improvement centers (EICs) worked with the schools involved in the CBSR and local review processes throughout the year. They assisted them in the development of remedial plans and other activities. The plans developed suggest significant additional changes for next year including: (1) greater principal involvement in the selection of staff; (2) in-depth in-service for principals and teachers; (3) reductions in class size for basic skills instruction; (4) increases in basic skills funding; and (5) increased efforts to coordinate programs and align curriculum.

The 1981 minimum basic skills test scores of the 169 schools identified through the 1980 classification process reveals that they made dramatic gains in basic skills.

In four of those schools, 100 percent of the students met the state standard in reading and/or math this year. In 1980, 22 of the 110 CBSR schools met or exceeded the state standard in reading and 15 met or exceeded the standard in math. In 1981, 73 of the 110 met or exceeded the standards in reading and 68 in math. In 1980, 26 of the 59 local program review schools and 8 of 59 met or exceeded the standards in reading and math, respectively. In 1981 that number increased with 37 of the 59 and 33 of the 59 meeting or exceeding the standards in reading and math, respectively.

Analysis of the 1981 test scores by grade level showed that the sixth grade made the greatest gains in both reading and math. In general, the ninth grade showed the smallest gains. CBSR schools, while scoring consistently lower at all grade levels in 1980, equaled the performance of the local program review schools at all grade levels except the 11th grades in 1981.

In conclusion, the progress of these schools clearly shows that dramatic achievements can be made.

Local schools and districts continue to implement the CBSR recommendation. Although the improvement scores cannot be attributed solely to the CBSR process, the comprehensive and local review processes helped schools identify those practices that were incongruent with their more effective and successful counterparts.

With the information gained, local professionals were able to attack more effectively their basic skills problems and elementary schools have gone far in resolving those problems. High schools in the group made progress but this progress must be continued to prevent an increasing drop-out rate and the failure of many students to meet the new graduation requirements.

The department expects that in the future few CBSRs will have to be conducted because of the dramatic improvement, in general, in the basic skills. This is particularly true of traditionally low-scoring schools and districts.

4 Specific Programs

Adult and Community Education

On the state level, fiscal cutbacks in adult and community education have taken place affecting 1981-82. The governor reduced the high school equivalency appropriations by \$390,372 and the adult education appropriations by \$419,542. The federal adult education allocation of \$3,348,000 remained the same as it has been since 1979, but a cut of more than 20 percent has been recommended for 1982-83 by the present administration.

How will these reductions affect programs? It must be stressed that the general educational development (GED) graduate becomes a new person in the community - one with a new outlook and new pride. Each of last year's 19,131 adult graduates earned a high school diploma and gained a strengthened sense of self worth. However, 1.9 million adults in New Jersey are not high school graduates. Furthermore, statistics show that 21,000 teenagers are dropping out of school each year. At some time in their lives, they will call on adult educators for help in earning their diplomas. The adult education population is neither static nor declining.

In New Jersey, according to the United States Census, 605,000 adults over 24 years of age never even started high school. Among them, more than 60,000 never went to school at all. This figure is a conservative estimate of adults in need of reading skills improvement or basic literacy education.

Among this group are learning disabled adults. By learning alternative approaches to reading, the learning disabled are overcoming the social and economic problems that their disabilities have posed. Many of the basic skills students are now improving their skills so that they can work towards securing their high school diploma.

The nation is now experiencing another massive influx of adults new to the country and its language. They are flocking to adult programs. In some communities, classrooms serving 20 youngsters during the day are packed at night with 60 non-English speaking adults eager to learn English to succeed here.

Adult education is not a public expenditure, but rather a public investment. The high school equivalency programs cost \$86 per graduate. As a result of earning their diplomas, graduates usually earn more money, thereby returning the public's investment in them with their higher tax payments.

Of last year's 21,000 General Education Diploma (GED) graduates, 5,100 are college students, and 5,600 have acquired higher paying jobs. They are already contributing to the tax base of New Jersey. In addition, federal, state and local welfare payments were reduced by \$737,760 because 694 former welfare recipients earned their New Jersey high school equivalent diplomas last year and are now supporting themselves.

Paradoxically, at a time when the population is growing older, critically needed funds for educational services for adults are declining. The department supports a proposed supplemental bill restoring the amount cut from high school equivalency and adult education. The alternatives for responding to these cuts include waiting lists, tuition fees (which would prohibit participation by many), and the recruitment of volunteer tutors.

Basic Skills Improvement

During 1980-81, state and federal programs in basic skills were consolidated into one bureau within the Division of School Programs. These included ESEA Title I, Title II, migrant education, and state compensatory education. This consolidation enabled the bureau to streamline management activities and to produce a unified state and federal compensatory education application. Consultants in the bureau and county school program coordinators were given in-service training together concerning procedures for application review and program visitation, and the provision of technical assistance to local school districts.

Cooperative planning between basic skills consultants and county school program coordinators in regard to the review of local district basic skills improvement programs was fully implemented. The frequency of monitoring visits has been reduced considerably. Districts now see one basic skills improvement review team visiting them rather than one federal team and one state team. The response from local districts toward the cooperative activities of the state agencies has been good. The assistance that basic skills consultants have provided to county offices and local school districts has been essential in developing coordinated and cohesive basic skills improvement plans.

With the reduction in federal administrative funds and the delegation of more responsibilities to states for the accountability review of local district basic skills improvement programs, New Jersey will need more state resources to maintain current services provided to local districts and county offices. The ESEA Title I administrative budget was reduced 33 percent for 1981-82. Further reductions are anticipated for 1982-83. The department will be facing a massive reduction in personnel funded with Title I dollars before the end of 1981-82 if other funding sources are not identified. In addition to the ESEA Title I shortfall, the next ESEA Title II administrative funds will not be available until July 1, 1982, in the form of funds appropriated for Chapter II of the Education Consolidation Improvement Act (ECIA) of 1981. At that time, funds previously appropriated under ESEA Title II will be part of a block grant, to be shared by 33 programs. Current Title II funds will run out in January of 1982. Unless state funding is provided, persons presently supported with Title II funds cannot be continued beyond January.

Recommendations are two-fold:

1. In order to continue the gains that local districts have made, using State Compensatory Education funds and ESEA Title I funds, state legislation should be enacted to expand state funding for compensatory education programs. As the ESEA Title I funds dwindle, the department should administer and fund those ESEA Title I programs that have proven to be successful.
2. To sustain the basic skills improvement thrust, vacant state-funded positions should be allocated for the federally funded basic skills positions being phased out. In addition, a plan should be developed for the use of ECIA, Chapter II, state funds that insures the continuation of successful basic skills efforts in the state.

Bilingual Education

The impact of Title VII fund reductions for bilingual education services offered by local school districts has already been felt. Out of twenty-five district proposals submitted to Washington this past year, three have been funded for the 1981-82 school year.

Resource personnel, such as bilingual guidance counselors, curriculum specialists, child study team members and para-professionals, will most likely be cut back. In addition, teacher certification programs, in-service training, and parent involvement efforts will also be affected.

The department's Title VII allotment for the coordination of technical assistance to Title VII funded bilingual programs has been reduced from \$138,000 to \$98,000. Title VII staff positions funded at the state level have been decreased from 3.5 to 2.5. This reduction will mean: fewer workshops and in-service training programs; less coordination of services among bilingual program districts, service centers and higher education institutions; and cutbacks in technical assistance.

These reductions will cause problems in the future. The number of limited English proficient students coming into New Jersey will continue to rise. During 1980-81 alone, there were more than over 6,000 new entrants from a variety of linguistic backgrounds, including refugees and entrants from Indochina, Cuba and Haiti, and families brought over from Japan for the Japanese-controlled industries in northern New Jersey.

An increase in the student population will result in the need for more bilingual and ESL teachers, more coordination of existing resources, more parent and teacher training to service diverse language groups, and more training of state department staff whose programs include limited English proficient students.

Local districts and the department will have to take actions to compensate for the decreased Title VII funding. Local districts must build local commitment into their programs, insure greater cost efficiency and management, rely on experienced teachers to provide in-service programs, and complete their own program evaluation reports. The department encourages the EICs to hire bilingual and experienced ESL staff to provide needed services.

Gifted and Talented Education

As early as 1976, the department actively encouraged and provided districts with technical assistance to enable them to recognize and develop programs to serve students with special gifts and talents.

* * *

GIFTED AND TALENTED PROGRAM STATISTICS

<u>Year</u>	<u>Percent of Districts with Programs</u>	<u>Number of Students Identified</u>	<u>State Budget</u>
1976	10%	4,000 +	0
1977	12	5,700 +	\$ 50,000
1978	30	16,000 +	\$ 75,000
1979		data not available	\$100,000
1980	66	25,000 +	\$100,000
1981	75	35,000 +	\$100,000

* * *

The department estimates that there are between 70,000 and 140,000 gifted and talented pupils in New Jersey's public schools or about 5 to 10 percent of the total student population. Since 1976, the number of identified gifted and talented pupils in special programs has increased from approximately 4,000 to 35,000.

Currently, the department's Office of Gifted and Talented Education has developed and manages several types of programs to serve the special needs of this group of children:

1. Accelerated programs for more than 9,000 seventh grade students who took the SATs (College Board exams usually given only to high school seniors). The results of the 1980-81 tests indicate that up to 3,000 seventh grade students can achieve at a level equal to or better than the average college-bound high school senior. This means they are functioning about five years above their grade level.
2. The Olympics of the Mind program for more than 7,000 highly creative students as determined by local district evaluation. This is a non-competitive, intellectual problem-solving experience for students that challenges their creativity.
3. Programs to develop student leaders, and seminars for intellectual development that involve more than 3,000 students.
4. Federal funds to local schools to establish and support programs for the gifted and talented. The availability of such funds is based on a 10 percent matching with state funds.

In addition, the office, in coordination with the four educational improvement centers, offers to approximately 20,000 teachers, administrators, parents and others workshops and consultation on educating the gifted and talented child.

In the past five years, the initial budget from the governor has eliminated funds for the gifted and talented program three times. Each time the commissioner has testified before the Joint Appropriations Committee for restoration of these funds.

In April 1981, the commissioner sent a report to the governor and legislature as required by law (A Study of Existing Pilot Education Programs for Gifted and Talented Pupils in New Jersey Public Schools [1]). In the report, the commissioner requested that specific legislation be enacted to provide a special fund for the development of education for such pupils in every school district. In June 1981, the commissioner charged the department's advisory council with the task of developing a draft of such legislation. It is now being worked upon.

Special Education

Major issues in special education in 1980-81 include a variety of area affected by the federal reductions of funds. The areas include services to preschool handicapped children, non-categorical special education services, residential costs reimbursements, and purchase of care for out-of-state placement.

Services to Preschool Handicapped Children

Federal legislation guarantees the provision of programs and services for handicapped children ages three through 21. New Jersey law requires school districts to identify, classify and provide programs and services for students five to 20 years of age. State legislation (A-538 in the 1980-81 legislative session) was proposed to provide programs for handicapped children three to five years old.* Under this legislation programs would be available to younger children through the cooperative efforts of the departments of Education, Health and Human Services. A significant funding commitment by the state is recommended in view of federal cutbacks.

Non-Categorical Special Education Services

Current state statutes require that local school districts apply a label such as "educable mentally retarded" or "emotionally disturbed" to a child before needed special education services may be provided. However, many parents and professionals have been concerned with this categorization of children because of its potentially deleterious effect on children and because of questions as to the validity of labeling children as a foundation for program planning.

*A-538 was signed into law by the Governor on January 9, 1981, as P.L. 1981, c. 415.

