



ANNUAL **REPORT** **1977-1978**

NEW JERSEY DEPARTMENT OF EDUCATION

New Jersey State Library

ANNUAL REPORT
OF THE
NEW JERSEY DEPARTMENT OF EDUCATION
1977-1978



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Preface

This document is the annual report of the Department of Education, pursuant to N.J.S.A. 18A:4-40, 18A:7A-11, and 52:14-18, for the fiscal year beginning July 1, 1977 and ending June 30, 1978.

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.

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I MESSAGE FROM THE COMMISSIONER

This report was prepared to fulfill the obligation shared by all public agencies to be accountable to the public. Nowhere is the fulfillment of that obligation more important than in public education. This report describes what has been achieved by the Department of Education during 1977-78 and it identifies issues that must receive our continuing attention if we are to improve the schools that serve the children of New Jersey.

The improvement of public education depends upon an effective partnership between state and local agencies and requires cooperative action on the part of many institutions and individuals. It is my intention along with the State Board of Education to enhance that partnership, to focus attention on the most effective and efficient policy choices, and to work with local school districts to put those solutions into operation. Consensus has been developed on ways to address a number of critical issues. This agreement has been reached through presentation of preliminary plans, and through consultation with the professional community, legislative leaders, other government agencies, and many members of the public.

One such issue is the construction of regional facilities for severely handicapped students. In August of 1978 the department completed a preliminary master plan to guide the construction of these facilities. Regional day school development, which is called for in the legislation, is consistent with our policy to consolidate the delivery of costly educational services and to provide a free and appropriate education to each handicapped pupil. The final version of this plan is near completion and will be put into effect during 1978-79. A key element of the planning is to define ways to effectively and efficiently manage these facilities, which may include operation of the regional day schools by existing mechanisms such as the Special Services Commissions or by jointures. The regional day school projects are progressing. As of this report one site has been chosen and the building schematics have been completed for a school on that site.

This specific issue points to the need to review the organization of public education in order to ensure a thorough and efficient system. I have asked my staff to study the institutional pattern that is emerging in New Jersey, to review our options, and to make recommendations for orderly development in the future. Efficient management of our resources is essential if we are to maintain the quality of services that we all desire for our children.

A second critical issue is the condition of many New Jersey school facilities. A recent Department of Education study indicated that 63 percent of urban school buildings are 50 years old or older, and of that group only 40 percent have had any renovations. A comparative study of one predominantly rural county indicates that this condition exists not only in urban areas, but is a problem throughout the state. To address this problem, the Department of Education, in concert with the Treasury Department, is moving quickly to assist districts in the effective use of the \$100 million construction aid provided by the State Board Building Act of 1978 (N.J.S.A. 18A:58-33.22 et seq.). It is known that the funds provided will not totally resolve the problems of inadequate facilities. Therefore, the department anticipates that the District Facilities Master Plans due in July, 1979 and the statewide

survey of school facilities will assist districts and the legislature in taking the additional corrective action that will be needed in the future.

There is also consensus that we must seek improvements in programs for the basic skills. Every child must acquire the ability to read, write, and compute; these are minimum prerequisites for adult life. These skills are essential if children are to take advantage of the other opportunities offered by public education. The Department of Education is completing a detailed review of policy, program management, operational controls, and county monitoring activities related to the basic skills in order to improve our own procedures. We also will be giving increased attention and assistance to those schools which have a poor record in the basic skills. This is the highest priority for the department.

In pursuit of the above goal, we must work to expand parental and community involvement in the schools. Parental support is an essential ingredient of effective programs. The department will be seeking new ways to promote public involvement in the coming year. We must overcome the barriers that sometimes exist between community and school in order to provide the maximum resources for learning.

Furthermore, we must preserve the gains achieved in school finance through the enactment of the Public Education Act of 1975 (N.J.S.A. 18A:7A-1 et seq.) while resolving lingering problems of tax inequity resulting in unequal educational opportunity. In a period of grave fiscal contraction, when advocates of other public sectors compete for a larger share of public resources, there are some who would seek a basic renegotiation of the finance system. That financial structure is the basis of New Jersey's attempt to provide a thorough and efficient system of free public schools to all children. Any adjustments that are made in this system must more effectively serve the educational needs of children.