In 1980-81 A-351 was proposed whereby New Jersey would no longer require the application of a label before the child would be eligible for needed special education programs and services. The bill would require that any child with a significant learning difficulty be designated as a "pupil with special education needs" and be provided the necessary special education program and services. The department supports development of a substitute to A-351, as discussed earlier in the section on school finance (page 18). The non-categorical effort presents, in itself, a significant alternative in the face of reduced federal monies, as under this system funds would be provided to local school districts for actual costs necessary to provide specific individualized education programs.*

Residential Costs Reimbursement

During the 1980-81 school year, an estimated 893 pupils classified as educationally handicapped were enrolled in out-of-state private residential facilities. Placement for the majority of these children was arranged for other than educational reasons by state agencies such as the Division of Youth and Family Services and the Division of Mental Retardation. In some cases, local school districts have determined that, educationally, residential placement is the most appropriate and, in accordance with rules and regulations, have placed pupils in approved private residential facilities.

From 1977 through 1981, requests have increased from public schools for out-of-district residential placements for pupils classified as handicapped by local district child study teams. Title VI Part B funds amounting to more than \$3 million dollars have been used to cover residential costs for these children. Cutbacks in funds will eliminate the ability to continue their support. State funds must be made available for such purpose.

Purchase of Care for Out-of-State Placement

Since the enactment of the State Facilities Education Act (P.L. 1979, c. 207), the Department of Education has been working with the Department of Human Services to resolve the issue of payment of funds for children placed by that agency in residential settings outside of New Jersey.

These pupils were not originally counted in September of 1980, and thus, dollars were not budgeted to cover the costs of their education. The attorney general has ruled that the department can include these children under the provisions of Chapter 207 which would generate tuition aid for the 1982-83 school year.

An immediate department concern is finding funds to cover tuition aid for the 1981-82 school year in the amount of more than \$2.3 million. In addition, New Jersey has been charged several million dollars by Connecticut and Pennsylvania to cover expenses for New Jersey students in out-of-state residencies for the years 1973 through 1980.

*A-351 lapsed at the end of the 1980-81 legislative session, and it was pre-filed as A-5 in the 1982-83 session.

Reduced federal funding for children in state institutions (P.L. 89-313) will also impact seriously on instructional programs and services currently provided to 7,000 children.

Conclusion

The impact of federal cuts on the above areas of concern and special education as a whole will be quite dramatic although specific effects can only be estimated. Generally, however the loss of \$1.5 to \$1.7 million (New Jersey's share under a continuing resolution compared to the 1979-80 appropriation) will deny services to more than 600 handicapped children and preclude positions for more than 100 professionals at the local level. Furthermore, the proposed federal regulations for P.L. 94-142 will add to the problem of special education delivery, compounding the dearth of resources for the education of the handicapped.

Assessing the Impact of Reduced Support for New Jersey Vocational Education

Despite the awareness by many educational and legislative leaders that vocational preparation programs are important to the well-being of New Jersey's New Jersey's economy, federal support for vocational education has increased little during the past decade and that state funds for vocational education have not been increased for several years.

Recisions and cuts in federal support, and the inflation factor related to state support that has not been increased have caused significant reductions in the availability and variety of vocational education programs throughout New Jersey during 1980-81.

Comparisons of the vocational education funding requests with the availability of federal and state funds highlight the disparity between local needs and resources:

	<u>1980-81 Funding Requests for Vocational Education</u>	
	<u>Number of Projects</u>	<u>State/Federal Dollars Combined</u>
Requested	7085	\$108,578,231
Funded	4571	\$ 23,932,436
% Funded	64.5%	22.4%

The percentage of funding granted as a portion of requested dollars was less than in the previous year. The support level for 1979-80 was 22.7 percent of the demand whereas 1980-81 was 22.4 percent.

During 1980-81, inflation significantly reduced the value of the limited funds made available from both state and federal sources, and caused vocational classes to be closed, program currency and relevancy to be reduced and the opportunities for vocational preparation to be decreased throughout the state.

High unemployment rates is not a reasonable basis for reducing support for vocational education. Actually, the filling of certain key jobs--such as those in "high technology" industries--is essential for the maintenance or expansion of many other jobs. Also, each year, a number of energetic persons who have completed vocational or technical education begin small businesses, and these businesses develop a significant number of jobs.

That secondary school enrollments are shrinking does not provide an adequate rationale for reducing support for vocational education. Although approximately 40 percent of all high school students were enrolled in vocational education during 1980-81, it has frequently been demonstrated that two out of every three high school students could benefit from vocational education programs. Also, adult vocational education has been widely recognized as the area in vocational education targeted for major growth in the 1980's.

It is conservative to project that the number of adults now served by public school vocational programs (approximately 155,000) could be increased to 300,000 during the decade with only modest additional costs, since evening and weekend schedules can be utilized with facilities and equipment used for secondary and postsecondary school instruction.

Federal sources for vocational education funds are rapidly drying up. Current vocational education funding (1981-82) has suffered from rescissions which have reduced the federal share by 13 percent compared with 1980-81. Future federal funding (1982-83) is projected to suffer a 27 percent reduction, computed on the 1981-82 federal support level. Neither of these projections has incorporated an adequate inflation factor. If inflation is factored into the 1981-82 funding level, federal funds suffer a 25 percent reduction and 1982-83 federal funds a 40 percent reduction.

New Jersey's vocational education system is being increasingly strained by the erosive effects of inflation, neglect and misunderstanding. New and modified programs of vocational education--badly needed to keep instruction current and relevant to today's employment needs--are becoming very rare.

Vocational education and its demonstrated benefits should not be further sacrificed to short-term budgetary expediency. The long-term needs of our state's workers and employers are essential to the state's economic well-being and require that vocational education be provided increased budgetary support both federal and state sources.

This is not a popular time to recommend substantial increases in federal and state support for vocational education. Nevertheless, the public and its representatives in government need to reflect on whether it is better to prepare a person to be employed (at a cost of approximately \$2,500 per year) or to provide a compensatory job training program at a cost of approximately \$8,000 per year after unemployment problems and social welfare payments have begun.

Vocational education continues to be an excellent investment both in terms of what happens to people and what happens to the economy. This investment should not be neglected.

5 Major Educational Law Decisions of 1980-81

During the 1980-81 school year, the Supreme Court of the State of New Jersey decided two landmark cases affirming action of the commissioner and the State Board of Education which are precedent setting and which further confirm the authority of the commissioner and the State Board of Education to act affirmatively in ensuring a "thorough and efficient system of education to every child in the State of New Jersey pursuant to the authority delegated to them by the provisions of NJSA 18A:7A-1 et seq. The commissioner and the state board were held by the court to have the authority to direct the issuance of school construction bonds notwithstanding the defeat of referenda for that purpose. Such authority was affirmed subject to opportunity for opponents of such action receiving public notice and an opportunity to be heard in hearings before the Commissioner whose determination would be appealable to the State Board and the courts. In the Matter of the Application of the Board of Education of Upper Freehold Regional School District, Monmouth County, 86 N.J. 265 (1981).

In an equally precedential decision, the New Jersey Supreme Court upheld the authority of the state board, pursuant to NJSA 18A:7A-15, to issue a remedial plan that "may include whatever measures the State Board deems appropriate to remedy educational deficiencies within the school district." In this matter, the plan included the creation of a "monitor general" with broad powers to oversee and direct the activities of a local school board directed toward insuring the provision of a "thorough and efficient" system of education. More details on the Trenton intervention follow this section. In the Matter of the Board of Education of the City of Trenton, 86 N.J. 327 (1981).

In another case having broad application and impact throughout the state, the Appellate Division of the Superior Court affirmed the State Board of Education's holding that the statute of limitation, NJSA 2A:14-1, applies to teachers' claims for retroactive pay based upon the statutory military service credit, NJSA 18A:29-11 and that the equitable doctrine of laches likewise applies to claims made for retroactive relief within the six-year period not barred by the statute of limitations. The court further held, in support of the state board's position, that the doctrine of estoppel did not apply to claims made by eligible persons for prospective relief since each year that an individual was improperly compensated created a new cause for action. Marjorie A. Lavin v. Board of Education of the Borough of Hackensack, 178 N.J. Super. 221 (App. Div. 1981).

Two cases decided by the commissioner and affirmed by the State Board of Education dealing with the question of the rights of boards of education to take into consideration absentee records of employees in working personnel decisions relative to salary increments and re-employment are likewise certain to have broad implications and considerable impact. In both of these cases, the Appellate Division reversed findings of the commissioner and the state board and upheld local board action in holding that a local board is within its rights to take cognizance of a teacher's absentee record even, if they are legitimate, as in the case of a tenured teacher denied a salary increment and to deny non-renewal to a non-tenured teacher for excessive absence even though such absences did not exceed the ten days per year sick leave statutorily accorded by the legislature in NJSA 18A:30-2. Edith E. Trautwein v. Board of Education of the Borough of Bound Brook, A-2773-78 New Jersey Superior Court,

Appellate Division, April 8, 1981 and Elaine DiRicco v. Board of Education of the Town of West Orange A-4214-79A New Jersey Superior Court, Appellate Division, January 28, 1981.

Another significant decision was Jeannette Williams v. Board of Education of Plainfield, 176 N.J. Super. 154 (App. Div. 1980), which upheld the right of a board to transfer a tenured principal to any similar position within the scope of her certificate and that a reduction of future salary expected because of such transfer did not constitute a reduction in salary without the preferring of tenure charges as contemplated by NJSA 18A:28-5.

On the horizon for future resolution by the Supreme Court during the current school year is the resolution of the tenure eligibility status of Title I, compensatory education and supplemental teachers created by disparate findings of different Appellate Division panels in the Point Pleasant Beach Teachers Association et al v. Dr. James Collam and Board of Education of the Borough of Point Pleasant Beach 173 N.J. Super. 11 (App. Div. 1980) and Rita Spiewak et al v. Board of Education of Rutherford, 180 N.J. Super. 312 (App. Div. 1981).

The Trenton Intervention

As first discussed in last year's annual report [22], the commissioner of education ordered a remedial plan for the Trenton school district on November 7, 1979. The purpose of the plan, which included the assignment of a monitor general and an assistant monitor general to the district, was to resolve existing program problems, maintain the integrity of the budget, and install a more efficient and effective organizational structure.

Progress had been made in a number of areas--raising basic skills scores, resolving child study team problems, and averting a budget deficit in 1979-80--but the conflict between the board and administration continued.

There were several court actions following the original decision of the Commissioner, on November 7, 1979, and the State Board of Education's administrative order, on November 8, directing the commissioner to intervene in the Trenton public schools from November 1979 to June 30, 1981.

A notice of appeal from the administrative order of the State Board of Education was filed December 18, 1979; an amended notice of appeal was subsequently filed on January 14, 1980.

At no time during the pendency of this appeal did the board apply for a stay of the administrative order of the State Board of Education which directed the implementation of a corrective action plan in the Trenton school district and which ordered the board of education of the city of Trenton to "comply with all provisions of said remedial plan and with all directives issued pursuant to said plan by the Commissioner, the monitor general or any other authorized representative of the Commissioner."

A motion for ad interim relief and for emergent relief, submitted pursuant to the appeal, was filed by the state on May 12, 1980. The motion sought to direct the Trenton board to implement the state corrective action plan by complying with those directives of the commissioner of education and the monitor general issued in accordance with such plan. This motion also sought to enjoin the Trenton board from taking action which would frustrate

the implementation of the state plan including any disciplinary action by the board against the superintendent of schools, any administrator or teaching staff member in the Trenton school system for complying with the directives of the commissioner of education or of the Trenton monitor general. The motion for ad interim was granted on June 5, 1980.

On December 23, 1980, the appeal was decided in the Superior Court of New Jersey. The unanimous decision by Judges Matthews, Morgan and Greenberg reaffirmed the authority of the state to intervene in the Trenton public schools. Subsequently, on June 17, 1981, the Supreme Court of New Jersey decided the final appeal in reaffirming the authority of the commissioner and the State Board of Education and the propriety of their action to intervene in Trenton.

In conclusion, progress in remediating the deficiencies noted in the show cause order has been steady but arduous with the former Trenton board of education resisting every advance and resorting to every legal device available to obstruct the remediation process. The administration, apparently caught in conflict between the directives of its board of education and the state intervention mandates, has vacillated in its support and cooperation. A new board of education was elected in April 1981, and this board has shown a more cooperative attitude for the benefit of the Trenton school children. With the recent New Jersey Supreme Court decision, the question of authority can be finally laid to rest, and the remediation process can proceed more rapidly. The commissioner, in assuming a child advocacy role through the monitor general, is committed to completing the remediation process by June 30, 1982.

The Newark Intervention

In the early 1970's, the quality of education in the Newark schools became the subject of increasing concern by state and local officials and by members of the community. The commissioner of education, in response to complaints about administrative and fiscal problems of the school system, appointed Walter Wechsler to "review and evaluate the fiscal management of the Newark schools on February 4, 1975. As a result of the findings in Wechsler's report to the commissioner, on August 4, 1975, the legislature enacted P.L. 1975, c. 169, establishing the state position of Auditor General for the Newark School System with duties prescribed by law. The law also established unit control in order to provide a more efficient education for the children of Newark.

During 1976 and 1977, a remedial plan was developed, reviewed, and strengthened. In April 1977, the Newark Board of Education submitted a revised remedial plan which was accepted. The first phase of the plan was implemented over a period of time extending into 1978.

The Newark board of education has now chosen to challenge the state aid funding formula prescribed by law. There were a series of budgeting actions, show cause orders, and court actions this year, leading to Sharif vs. Byrne presently before the courts.

On January 22, 1980, the Newark Board of Education submitted a budget for the 1980-81 school year to the county superintendent which it certified as necessary for providing a thorough and efficient system of education for the children of that city. That current expense budget, so certified, was some \$19.7 million above the maximum permitted current expense expenditures (caps) as determined by the legislatively approved funding formula. Pursuant to statute and regulation, the Newark board applied for a cap waiver certifying that the additional funding requested was necessary to provide a thorough and efficient system of education. In granting a cap waiver of \$7.7 million on February 28, 1980, the commissioner certified that a total current expense budget of approximately \$285 million was necessary for Newark to meet its constitutional and statutory obligations.

In March 1980, the Newark Board of Education failed to submit a revised budget to the county superintendent reflecting the cap waiver as required by law. When the Newark City Council fixed a tax levy for 1980-81 which was some \$10.5 million less than what was required to meet the cap waiver figure, the Newark board filed an intent of appeal but eventually withdrew such appeal having earlier passed a resolution not to place the weight of the school district's financial burden on the City of Newark and authorizing legal action to place responsibility for providing additional funds on the state.

Between April 8, 1980, and March 5, 1981, the commissioner struggled without success to require Newark to show cause why he should not use his authority to set a budget at the figure authorized by the cap waiver of February 1980. During that time period, the board of education was given two separate extensions neither of which was successful in producing an answer.

The commissioner then issued an administrative order on March 5, 1981, some two months after the last extension for filing an answer had expired, and noted that the 1981-82 budget, then in preparation, was equally defective in addressing the program areas for which cap waivers had been granted more than a year earlier (February 1980). The commissioner's order of March 5, 1981, also acknowledged an additional appropriation by the Newark Board of Education of some \$3.9 million and directed that these monies be used for implementing the cap waiver program for the balance of the 1980-81 school year. Such acknowledgement, in effect, conceded that the bulk of the 1980-81 school year had passed and that such additional appropriation by the Newark board would be recognized as having fulfilled the requirements of the 1980-81 budget to reflect the implementation of its cap waiver programs for the next school year. The order also provided Newark with the opportunity to revise its goals and reorder its priorities so as to possibly justify a lesser current expense expenditure for the 1981-82 school year.

On March 5, 1981, the same date upon which the commissioner signed his administrative order, counsel for the Newark Board of Education appeared with an answer to the August 1980, order to show cause. Since the answer had originally been directed by the commissioner to be filed by September 5, 1980, some six months earlier, and the commissioner's order was already prepared and ready for signature, it was deemed to be moot and not accepted.

Even after the issuance of the order, the commissioner continued to seek an amicable solution of the entire matter. On March 31, 1981, he acknowledged a resolution passed by the Newark board indicating an intention of good faith

and the establishment of a compliance committee. The commissioner directed the Newark board to prepare and deliver to the county superintendent by April 10, 1981, a plan for implementing the cap waiver programs effective September 1, 1981. When this deadline also passed without such a plan, the commissioner requested that the state board, pursuant to NJSA 18A:7A-16, authorize enforcement of his order through court action. This course of action was undertaken by the commissioner upon advice from the Essex county superintendent of schools who said that unless the Newark Board of Education took immediate steps to ensure the availability of administrative personnel to implement the cap waiver programs, the school year would end; the administrators would be gone on summer vacation; and the Newark school system would begin a second school year under conditions which they themselves (by virtue of their cap waiver request) knew were less than adequate for the providing of a thorough and efficient system of education.

Despite the subsequent refusal of the court to enforce the commissioner's order based upon the technicality that Newark had not been provided a plenary hearing and the decision of the attorney general's not to appeal that determination, the commissioner remains firm in his resolve that the constitutional and legislative mandate which devolves upon his office required the actions of the court to enforce his March 5, 1981, order, the commissioner will continue to fulfill the responsibilities of his office relative to educational programs being provided by the Board of Education of the City of Newark through the ongoing monitoring process as prescribed by NJSA 18A:7A-1 et. seq.

The origins of the controversy arise from the dilemma faced by Newark and other urban centers relative to the great disparity which exists between their enormous needs of sustaining and upgrading services and their very limited resources for doing so. In this regard, the Newark Board of Education's recalcitrance in this matter seems to be consistent with its resolution of March 14, 1980, not to place the weight of the school district's financial burden on the City of Newark and its law suit presently before Judge Drier in the Superior Court, Chancery Division which seeks to overturn the funding formula established by NJSA 18A:7A-1 et. seq. (Sharif vs. Byrne).

The commissioner is likewise faced with a dilemma, namely his recognition of, and sympathy for, Newark's financial plight and his constitutional and legislative responsibility for monitoring the ongoing educational process and ensuing the provision of a thorough and efficient system of education.

III NEW JERSEY STATE DEPARTMENT OF EDUCATION OPERATIONS

1 Changes in the Department for 1981-82

Organizational changes for 1981-82 were two in number, both focusing on improved administrative efficiencies.

The evaluation of teacher education programs at New Jersey public colleges was removed from the Bureau of Teacher Education and Academic Credentials, Division of Field Services. The evaluation responsibilities were assigned to the Division of Research, Planning and Evaluation which conducts all educational evaluations for the department.

In March 1980, the New Jersey Council on the Arts transferred from the Department of State to the Department of Education as part of the overall state agenda to consolidate cultural activities (the museum and the library are part of the department). The council was assigned to the Division of Administration.

2 Division-Level Reports: 1980-81

The department operations are described below in summary fashion to highlight the functions, variety of responsibilities, and activities by the department.

Office of the Commissioner of Education

The commissioner of education is a member of the governor's cabinet and chief executive officer for the New Jersey State Department of Education. Further, the commissioner serves on numerous cabinet and state-level committees as the chief spokesperson for education in New Jersey.

In addition to the interdivisional managerial and policy making responsibilities of the department as a whole and special projects within the commissioner's office, there are five units:

Office of Executive Services

... responsible for all other offices within Commissioner's office; provide for: policy coordination, liaison with the Governor's Office and executive departments and educational organizations.

Office of the Legislative Liaison

... responsible for department liaison with the legislature in designing and developing bills for legislative action, determining education policies and positions and providing information and data to the legislature.

Office of Public Information

... responsible for providing information to parents, teachers, the public and the media on the activities of the department; produces/publishes Interact; reviews and edits all department publications.

Office of State Board of Education Administration

... responsible for providing administrative support services to and coordinating meetings of the State Board of Education.

The Newark Auditor General

... performs financial accounting and auditing oversight functions with respect to the operations of the Newark public school system.

In addition to the ongoing management responsibilities required of the commissioner by law and code, additional activities for 1980-81 included:

- (1) Publication of special issues of Interact devoted to the topics of violence and vandalism, minimum basic skills, T&E, water conservation, and school improvement, all of which served to focus attention on school successes;
- (2) Increased personal contacts through county, district and school visits to provide information on the current fiscal situation (including the impact of federal budget cuts) and to encourage better communications between local school districts and the community;
- (3) Testifying in Washington and at the state level on the negative impact of proposed budget cuts in education;
- (4) Forming an educational coalition, consisting of the major state educational associations (such as the New Jersey School Boards Association and the New Jersey Education Association), to develop strategies for combatting pending federal budget cuts;
- (5) For the first time, compiling a comprehensive and cohesive package of information describing educational issues, programs and policies for specific public requests which was distributed in the summer of 1981 and will continue to be updated on a regular basis;
- (6) Developed an effective program to deal with the perceived paperwork problem due to implementation of T&E (see page 4);
- (7) Asked the State Board of Education and the legislature to place a moratorium on mandates arising from the implementation of T&E (see page 6); and
- (8) Began a review of all educational statutes and administrative code for elimination of obsolete law, code and unnecessary requirements.

In addition to the ongoing responsibilities, other goals for 1981-82 include:

- (1) Encouraging the development of alternative education systems as one means of reducing violence and vandalism;

- (2) Improving communications between the department and local school districts by more sophisticated telecommunication approaches to distributing information, both visual and written, in a more timely manner to a wide audience;
- (3) Regaining the public base of support and to focus on the need for cooperation in times of fiscal austerity.
- (4) Continuing decentralization efforts, moving decision-making to the county and local levels, to strengthen local autonomy and responsibility for school improvement on those levels; and
- (5) Developing policy, plans and programs to address problems of the preschool-age children, now in a mixture of nurseries, child care centers, and preschool programs, and offer better, more supervised schooling for this age group.

Office of the Deputy Commissioner

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

Management

... develops budget and supervises expenditures of the offices of commissioner, deputy commissioner and county offices; supervises fiscal and personnel matters, and facilities and communications systems for those offices; and processes state aid budgets for the educational improvement centers.

Controversies & Disputes

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

County and Regional Services

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

Equal Educational Opportunity

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

Federal/State Relations

... responsible for supervising federal and non-state grants received by the department and the monitoring of third party contracts; providing information to department staff on federal legislation as it impacts on department operations; identifying federal dollar sources; and offering technical assistance in securing grants and contracts.

School Improvement

... supervises reporting, evaluation and classification systems under the Public School Education Act of 1975 and maintains records; and develops short and long-term plans to bring about school improvements resulting from the operation of T&E.

Operational highlights for 1980-81 included:

- (1) The monitoring process of schools and districts was changed, shifting focus to attention on particular schools and districts requiring assistance with school improvement. The efforts were successful: 94 percent of the schools and districts were granted three-year approvals on their educational plans, 85 percent had more than 65 percent of their pupils above state minimum achievement standards, and more than 90 percent received at least an "interim approved" status in the law and regulation area. More than 1,000 sub-standard classrooms were upgraded.
- (2) Recommendations for improving student performance in basic skills were provided to 110 schools through a comprehensive basic skills program review. The process was designed to provide an in-depth diagnosis of problems within the schools contributing to poor performance in the basic skills.
- (3) Using a special federally funded program to identify and develop nine desegregation demonstration schools, modeling their educational excellence, in four volunteer districts (Camden, Essex County Vocational, Paterson and Vineland). A total of 1,135 educators and parents participated in the training programs provided.
- (4) The backlog of more than 600 undecided cases in the Bureau of Controverses and Disputes opened prior to January 6, 1979 (before the creation of the Office of Administrative Law in the Department of State), have been virtually eliminated. The handful of held-over cases remaining are due to technical legal questions which are awaiting resolution by the courts.

Plans for 1981-82 include:

- (1) Attention will be given to assisting districts to improve their curriculum. The evaluation of local objectives, the breadth of program offerings and the maintenance of instructional programs in the fine and performing arts are all factors to be considered.

- (2) In-depth and broad-based technical assistance and training will continue to be provided in the development and maintenance of educational-excellence programs through voluntary desegregation processes and demonstration schools. Six additional schools will be added to the nine demonstration schools of 1980-81. In addition, Newark, New Brunswick, Perth Amboy and Plainfield will be assisted in developing voluntary desegregation demonstration schools.
- (3) A major responsibility of the Office of School Improvement will be to identify and distribute information concerning effective teacher practices in the basic skills; the information will be distributed to county staff and to schools.

Division of Administration

The Division of Administration is responsible for directing the internal management and operations of the department. The division is organized into seven major offices as follows:

Office of Budget and Accounting

... prepares the department's annual operating budget and maintains the purchasing and financial accounting system.

Office of Personnel

... administers the department's personnel, payroll and labor relations programs.

Office of Central Services

... supervises printing and mail operations, building maintenance, telecommunications, security and real estate management for the department.

Office of Employee Development and Training

... coordinates job training, in-service training, and career development opportunities for all department employees.

Word Processing Center

... maintains the department's electronic word processing system.

Office of Affirmative Action

... monitors the department's progress in meeting affirmative action and equal employment opportunity goals and objectives.

N.J. State Council on the Arts

... promotes public interest and support for the study and presentation of creative and performing arts in the state; provides grants-in-aid to public and private institutions and individuals engaged in the arts.

Operational highlights for 1980-81 included:

- (1) Promotion of energy conservation in cooperation with the Department of Transportation through car/van pooling and mass transportation programs;
- (2) The transfer of the New Jersey State Council on the Arts from the Department of State to the Department of Education (in March 1981) and assigned to the Division of Administration;
- (3) Improvement of the productivity and efficiency of the department's Word Processing Center by upgrading equipment and installing a laser document printer;
- (4) The establishment of mini word processing centers in the Division of Vocational Education and Career Preparation and the Bureau of Child Nutrition Programs to improve services to those units;
- (5) Participation in the Governor's Task Force on Human Relations and Morale; and
- (6) Participation in the Governor's Council on Physical Fitness and Health.

Division goals for 1981-82 are:

- (1) To improve the department's data-based management information system by providing a closer interface between the data processing and word processing systems;
- (2) To improve personnel services through efficient office management and computerization of employee records;
- (3) To establish mini word processing centers in the Division of School Programs, Division of State Library, Office of the Deputy Commissioner, and at the Quakerbridge Road office complex;
- (4) To develop and implement a comprehensive affirmative action plan for the department;
- (5) To assist the Department of the Treasury in conducting a management study of the Department of Education.
- (6) To establish a department Ethical Standards Committee to complement the work of the Ethical Standards Commission; and
- (7) To develop a master plan of comprehensive training and career development for department employees.

Division of Field Services

The Division of Field Services is responsible for administering the direct service educational programs operated by the Department of Education.

In doing so, the division strives to provide high quality services to the students enrolled in these programs and to have the programs available as a statewide resource for special needs students. The division is also responsible for the issuance of educational certificates.

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

Bureau of Teacher Education and Academic Credentials

... under guidance of policy set by the State Board of Examiners, the bureau issues educational certificates required for employment in New Jersey school districts following evaluation of applicants' credentials.

Center for Occupational Education, Experimentation and Demonstration

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

Bureau of State Facilities

... coordinates the efforts of the department under NJSA 18:7B-1.1 et seq., the State Facilities Education Act of 1979, in the monitoring of those educational programs available to children assigned to state institutions.

Marie H. Katzenbach School for the Deaf

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

Newark Skills Center

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

New Jersey Job Corps Center

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

Regional Day Schools

... A network of 11 schools throughout the state to serve severely handicapped children (two schools are now in operation and six more are scheduled to open by September 1982).

Operational highlights of the division for 1981-82 include:

- (1) The Bureau of State Facilities developed and implemented a review and monitoring process for educational programs operated by the departments of Human Services and Corrections under NJSA 18:7B-1.1 et seq.
- (2) The Marie H. Katzenbach School for the Deaf negotiated an inter-agency agreement with the Department of Human Services and developed a program for emotionally disturbed children for education, residential, and treatment services, including acquisition of capital monies for development of a residential facility.
- (3) A supplemental appropriation was acquired for the Marie H. Katzenbach School for the Deaf to address support services, deficiencies and capital needs as determined by a study in response to issues raised by the Public Advocate. The resulting reorganization was completed to provide better coordination in delivery of support and resident services.
- (4) Millburn became the first regional day school to open as a result of the state's purchase of the property. The Bergen County Regional Day School was opened in July 1981 as the second of 11 such schools.
- (5) A curriculum for drafting was completed by staff at the Center for Occupational Education, Experimentation and Demonstration (COED), Newark, and distributed to vocational schools throughout the state in the summer of 1980.
- (6) A review of curriculum organization and content at the New Jersey Job Corps Center and the Newark Skills Center, was completed to determine program and service adequacy, strengths and weaknesses, was completed.
- (7) The division cooperated with the Department of Corrections to jointly operate vocational training programs in Rahway and Trenton State Prisons to coordinate multiple adult educational training programs in an effective manner.

Division goals for 1981-82 include:

- (1) The program for emotionally disturbed deaf children at Marie H. Katzenbach School for the Deaf will be implemented with the cooperation of the Department of Human Services, and the school will serve as a learning resource center for teachers of the deaf.
- (2) Professional licensing services (other than education), now handled by the Bureau of Teacher Education and Certification, will be transferred to the Department of Law and Public Safety for better services to both the various licensing boards and the educational community.

- (3) The New Jersey Job Corps will expand direct recruiting services to local New Jersey school districts seeking such services and placement of students, rather than solely rely on the second hand referrals through the U.S. Department of Labor.
- (4) With the probable changes in federal policy and funding and their effects on the economy, increased analysis and attention will be given to determining employer and community needs as it affects curriculum offerings and graduates of the COED and the Newark Skills Center.
- (5) Six additional regional day schools (in the counties of Atlantic, Hudson, Middlesex, Morris, Ocean and Salem) are expected to open in 1981-82.

Division of Finance and Regulatory Services

The purposes of the Division of Finance and Regulatory Services are to oversee the allocations of state and federal aid to local school districts and to review the expenditures of local districts in state aid, pupil transportation, school facilities and child nutrition.

The division operates through five bureaus:

School Finance

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

Auditing

... responsible for strengthening efficiency in the fiscal operations of school districts.

Pupil Transportation

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

Facility Planning Services

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

Child Nutrition

... responsible for administering different types of food service programs and providing assistance to sponsors in areas of nutrition and program management.

Operational highlights for 1980-81 include:

- (1) The department reviewed and approved \$230 million in school construction, the highest dollar volume of public school construction ever recorded in New Jersey for one year. This represented 744 projects, of which 676 were for repair and rehabilitation work on existing buildings. Thirteen new schools were constructed totaling more than \$69 million.
- (2) Four "Energy Conservation Guidelines" booklets [14, 30-32] that present energy conservation concepts and procedures for local school districts to follow were published.
- (3) Asbestos removal occurred in 42 schools in the last year. To date asbestos removal has taken place in more than 100 schools; more than 250 schools were reported in February 1977 as having sprayed-on asbestos surfaces.
- (4) The transportation systems in several school districts were consolidated and Gloucester County was added to the computerized school bus scheduling project.
- (5) Register audits resulted in the reduction of state aid by \$575,748. These audits should increase the reliability of the applications for state aid received from school districts.
- (6) Monitoring, technical assistance and reimbursement was provided to public and nonpublic schools participating in the child nutrition programs. More than 675,000 children were served by these programs during 1980-1981.
- (7) The full implementation of nonpublic, special services and textbook computer systems was completed.
- (8) Training was given to 320 individuals to serve as instructors or transportation managers in pupil transportation.
- (9) A survey under a four-year contract with New Jersey architectural-planning firm, which began in 1977, was completed. Preliminary findings indicate that the average age of original buildings still in use throughout the state is 34.6 years, and the total cost estimate to completely upgrade all schools facilities in the state is almost \$3 billion.

Goals for 1981-82 include:

- (1) To increase the number of consolidated school transportation systems and the number of districts utilizing computerized bus scheduling.
- (2) To complete the systems design and implement computer checklists for school bonds and Title I.
- (3) To design and implement a year-end financial report of all funds processed through the division to local districts.

- (4) To assist districts in reducing the cost of operating school food service programs in a time of severe budget reductions.
- (5) To review and update instructional manuals to comply with program-oriented budgeting (POB) requirements, and implement proper accounting procedures for local districts choosing the program-oriented method of budgeting and accounting.
- (6) To assist local school districts in the control and removal of sprayed-on asbestos coatings so as to be in compliance with the state's "Minimum Specifications for Asbestos Removal" and the 1979 federal (Environmental Protection Agency) guidance documents regarding "Asbestos-Containing Materials in School Buildings" (Parts 1 and 2).

Division of Research, Planning and Evaluation

The division provides an integrated research, planning, assessment and evaluation capability in accordance with the goals and priorities of the commissioner of education and State Board of Education. The division provides policy development services and deals with new initiatives and alternatives for improving education.

In 1980-81, the division operated through three bureaus:

Bureau of Evaluation

... responsible for the assessment and evaluation of the status of education in New Jersey (through statewide minimum basic skills testing and categorical program evaluation design).

Bureau of Planning

... responsible for planning and developing solutions to educational problems identified by the commissioner and division heads, as well as administering development grants to schools and disseminating research findings related to school improvement.

Bureau of Research

... responsible for policy analysis, special research projects and the overall management information and data processing needs of the department.

Operational highlights for 1980-81 include:

1. The development of the comprehensive basic skills program review process for use in low-achieving schools (see page 27), and a conversion of that effort into an on-going evaluation and research effort to improve basic skills achievement in New Jersey schools.

2. The administration of the Minimum Basic Skills tests to 390,000 students in grades 3, 6, 9, and 11, the results of which show marked gain over the previous year (see Table I in the appendix), and a distribution of that data to local school districts for planning and instructional purposes [16, 17]. It also included the development and administration of modified MBS tests to accommodate Spanish-speaking pupils and pupils classified as handicapped.
3. Completion of a preliminary draft of a statewide master plan to provide data processing capabilities to interested local school districts through a regional data services network.
4. Provided policy alternative papers, special reports, financial analysis papers, and plans for new department initiatives to the Office of the Commissioner.
5. Conducted evaluations in the areas of bilingual education, compensatory education and Title I, and evaluation of programs to aid non-public schools.
6. The implementation of high school graduation requirements guidelines to fulfill the requirements of P.L. 1979, c. 241 (see page 26).

Goals for 1981-82 includes:

1. Development of a process to assist schools in examining the quality of the school program and improving the quality of programs in areas other than the basic skills.
2. The completion of an analysis of the current statewide testing program to determine what improvements would best serve the needs of education.
3. The completion of the master plan for regionalized data processing services to reduce the paperwork burden on the districts.
4. Modification of the process of evaluating teacher preparation programs in accordance with recent research.
5. The development of a plan to utilize technology in the upgrading of teaching skills.
6. To conduct research related to characteristics of effective schools, programs and teaching practices.

Division of School Programs

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

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

In 1980-81 the division operated through five bureaus:

Bureau of Adult, Continuing and Community Education

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

Bureau of Basic Skills Improvement

... administers programs for ESEA Title I and migrant education, state compensatory education, and ESEA Title II basic skills. The ESEA Title I program provides supplemental educational services to educationally disadvantaged children residing in low-income population areas. The state compensatory education (SCE) program assists pupils who lack proficiency in basic communication and computational skills. A limited amount of SCE funds are also awarded to local districts for research and development activities. The ESEA Title II basic skills program is primarily concerned with the coordination of basic skills programs in an effort to promote quality instruction for all students. Basic skills, as defined by the federal government, includes reading, mathematics and oral and written communication.

Bureau of Bilingual Education

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

Bureau of Curriculum

... plans and develops curriculum and instructional programs for the elementary and secondary schools. These include arts education, nutrition education and training, family life and health education (including use and abuse of drugs and alcohol), early childhood education, alternative education, materials development, teacher centers and curriculum approvals of secondary school course changes.

Bureau of Special Education and Pupil Personnel Services

... implements the state and federal statutes governing special education to ensure that handicapped children in New Jersey receive full educational opportunities as prescribed by law. It provides professional development services and technical assistance and conducts evaluations and administrative reviews; implements federal and special state-funded programs for exceptional children; monitors, assists and approves all public and private school programs for the handicapped; administers programs authorized by federal and state laws for nonpublic schools and their pupils and conducts the approvals of private secondary schools.

Operational highlights for 1980-81 included the following:

1. An interagency agreement was developed with the Department of Human Services to provide educational and counseling programs to adult refugees through a consortium of seven local educational agencies and institutions of higher education (\$570,000).
2. GED testing was provided for approximately 31,000 New Jersey adults; 21,000 New Jersey Adults who were dropouts last year are now high school graduates as a result of these programs. Of these graduates, 694 are now off welfare, 5,100 are enrolled in college and 5,600 have acquired higher paying jobs. Furthermore, more than 600,000 adults were enrolled in courses ranging from basic skills education and vocational training (funded by state and federal monies) to self enrichment and leisure time improvement activities (for which tuition fees were charged).
3. Community education grants from the Charles Stewart Mott Foundation were given to establish community service centers in 24 school districts.
4. Bilingual education staff assisted 200 districts implement bilingual and ESL programs for approximately 33,000 students from more than 125 language backgrounds. State categorical aid to these programs totaled \$9,249,461.
5. A report on gifted and talented programs [1] was sent to the Governor (see page 31).
6. More than 60 districts used the Language Assessment Battery (LAB) test to identify students of limited English proficiency for appropriate placement into and subsequent exiting from the programs.
7. The MBS mathematics test was translated into Spanish and administered to more than 2,600 students through the state; analysis of the results and future plans are being prepared.
8. The New Jersey Network aired a television series on nutrition entitled "The Great American Eating Machine: You." The program itself and a teacher's guide [20] were developed by the Nutrition Education Training Project staff in cooperation with NJN.

9. A single application form for both federal and state monies, the Basic Skills Improvement Program Application was developed, eliminating 12 pages from the original forms. Further, a uniform reporting process for ESEA Title I and SCE evaluation results has produced better data, and has substantially reduced the reporting requirements of school districts; split-funded projects (Title I and SCE) report results only once now; and districts submit only data needed for federal or state reporting requirements.
10. The 12th Annual Eastern Stream Migrant Education Conference was hosted by the department. More than 1,000 educators and parents from 25 states and Puerto Rico participated in the four day conference (February 16-19, 1981), which accomplished its goals of promoting interstate cooperation in educating migrant children, and encouraging the continuity of their education through interchange of information relating to their health education and welfare.
11. In addition to the products described above, other major products developed included: Nutrition Education Programs for the Classroom, K-12 [36]; Family Life Education Curriculum Guidelines (3 volumes) [37]; Alternative Education Programs: A Guide for Implementation [34]; Use and Abuse of Alcohol, Drugs and Tobacco (3 volumes) [2]; Parent Involvement Programs in New Jersey [10]; Guidelines for Bilingual/ESL Education Programs [8]; English as a Second Language Teacher Training Manual [7]; Selecting a Quality Preschool [9]; and The Report of the Committee to Study the Effectiveness of Programs for Autistic Children [12].
12. Workshops, training sessions and conferences for teachers, administrators and members of the community were held in all areas of the division: bilingual education, non-discriminatory assessment of culturally different children, preschool, the Holocaust-genocide project, the special arts project, family life education, and drug and alcohol abuse.

The division's work in a multitude of areas is varied and extensive. It cannot be discussed completely here; the reader may also review the division's annual report to the State Board of Education [11].

Division goals for 1981-82 include:

1. To expand parental involvement in: basic skills programs, the special education process, bilingual education, and early childhood education; and to develop comprehensive parent involvement demonstration projects in three communities, establishing each as a model for training and dissemination purpose.
2. To promote the development of adult high schools so that this service is available to adults in at least 60 school districts.
3. To establish a state plan for the integration of adult vocational and adult basic skills programming.

4. To promote preschool quality education, with special emphasis on enhancing the intellectual, social, physical and language development for the preschool handicapped.
5. To train teachers, in family life curriculum, drug and alcohol abuse curriculum, alternative school options to reduce violence and vandalism in schools, early childhood education, and the multi-cultural arts project.
6. To improve bilingual minimum basic skills, to measure student achievement in bilingual programs by a uniform basic skills assessment procedure comparable to that administered to students in the regular program, especially in the area of Spanish MBS communication skills.
7. To increase the employment skills of handicapped children by encouraging the provision of realistic vocational opportunities.
8. To continue efforts to provide non-discriminatory educational assessment and services for all children, with special emphasis upon the handicapped.
9. To improve the process whereby GED candidates can secure credentials more rapidly (by converting to the new test scoring and reporting system).
10. To develop computer literacy among students before graduation.
11. To promote the development of specialized secondary schools, such as the New Jersey State School for the Arts and the Marine Science Consortium.

Division of State Library, Archives and History

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

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

The division operates through six bureaus:

Administration

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

Archives and History

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

Law and Reference

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

Library Development

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

Library for the Blind and Handicapped

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

Technical Services

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

Operational highlights of the division for 1980-81 included:

- (1) A package of five bills was introduced as S-3006 through S-3010 on January 22, 1981, reflecting two years of intensive planning for a new, statewide, multitype library network.* Regional meetings and numerous "rap sessions" were attended by hundreds of librarians, trustees and interested lay public to discuss and explain this proposed enabling legislation.

*Only S-3010 was signed into law, permitting counties to establish a county library study commission to evaluate the county library system. The other bills will probably be reintroduced in the 1982 legislative session.

- (2) Ground-breaking ceremonies for a 105,000 sq. ft. building to house the Records Storage Center and Library for the Blind and Handicapped were held October 1, 1980. By the end of the fiscal year, the building was 42 percent complete.
- (3) Using Library Services and Construction Act funds, the State Library sponsored a workshop on "Deaf Awareness" which attracted 55 librarians. By April, 12 libraries had indicated interest in serving as regional centers for service to the deaf. This represents the first effort in the state to recognize the special problems of deaf library patrons.
- (4) A new southern region edition of the State Library's Interlibrary Loan and Photocopy Information and Procedures manual was published and distributed in June covering network channels, forms and basic interlibrary protocol.
- (5) Archives and History Bureau staff were placed in charge of a records salvage operation by Chief Justice Robert Wilentz following a fire in the State House Annex in November 1980. More than 1,200 cubic feet of wet records were frozen in plastic milk crates, furnished by Johanna Farms, Inc., at Fort Dix and six truck loads of dry records were transferred to the National Guard Armory. The entire rescue operation was completed in less than 72 hours. In June, portable freeze-drying equipment was installed in the Trenton post office and a two-month recovery program was begun. Underwritten by the governor's office, the program attracted national attention.
- (6) In conjunction with the Newark Public Library, the State Library is formulating a state plan for the federal documents depository system. The New Jersey plan may be used as a model for a proposed national system dealing with such issues as responsibility for collection development, access, inter-library loan of federal documents, training and educational activities.

Division goals for 1981-82 include:

- (1) Occupancy of the new State Records Storage Center with a greatly expanded program for state, county and municipal records management.
- (2) Occupancy of the new library for the blind and handicapped and the initiation of a talking-book machine distribution program, transferred from the New Jersey Commission for the Blind. The library will have a radio broadcast studio for the blind for which planning, staffing, and programming has begun.
- (3) Passage of library networking legislation with sufficient state aid to inaugurate the new regional, multitype library network services programs.
- (4) Coordination of school library/media services with, and full participation in, a new multitype library network.

- (5) Emphasis will be placed on "computer literacy" for all pupils in our public schools so they will be able to use the information tools they need as future adults.

New Jersey Historical Commission

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

The commission operates through four offices:

Management

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

Research

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

Public Programs

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

Publications

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

Operational highlights of the commission for 1979-80 included:

- (1) Publication of volume two of The Papers of William Livingston, a series of five volumes of the selected correspondence, official documents, and other papers of New Jersey's first elected governor (1776-1790).

- (2) Publication of the proceedings of the Tenth Annual New Jersey History Symposium, Planned and Utopian Experiments: Four New Jersey Towns.
- (3) Cosponsored New Jersey's Barrier Island: An Ever-Changing Public Resource, with the Rutgers University Center for Coastal and Environmental Studies and numerous cultural, historical and environmental agencies, on October 4, 1980.
- (4) Cosponsored The Worlds of Stephen Crane (Second New Jersey Literary Heritage Conference) with the New Jersey College English Association, the Newark Public Library and various cultural organizations, on November 1, 1980.
- (5) Made 36 grants totaling \$10,000 to individuals and institutions in support of original research, classroom projects, and local public programs dealing with New Jersey history.
- (6) Received a third grant (for 1981-82) from the National Endowment for the Arts to support the New Jersey Folklife Program.

Commission goals for 1981-82 include:

- (1) Publication of the Biographical Directory of New Jersey Governors; three pamphlets in the series "New Jersey Portraits" (Mary Philbrook, Dorothea Dix, Philip Freneau); the proceedings of the Eleventh and Twelfth Annual New Jersey Symposia; a bibliography of New Jersey folklife; and several pamphlets in the Ethnic Life History Series.
- (2) Continuation of fieldwork on the Guide to Manuscript Collections in New Jersey history.
- (3) Increase volume of publication sales.
- (4) Establish an accessible depository in the State Library of oral history transcripts collected by the Recent History of the State Government project.

Division of State Museum

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

State Museum programming is broadly involved with the three traditional museum-related functions of collecting, exhibiting and interpreting. The first two are self-explanatory. The latter includes lectures, publications, demonstrations, guided gallery tours and performing arts programs pertaining to all four of the subject-area bureaus. The museum also maintains a variety of outreach services that include traveling exhibitions and an extensive film loan library of more than 2,500 titles.

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

Management

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

Archaeology/Ethnology

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

Cultural History

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

Education

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

Exhibits

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

Fine Arts

... emphasis on American paintings, sculpture, prints and drawings of the 19th and 20th centuries, with special attention to the work of contemporary New Jersey artists.

Science

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

Operational highlights of the division for 1980-81 include:

- (1) Among the approximately 350,000 individuals from throughout the United States and many foreign countries who visited the museum during the year were more than 110,000 students from all grade levels who came with their teachers for special educational programs. Also included in the total were more than 60,000 adults and young people who attended public performing arts activities and/or public programs in the planetarium. In addition, total audiences for outreach exhibits and films were estimated to exceed 2.5 million.
- (2) Gifts and purchases valued in excess of \$400,000 were added to the collections during the year, bringing the total value to well over \$6 million. Among the major acquisitions were: works by New Jersey artists Robert Birmelin, John Randolph Carter, Mel Edwards and Gary Kuehn (purchased with matching grants from the National Endowment for the Arts and Friends of the Museum); objects by 18th century New Jersey silversmiths Abner Reeder, Nathaniel Coleman, Elias Boudinot and Teunis Dubois (purchased with Acquisitions '78 funds); three separate collections totaling more than 1,000 specimens from prehistoric archaeological sites in southern New Jersey; and more than 15,000 fossils from the Silurian and Devonian Ages collected by the Bureau of Science staff in the Delaware Water Gap National Recreation Area.
- (3) Prominent among more than three dozen topical exhibitions organized and/or mounted during the year were: "The Working American" (circulated by the Smithsonian Institution Traveling Exhibition Service and focal point for a number of labor-related events); "The Hollywood Indian" (an extensively researched and documented study of stereotyping in the movies organized with funding assistance from the New Jersey Committee for the Humanities); "Farming in New Jersey: 1781-1981" (organized in cooperation with the New Jersey Agricultural Society and the New Jersey Department of Agriculture); "Sevres Porcelain" and "Tureens from the Campbell Collection" (two traveling exhibitions of international importance supported by grants from leading New Jersey porcelain studios); and work by contemporary New Jersey artists Adolf Konrad, Kenneth L. Gosner, Frank Greco, Lois Dodd, Dorothea Greenbaum, John Powell, John Goodyear, Mel Edwards, John Randolph Carter and Jacob Landau.
- (4) Nearly 10,000 visitors--including three of New Jersey's Nobel Laureates in Science in Physics--crowded into the museum on January 18, 1981, for a Super Science Sunday program celebrating the completion of the master design for the Hall of Natural Sciences.

Major goals and plans for 1981-82 include:

- (1) Complete the cataloging, conservation and other preparatory elements required for the opening (in May 1982) of major new galleries on the second and third floors for exhibition of objects

from the fine arts and cultural history collections. These new galleries with more than 12,000 square feet of floor space will add immeasurably to exhibition capabilities.

- (2) Expand the activities of the museum's Development Office to seek new sources of grants from governmental agencies, corporations and foundations to augment public programming.
- (3) Complete the transfer of Bureau of Exhibits' fabrication activities to outside quarters so that the vacated space in the museum building may be developed for new teaching programs.

Division of Vocational Education and Career Preparation

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

The division operated through nine units:

Administrative Unit

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

Planning and Equal Access Unit

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

Career Education and County Career Education Coordinators Unit

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

Comprehensive Employment and Training Unit

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

Occupational and Career Research Development Unit

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

Occupational Programs Unit

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

Regulatory Services Unit

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

Resource Management Services Unit

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

Special Programs Unit

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

Operational highlights of the division for 1980-81 included:

- (1) The Vocational Program Improvement Project was a major effort by the division. Self-evaluation reports were submitted by 69 high schools in six counties, involving more than 1800 vocational course/programs. In the secondary school vocational education evaluation project, on-site visitations were conducted in 33 high schools in 26 local school districts. Also, more than 1000 adult vocational education course/programs returned the self-evaluation forms. In the adult vocational education evaluation project, 40 sites in 20 institutions were visited. In the completer-leaver survey, 1850 former vocational students submitted data as requested and 341 employers submitted pertinent data on former vocational students currently in their employ. As a result of this evaluation program, recommendations and planning grants were provided to local districts.
- (2) 191 adult vocational education programs received technical assistance and funding. Of this total, 106 were supported by state funds and 85 were supported by federal funds. The number of courses funded reflects the importance given to supporting adequately quality courses rather than providing token funding for all adult vocational education programs. Funding priority was given to equipment to assist programs to keep pace with rapidly changing technology and the realities of the job marketplace. The vocational fields most represented among the funded projects were health occupations education, and business and office occupations.

- (3) 134 cooperative vocational education programs were assisted with technical assistance and funding. This is an unusual secondary school program because students actually worked half-time and earned wages. More than 800 such programs were in operation during 1980-81 involving than 8,000 male and 9,000 female students. The more than 17,000 students worked over 12 million hours, for wages totalling over \$40 million.
- (4) Vocational student organizations, an integral part of the state's vocational education system, were assisted with leadership and technical assistance. In 1980-81 there were 17,560 members in 455 local chapters in these seven organizations:

<u>Organization</u>	<u>Students</u>	<u>Chapters</u>
American Industrial Arts Student Association (AIASA)	700	40
Distributive Education Clubs of America (DECA)	5,733	145
Future Business Leaders of America (FBLA)(secondary) and Phi Beta Lambda (PBL) (collegiate)	3,373	108
Future Farmers of America (FFA)	1,714	34
Future Homeakers of America/ Home Economics Related Occupations	333	19
Health Occupations Students of America (HOSA)	1,207	41
Vocational Industrial Clubs of America (VICA)	<u>4,500</u>	<u>68</u>
TOTAL	17,560	455

The division's goals and objectives for 1981-82, for the effective planning, administration and operation of vocational programs in New Jersey are described, in detail, in the Three Year Program Plan for Vocational Education, F.Y. 1980-1982. Although these broad goals and objectives are expected to remain consistent over the three-year period, emphasis in priorities may shift yearly on the basis of updated economic, social and legislative developments in the state, data derived from statewide evaluation efforts and input from various public and private advisory groups.

Seven major priorities were adopted by the division for improving vocational education in New Jersey in 1981-82:

- (1) special needs populations (limited English proficient, handicapped, and disadvantaged);
- (2) the evaluation of vocational education programs and institutions;
- (3) CETA coordination and linkages;
- (4) a revision of vocational education funding methodology;
- (5) vocational student organizations;
- (6) joint postsecondary/adult vocational programs; and
- (7) the School-to-Work Linkage Project (to encourage continuity between cooperative vocational education and full-time apprenticeship opportunities).

APPENDIX: SELECTED STATISTICS

Table I

MINIMUM BASIC SKILLS TEST RESULTS: 1980-81

<u>Test</u>		<u>Number</u> <u>Taking Test</u>	<u>Percent Meeting or Exceeding Statewide Standards¹</u>			
<u>Grade</u>	<u>Type</u>		<u>Statewide</u>	<u>Urban²</u>	<u>Suburban³</u>	<u>Rural⁴</u>
3	Reading	75,153	92.7%	88.1%	97.6%	94.8%
3	Math	75,106	87.6	82.0	94.2	89.2
6	Reading	86,712	89.7	83.1	96.0	93.3
6	Math	86,754	88.1	81.4	94.5	91.6
9	Reading	95,424	82.7	74.3	91.4	84.0
9	Math	95,261	85.3	77.3	93.4	86.3
11	Reading	93,543	91.9	87.7	95.7	91.2
11	Math	93,471	87.5	81.8	92.3	86.2

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

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

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

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

Table II

VITAL EDUCATION STATISTICS: FIVE YEARS

<u>Public School Districts</u>	<u>1976-77</u>	<u>1977-78</u>	<u>1978-79</u>	<u>1979-80</u>	<u>1980-81</u>
Operating Districts	590	591	593	596	596
Non-Operating Districts	20	19	20	21	23
Total Districts	610	610	613	617	619
Regional Districts	69	69	69	69	69
Consolidated Districts	8	8	8	8	8
Special Services Districts and Commissions	6	6	12	12	14
<u>Schools</u>					
Elementary Schools	2,033	2,014	1,997	1,971	1,951
Secondary Schools	447	447	446	446	445
Total Schools	2,480	2,461	2,443	2,417	2,396
Instructional Rooms	69,065	69,019	69,693	69,828	69,763
<u>Enrollments</u>					
Pre-Kindergarten	3,059	3,801	3,726	4,941	5,537
Elementary	891,446	858,010	824,252	793,388	768,764
Secondary	526,843	519,717	509,349	489,930	471,707
Male	729,391	707,838	686,066	660,202	638,703
Female	691,957	673,690	651,261	628,057	607,305
White	1,075,881	1,036,412	991,406	944,624	901,101
Black	240,210	238,482	234,897	229,616	223,568
Hispanic	92,463	92,388	94,966	95,263	99,586
Other	12,794	14,246	16,058	18,756	21,753
Total Enrollments	1,421,348	1,381,528	1,337,327	1,288,259	1,246,008

		<u>1976-77</u>	<u>1977-78</u>	<u>1978-79</u>	<u>1979-80</u>	<u>1980-81</u>
Drop-outs:	Minority	8,120	7,896	8,265	8,139	
	Total	21,840	22,118	22,642	21,468	
High School Graduates:	Minority	15,012	15,900	16,284	16,567	
	Total	97,395	97,079	97,643	94,564	
<u>Certified Personnel</u>						
Administrators/Supervisors:	Total	6,932	6,825	6,962	7,109	7,161
	Female	1,255	1,178	1,266	1,365	1,393
	Minority	647	592	615	644	671
Classroom Teachers:	Total	78,701	78,837	78,569	77,443	76,550
	Female	50,025	50,081	50,053	49,582	49,281
	Minority	7,510	7,927	8,129	8,163	8,388
Special Services Personnel:	Total	10,183	11,378	11,991	12,421	12,688
	Female	7,564	8,494	8,923	9,275	9,464
	Minority	1,020	1,159	1,251	1,307	1,291
Total Certificated Personnel		95,816	97,040	97,522	96,973	96,399
Entering:	Administrators/Supervisors	730	762	711	860	810
	Teachers	10,530	9,820	11,341	11,495	11,315
	Special Services Personnel	1,516	2,251	2,177	2,214	2,170
Leaving:	Administrators/Supervisors	788	946	766	892	937
	Teachers	10,793	11,094	11,756	12,493	12,049
	Special Services Personnel	1,449	1,815	2,043	1,994	2,100
Average Salary* :	Teachers	\$14,537	\$15,370	\$16,172	\$17,159	\$18,261

*Data supplied by the New Jersey Education Association

Table III

PUBLIC SCHOOL ENROLLMENTS BY COUNTY

<u>County</u>	<u>1979-80</u>		<u>1980-81</u>	
	<u>Elementary</u>	<u>Secondary</u>	<u>Elementary</u>	<u>Secondary</u>
Atlantic	24,219	10,851	23,328	10,412
Bergen	75,452	55,175	72,106	52,695
Burlington	44,809	26,514	44,791	23,889
Camden	54,408	33,347	53,192	31,900
Cape May	7,788	4,125	7,867	4,166
Cumberland	19,197	9,325	18,708	8,931
Essex	91,540	54,158	87,981	53,104
Gloucester	22,877	16,245	22,367	15,740
Hudson	54,003	25,397	53,033	24,584
Hunterdon	12,085	6,768	11,642	6,581
Mercer	29,781	19,659	28,510	19,190
Middlesex	57,896	44,809	55,313	43,196
Monmouth	59,049	36,842	57,373	35,115
Morris	52,118	28,450	49,736	27,576
Ocean	40,395	21,930	40,122	21,206
Passaic	50,581	25,628	49,389	25,187
Salem	7,992	5,118	7,782	5,078
Somerset	21,526	16,718	20,316	15,709
Sussex	16,313	8,697	16,238	8,548
Union	45,817	34,044	44,269	32,744
Warren	<u>10,483</u>	<u>6,130</u>	<u>10,228</u>	<u>6,156</u>
STATE	798,329	489,930	774,301	471,707

Table IV

DEPARTMENT OF EDUCATION APPROPRIATIONS

<u>Budget Components</u>	<u>1979-80</u>		<u>1980-81</u>		<u>1981-82</u>	
	<u>Actual</u>	<u>Percent</u>	<u>Adjusted</u>	<u>Percent</u>	<u>Budgeted</u>	<u>Percent</u>
Direct State Services	24,989,967	1.42	25,569,384	1.35	30,396,549	1.44
State Aid	\$1,485,852,311	84.54	\$1,621,621,605	85.68	\$1,811,633,192	86.00
Federal Aid	242,508,504	13.79	240,525,469	12.71	256,271,458	12.17
Other Funds (Including Debt Service and Capital Construction)	<u>4,249,893</u>	<u>.25</u>	<u>4,927,542</u>	<u>.26</u>	<u>8,177,938</u>	<u>.39</u>
Total	<u>\$1,757,600,675</u>	<u>100.00</u>	<u>\$1,892,644,000</u>	<u>100.00</u>	<u>\$2,106,479,137</u>	<u>100.00</u>
Total Education State Appropriations	\$1,515,092,171	31.76	\$1,652,118,531	32.24	\$1,850,207,679	32.51
Total State Appropriation	\$4,770,275,183	100.00	\$5,124,722,360	100.00	\$5,691,309,783	100.00

Table V

FEDERAL AID TO LOCAL DISTRICTS

<u>Federal Programs</u>	<u>1979-80</u>	<u>1980-81</u>
Title I		
Basic Grants	\$ 70,297,479	\$ 66,257,640
Concentration	0	2,426,691
Handicapped	4,498,541	5,550,273
Migrant	2,300,680	3,153,647
Delinquent	797,983	745,066
Correctional	39,665	99,286
Title I - Total	\$ 77,934,348	\$ 78,232,603
Title IV-B	5,334,888	5,537,996
Title IV-C	4,910,251	4,905,606
Title VI-B Handicapped	28,604,407	32,226,894
Pre-School Handicapped	361,411	715,544
Teacher Training-Special Education	368,000	115,000
Special Education Regional Resource Center	645,045	0
Title VII-Bilingual	130,541	136,702
Basic Skills (Right to Read)	136,098	182,000
Vocational Education Act	16,200,878	20,767,357
Library Services and Construction	2,067,365	2,277,635
Child Nutrition	92,371,947	90,000,000
Indochinese Ref. Act (Cuban-Haitian)	158,367	1,126,489
Adult Basic Education	3,347,912	3,347,912
Community Education	50,526	67,669
Civil Rights Act	641,621	1,038,810
Impact Aid	11,517,119	10,600,000
Total	\$244,780,724	\$251,278,217

Table VI

STATE SCHOOL AID TO LOCAL DISTRICTS

<u>Major Accounts</u>	<u>1979-80 Expenditures</u>	<u>1980-81 Appropriations</u>
Current Expense Equalization Aid	\$ 782,782,715	\$ 835,208,436
Formula	731,119,056	778,212,579
Minimum	51,663,659	56,995,857
School Facilities Aid	75,659,749	75,323,863
Capital Outlay	4,398,371	5,437,542
Debt Service Type 2	33,115,020	30,380,472
Debt Service Type 1	22,709,816	23,351,025
State Debt Service	15,436,542	16,154,824
Transportation Aid	94,527,534	94,420,000
Categorical Aid	181,443,057	210,435,764
Special Education	93,151,406	116,867,844
County Special Services Districts	6,635,902	7,108,173
Compensatory	67,836,807	68,461,469
Bilingual	6,404,862	9,249,461
Local Vocational	7,257,690	8,548,817
Compensatory Research & Development	156,390	200,000
Sub-Total	\$1,134,413,055	\$1,215,388,063
Other Grants-In-Aid	39,121,412	43,943,013
Pension Fund Contributions	302,978,429	352,703,334
Total State Aid	\$1,476,512,896	\$1,612,034,410
From General Fund	904,420,270	910,534,410
From Property Tax Relief Fund	572,092,626	701,500,000
Total School Expenditures (including Pension Contributions)	\$3,705,000,000*	\$4,096,000,000*
Percent of State Support	39.9%	39.4%

*Estimated

Table VII
BUDGET CAP WAIVERS

County	1980-81				1981-82			
	No. of Districts Requesting CAP Increases	Total Waiver Requested	Districts that Received CAP Waivers	Total Waiver Approved	No. of Districts Requesting CAP Increases	Total Waiver Requested	Districts that Received CAP Waivers	Total Waiver Approved
Atlantic	3	\$ 499,856	3	\$ 450,395	5	\$ 844,315	5	\$ 796,239
Bergen	11	1,863,886	11	1,366,093	7	1,409,943	6	1,246,819
Burlington	6	592,345	6	391,138	3	459,086	3	406,187
Camden	3	138,718	3	125,043	3	262,547	3	250,047
Cape May	3	561,451	2	416,877	3	462,929	3	430,929
Cumberland	2	147,296	2	145,596	1	455,489	1	455,489
Essex	4	21,437,635	4	9,272,021	-	-	-	-
Gloucester	2	92,032	2	90,027	-	-	-	-
Hudson	3	5,153,583	3	2,948,679	3	5,415,864	3	3,011,434
Hunterdon	1	55,000	1	55,000	-	-	-	-
Mercer	3	584,714	3	438,358	1	486,899	1	355,804
Middlesex	6	2,189,130	5	1,366,992	3	624,085	3	600,085
Monmouth	6	1,838,796	5	1,208,467	5	1,446,234	5	855,105
Morris	7	1,165,475	7	963,856	2	459,626	2	437,626
Ocean	6	3,883,849	6	3,027,965	7	2,721,128	7	2,709,885
Passaic	3	387,038	3	309,338	1	63,136	1	63,136
Salem	2	64,741	2	64,741	-	-	-	-
Somerset	4	756,972	3	410,997	4	664,182	4	593,651
Sussex	10	2,148,755	10	1,956,735	3	208,101	3	196,726
Union	1	588,015	1	588,015	1	886,179	1	566,000
Warren	5	884,142	5	672,601	3	335,546	3	307,902
Total	91	\$45,033,429	87	\$26,268,934	55	\$17,205,289	54	\$13,283,064

Table VIII

CONSTRUCTION OF EDUCATIONAL FACILITIES: 1980-81

<u>County</u>	<u>New Construction</u>			<u>Additions</u>		<u>Repair and Rehabilitation</u>	
	<u>No. of Districts</u>	<u>No. of Projects</u>	<u>Cost</u>	<u>No. of Projects</u>	<u>Cost</u>	<u>No. of Projects</u>	<u>Cost</u>
Atlantic	12	21	\$24,290,000	5	\$ 5,667,000	14	\$ 1,418,215
Bergen	31	57	450,000	3	382,940	53	5,018,213
Burlington	15					41	2,309,708
Camden	19			2	681,000	84	10,313,446
Cape May	4			1	37,000	3	175,000
Cumberland	6			5	7,517,705	13	782,100
Essex	9	4	16,100,000	2	7,312,073	88	19,466,044
Gloucester	17			3	3,541,000	24	2,510,927
Hudson	8			3	2,783,000	10	5,000,800
Hunterdon	5	1	3,000			6	304,611
Mercer	7	1	163,800	3	8,636,816	35	7,104,449
Middlesex	16	2	5,358,784	4	8,212,000	49	3,250,498
Monmouth	22	2	4,350,000	6	14,945,000	46	6,418,240
Morris	20					41	2,964,485
Ocean	14	2	3,875,000	7	6,865,000	22	1,674,364
Passaic	9	1	6,496,000	1	9,300	24	2,742,400
Salem	5			1	297,470	10	740,000
Somerset	11			3	6,909,000	39	7,286,845
Sussex	8	1	1,870,000			8	3,480,000
Union	16	2	6,851,000			57	4,852,339
Warren	5					8	240,000
Totals	259	94	\$69,807,584	49	\$73,796,304	675	\$88,052,684

Table IX

STATE COMPENSATORY EDUCATION: 1980-81

	<u>Total Participants (Unduplicated)</u>	<u>Reading Program Participants</u>	<u>Math Program Participants</u>	<u>Reading & Math Participants</u>	<u>Total Allocations</u>
Atlantic	8,579	2,051	2,511	4,017	\$ 3,403,569
Bergen	12,899	4,032	5,463	3,404	2,835,501
Burlington	12,401	4,458	3,992	3,951	2,437,895
Camden	25,904	6,322	5,514	14,068	5,681,103
Cape May	2,540	803	710	1,027	571,582
Cumberland	10,596	2,479	1,864	6,253	2,216,471
Essex	52,413	11,380	13,640	27,393	11,890,298
Gloucester	7,270	2,083	2,388	2,799	1,611,279
Hudson	32,519	6,180	5,055	21,284	8,127,350
Hunterdon	1,962	669	721	572	388,594
Mercer	14,927	2,633	2,462	9,832	3,421,798
Middlesex	18,152	6,291	5,108	6,753	3,978,225
Monmouth	15,147	3,954	5,043	6,150	4,078,835
Morris	8,304	2,514	2,535	3,255	1,734,516
Ocean	12,417	3,904	3,938	4,575	2,777,946
Passaic	30,324	4,408	4,811	21,105	6,666,765
Salem	2,126	569	697	860	720,956
Somerset	4,710	1,523	1,708	1,479	980,826
Sussex	3,627	1,124	1,417	1,086	685,588
Union	17,986	5,273	4,851	7,862	3,783,376
Warren	<u>2,542</u>	<u>865</u>	<u>944</u>	<u>733</u>	<u>504,484</u>
Total	297,345	73,515	75,372	148,458	\$68,495,957

Table X

SPECIAL EDUCATION: 1980-81

County	Full Time Equivalent Enrollment By Programs*						Funds	
	Special ¹ Classes	Private ² School	Supplementary ³	Home ⁴ Instruction	State ⁵ Operated	Resource ⁶ Room	State Categorical	P.L. 94-142 Federal
Atlantic	843.0	36.0	1,561.0	13,304.70	159.0	1,995.0	\$ 4,833,597	\$ 947,980
Bergen	2,186.0	406.0	10,561.0	43,928.0	216.0	1,581.0	11,112,538	3,529,680
Burlington	2,136.5	261.0	3,763.0	19,768.70	186.0	1,161.0	6,552,029	1,716,440
Camden	3,793.0	718.0	5,076.0	36,598.90	278.0	1,580.0	11,613,412	2,247,520
Cape May	259.5	19.6	867.0	3,000.70	41.0	759.0	1,701,544	330,660
Cumberland	1,000.5	64.5	1,650.0	14,267.70	134.0	579.0	3,164,924	748,440
Essex	4,362.0	1,108.0	8,110.0	51,638.70	574.0	1,480.0	16,010,893	3,524,620
Gloucester	1,221.0	212.0	1,526.0	13,022.60	76.0	817.0	4,115,803	898,040
Hudson	3,295.0	347.0	4,056.0	87,116.10	308.0	118.0	8,656,248	1,642,740
Hunterdon	257.0	114.0	1,474.0	3,086.20	69.0	628.0	2,095,422	441,320
Mercer	1,672.5	226.5	3,078.0	12,810.10	166.0	868.0	5,443,970	1,370,600
Middlesex	2,509.5	472.5	7,740.0	33,643.60	236.0	2,193.0	10,663,386	2,782,780
Monmouth	1,871.0	529.0	6,661.0	43,660.80	279.0	2,382.0	9,897,323	2,356,640
Morris	1,611.5	477.0	6,772.0	25,739.30	132.0	1,199.0	7,596,144	2,116,620
Ocean	1,404.5	226.0	3,043.0	26,739.30	133.0	2,114.0	6,851,357	1,443,640
Passaic	2,241.0	267.0	7,328.0	41,343.90	265.0	673.0	7,433,220	2,170,520
Salem	540.0	50.0	620.0	2,902.70	48.0	224.0	1,388,380	303,380
Somerset	984.5	297.0	2,628.0	10,326.60	97.0	879.0	4,465,193	932,360
Sussex	709.0	92.0	2,119.0	9,828.40	47.0	811.0	2,964,353	689,920
Union	2,292.0	360.0	4,183.0	26,085.60	249.0	2,258.0	9,154,807	2,078,120
Warren	504.0	78.0	1,072.0	3,847.70	46.0	713.0	2,228,473	508,640
TOTALS	36,693.5	6,360.5	83,879.0	521,856.80	3,739.0	24,992.0	\$137,942,021	\$32,780,660

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

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

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

³Supplementary - number of students receiving supplemental instruction.

⁴Home Instruction - number of hours of home instruction received by students.

⁵State Operated - number of handicapped students receiving an education at a state operated program (including

Residential Youth Centers, Training Schools or Correctional Facilities, Treatment Centers or Psychiatric Hospitals).

⁶Resource Room - number of handicapped students in a resource room.

Table XI

ELEMENTARY AND SECONDARY EDUCATION ACT, TITLE I: 1980-81

County	Total Students Served	Program Participants (Duplicated Count)				Federal Monies	Migrant	
		Reading	Language Arts	Computation	PEP ¹		Migrant Students	Federal Monies ²
Atlantic	4,891	3,745	377	1,811		\$ 2,695,279	1,410	\$ 523,242
Bergen	7,588	4,473	491	3,416	193	3,291,835		
Burlington	4,656	2,824	852	1,651		2,751,676	315	103,556
Camden	12,799	6,873	682	4,878	837	5,816,454	291	88,462
Cape May	1,186	968	372	440		616,589	62	18,480
Cumberland	3,923	3,983	208	1,347	27	1,942,328	1,477	532,830
Essex	25,410	20,058	3,534	13,313	1,233	17,485,362	45	54,951
Gloucester	3,524	2,159	146	1,760		1,579,914	333	106,345
Hudson	14,280	6,459	35	6,741	1,761	8,994,659	30	10,360
Hunterdon	723	430	28	421		338,508	44*	
Mercer	6,982	4,086		3,659	33	3,315,299	147	77,215
Middlesex	6,055	4,280	229	1,858	706	3,387,720	504	342,153
Monmouth	7,197	9,484	48	7,508	213	4,456,402	405	169,000
Morris	4,054	2,134	215	1,371	337	1,352,122	3*	
Ocean	3,923	2,502	173	1,431		1,915,485		
Passaic	9,731	5,148	46	2,471	2,609	5,918,407	8*	
Salem	741	374	37	513		942,820	398	132,740
Somerset	1,471	756	3	698		851,883		
Sussex	1,400	832	40	723		573,508	58	11,959
Union	6,250	3,050	574	3,114	183	3,701,537		
Warren	1,091	796	51	313	15	583,909	61	17,795
State Totals	127,885	85,414	8,141	59,437	8,147	\$72,517,696	5,591	\$2,789,094

¹Programs for English Proficiencies

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

*Migrant students received services through cooperative projects in other counties.

Table XII

BILINGUAL EDUCATION: 1980-81

<u>County</u>	<u>Number of Districts</u>	<u>Total Students Served</u>	<u>Bilingual and ESL Teachers and Non-Prof. Staff</u>	<u>Local Funds</u>	<u>State Funds</u>	<u>Federal Funds</u>
Atlantic	10	429	28	\$ 259,088	\$ 192,989	\$ 5,437
Bergen	41	1,710	83	695,914	368,129	115,025
Burlington	7	199	9	97,120	46,329	0
Camden	6	1,441	79	915,787	361,377	597,134
Cape May	1	16	1	12,063	2,237	0
Cumberland	3	771	53	360,808	251,462	603,305
Essex	11	7,818	370	3,137,837	2,667,033	1,295,195
Gloucester	1	20	1	5,000	0	0
Hudson	11	7,539	481	3,993,286	2,062,501	1,711,476
Hunterdon	1	8	3	0	0	0
Mercer	7	1,000	51	809,091	348,276	306,148
Middlesex	15	2,234	119	1,337,949	581,205	363,578
Monmouth	15	566	37	287,131	169,983	87,066
Morris	12	666	31	233,936	199,380	145,731
Ocean	4	262	17	313,974	83,076	0
Passaic	9	5,438	233	1,122,321	1,135,574	1,361,109
Salem	2	50	5	35,826	11,823	0
Somerset	5	195	12	132,107	54,957	0
Sussex	0	0	0	0	0	0
Union	12	2,656	131	1,299,643	705,502	300,879
Warren	2	37	2	14,966	7,668	0
Totals	179	33,055	1,746	\$15,063,847	\$9,249,501	\$6,498,869

Table XIII

ADULT POPULATION, NUMBER OF HIGH SCHOOL DROPOUTS,
AND ENROLLMENTS IN ADULT EDUCATION PROGRAMS: 1980-81

County	*Total Adult Population	*Total Adult Pop. Less 8th Grade	*Total Adult Pop., Less 12th Grade Completed	Total Number Dropouts	Total Adult Programs	Total Enrollments A.B.E.**	Total Enrollments H.S.C.***	Total Ad. Enrolled E.F.B.***	Total Adult Enrolled
Atlantic	106,161	20,077	59,066	944	8	398	692	25	8,202
Bergen	529,618	55,886	211,109	1,477	24	3,285	3,284	1,250	88,346
Burlington	156,691	16,912	63,279	846	14	975	1,502	209	29,260
Camden	251,511	38,754	127,937	1,376	21	1,475	1,967	238	36,946
Cape May	37,471	6,339	20,540	308	4	140	416	0	4,761
Cumberland	66,817	14,956	40,114	664	5	564	1,529	123	13,165
Essex	533,556	93,631	270,323	3,018	14	5,569	2,707	887	43,001
Gloucester	91,005	13,533	46,703	678	9	494	603	54	14,965
Hudson	364,450	83,089	231,977	1,726	12	5,511	3,320	2,267	36,536
Hunterdon	39,262	4,190	17,043	148	1	655	1,214	140	32,176
Mercer	171,828	29,026	81,073	1,075	10	1,159	1,021	352	21,738
Middlesex	314,161	43,010	140,034	1,557	18	2,032	4,796	495	61,075
Monmouth	248,521	26,209	99,109	1,640	13	1,237	2,953	47	23,370
Morris	209,085	17,124	69,049	858	14	751	2,371	101	42,988
Ocean	122,747	16,263	62,302	1,167	11	501	1,726	135	67,285
Passaic	265,873	52,531	148,632	1,503	8	3,296	2,197	1,308	35,553
Salem	33,336	6,444	18,392	251	8	399	946	0	13,652
Somerset	109,785	12,239	40,276	471	8	282	1,128	294	28,836
Sussex	42,551	4,413	18,179	289	6	87	131	0	3,568
Union	323,049	43,523	138,789	1,198	14	2,547	2,236	941	42,274
Warren	41,943	6,507	21,591	274	1	277	184	0	5,931
Dept. of Corrections						1,815	1,294		9,205
Totals	4,059,421	604,656	1,925,517	21,468	223	33,449	38,217	8,866	662,883

*Age 25 and over (1970 Census)

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

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

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

Table XIV

CONTROVERSIES AND DISPUTES

	<u>1979-80</u>	<u>1980-81</u>
Petitions of Appeal Received	534	518
Cases Withdrawn	58	104
Decisions Rendered: Total	419	658
Budget	30	52
Elections	43	32
Tenure	56	49
Non-reemployment	27	65
School Employees	208	337
Pupils	23	64
Other	32	79
Cap Waivers Appealed to State Board	16	1
Cap Waivers Decided by State Board	17	1
Cases Appealed to State Board	132	177
Cases Decided by State Board	110	204
Cases in Judicial System	45	76

Table XV

VOCATIONAL EDUCATION: 1980-81 FEDERAL, STATE AND LOCAL
ESTIMATED ALLOCATIONS BY PROGRAM

<u>Program</u>	<u>Funding Source (P.L. 94-482) or Other</u>	<u>Total Funds</u>	<u>Federal Funds</u>	<u>State & Local Funds</u>
<u>National Priorities</u>				
1. Handicapped	Sec. 110 a	\$ 4,601,994	\$ 2,266,000	\$ 2,335,994
2. Post Secondary/Adult	Sec. 110 c	58,536,927	3,754,862*	54,782,065
3. Disadvantaged	Sec. 110 b,1	9,995,874	4,155,000	5,840,874
Subtotal		\$ 73,134,795	\$ 10,175,862	\$ 62,958,933
<u>Basic Grants</u>				
1. Sex Bias Supr. F/T	Sec. 104 b,2	\$ 50,000	\$ 50,000	
2. Displaced Homemakers	Sec. 120 b,1,L	122,138	122,138	
3. Secondary	Sec. 120 b,1,A	65,229,698	2,367,539	62,862,159
4. Supv. & Adm. Voc. Ed.	Sec. 120 a	3,200,000	1,600,000	1,600,000
5. Adult	N.J.S. 18A:54-9; 18A:54-32	11,407,970		11,407,970
6. Work Study	Sec. 120 b,1,B	1,859,692	500,000	1,359,692
7. Cooperative Ed.	Sec. 120 b,1,C	5,425,376	250,000	5,175,376
8. Energy Education	Sec. 120 b,1,D	101,344	100,000	1,344
9. Construction	Sec. 120 b,1,E	1,200,000		1,200,000
10. Industrial Arts	Sec. 120 b,1,1	6,802,872	246,000	6,566,872
Subtotal		\$ 95,399,090	\$ 5,235,677	\$ 90,163,413
<u>Program Improvement and Supportive Services</u>				
1. Research Development	Sec. 130 b,1	\$ 892,380	\$ 660,000	\$ 232,380
2. Exemplary	Sec. 130 b,2	1,028,130	378,981	649,149
3. Curriculum Dev.	Sec. 130 b,3	281,448	250,000	31,448
4. Guidance & Coun.	Sec. 130 b,4	1,936,512	933,019	1,003,493
5. Pre. & In Service	Sec. 130 b,5	2,085,814	650,513	1,435,301
6. Sex Role Stereo.	Sec. 130 b,6	262,854	220,674	42,180
7. Supv. & Admin.	Sec. 130 a	759,200	379,600	379,600
Subtotal		\$ 7,246,338	\$ 3,472,787	\$ 3,773,551

<u>Program</u>	<u>Funding Source (P.L. 94-482) or Other</u>	<u>Total Funds</u>	<u>Federal Funds</u>	<u>State & Local Funds</u>
<u>Special Programs for the Disadvantaged</u>				
1. Special Program Dis.	Sec. 140 a	\$ 1,177,573	\$ 549,814	\$ 627,759
2. Special Program Dis. Supv.	Sec. 140 a			
Subtotal		<u>\$ 1,177,573</u>	<u>\$ 549,814</u>	<u>\$ 627,759</u>
<u>Consumer and Homemaking Education</u>				
1. Consumer Ed & Homemaking Program	Sec. 159 b,1	\$ 4,788,040	\$ 797,574	\$ 3,990,466
2. Supv. Admin.	Sec. 150 b,1,F			
3. Depres. Area Prog.	Sec. 150 d	449,189	398,189	51,000
Subtotal		<u>\$ 5,237,229</u>	<u>\$ 1,195,763</u>	<u>\$ 4,041,466</u>
<u>Section 102(d)</u>		\$ 137,454	\$ 137,454	
Grand Total		\$182,332,479	\$ 20,767,357	\$ 161,565,122

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

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

Table XVI

STATE LIBRARY: SELECTED STATISTICS

<u>Item</u>	<u>1979-80</u>	<u>1980-81</u>
Titles added, cataloged, processed	12,122	14,142
No. items circulated:		
to State Government	41,078	43,404
to other libraries	17,967	20,781
to blind and handicapped	310,944	285,000 _{a/}
References Services:		
to State Government	32,389	30,599
to general public	24,986	36,751
to genealogists, historians	8,207	9,075
Items distributed:		
legislative bills	175,516	78,388 _{b/}
New Jersey documents	64,668	62,368
Xerox copies, Law & References	166,737	276,689
Xerox copies, Archives & History	73,614	119,606

a/ reduction due to computer failure

b/ this service being absorbed by Legislative Services Bureau

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