Finally, we must caution against a loss of commitment to public education just as the efforts of recent years begin to show results. Effective teachers, school principals, district administrators, and local Boards of Education working together with involved citizens, do make a difference to students. Better services will produce better results.

II MAJOR EDUCATIONAL ISSUES OF 1977-78

1 Special Concerns

Basic Skills

There is a nationwide educational concern not only with the functional illiteracy prevalent among high school and college graduates, but also with their low achievement in basic skills. This is documented by the declining scores in Scholastic Aptitude Tests and the National Educational Assessment Program, and by the negative reports on new graduates given by colleges and employers. This concern with the basic skills has had a large impact in New Jersey.

Basic skills are defined by the Public School Education Act of 1975 (N.J.S.A. 18A:7A-1 et seq.) and the New Jersey Administrative Code (N.J.A.C. 6:8-1.1 et seq.) as communication and computation. In 1977-78, to improve these areas, the Department of Education: (1) coordinated district planning for state categorical aid with T&E reporting requirements; (2) initiated administration of the Minimum Basic Skills Tests (MBS) in grades 3, 6, 9, and 11, replacing the former Educational Assessment Tests; (3) made available MBS test results for 1978-79 to assist districts in identifying potential participants for basic skills remedial programs; and (4) established, by the Commissioner, two citizen advisory councils to report on topics related to high school graduation requirements and minimum basic skills testing.

In past years, department and local district efforts focused on general improvement in reading and computation; but in 1977-78, additional elements of communication and computation began to be addressed; local districts examined those reading and mathematics skills that can be reinforced in content areas; developed objectives for one new area of concentration in communication (writing, speaking or listening); and prepared new objectives in the computation area which specifically addressed problem solving and the applications of mathematical concepts and skills to every day situations.

New Jersey has supported one of the largest state programs of remedial education. In 1978-79 this support came to \$68 million. Yet, the 1978-79 appropriation has resulted in the following reductions in basic skills education support: (1) the level of State Compensatory Education funding was less than the support requested; (2) the State Compensatory Education Research and Development level of support is \$1 million below formula level; (3) the Educational Assessment Program was eliminated from the budget, thus precluding the collection of important comparative information with regard to the new Minimum Basic Skills Tests, since the change to the new testing system including a decision to test at different grade levels than were formerly tested; and (4) the state-supported Innovative Grants Program, popularly known as the "Minigrant" Program, supporting teacher-developed instructional improvement projects, was eliminated.

A great deal remains to be done in basic skills learning. A brief summary of those activities which can be accomplished within the next year include: (1) providing an operational definition of basic skills;

(2) increasing internal coordination of all basic skills activities, including administrative, operational and support activities, within the department; (3) agreeing on management designs for basic skills; (4) determining a policy regarding the requirements for high school graduation; (5) providing state leadership in the area of writing; and (6) providing staff development appropriate to the needs of the department in the areas just mentioned.

Urban Education

In New Jersey and the nation as a whole, a major educational concern is that students in urban areas seem to be learning at a lesser rate than students in nonurban environments. Public comments by the various levels of government, by the education community and by the parents indicate that there has been and remains much dissatisfaction with the conditions of education in urban areas.

There are factors, both external (outside the school building) and internal (within the school building) which affect urban education in New Jersey. In the urban areas we find a larger concentration of multi-lingual, multi-cultural and multi-ethnic students, with unequal social and economic backgrounds and opportunities. These students often change in residence from one urban school to another (either intra- or inter-city). Socio-economic status and a high incidence of mobility are correlated with poor academic achievement. Other external factors include the size of the urban school district (and the concomitant effort, resources, etc., needed to bring about the changes in these large and long established organizations); the fiscal conditions of the urban municipality (municipal overburden) and its impact upon local education; and the quality of the physical plant in urban school districts.

The department over the past several years has been focusing its research, development, and programmatic efforts on these factors. In response to the T&E mandate and the adoption of urban education as the State Board of Education's first priority, the department is attempting to improve the internal and external factors affecting urban education in New Jersey.

These efforts at improvement include: (1) a mandated "T&E" planning and management model, with its characteristic parental involvement, measurable educational objectives, increased state aid, a program-oriented budget, and the County Superintendents' monitoring and annual approval; (2) staff, program and organizational improvement through the four Educational Improvement Centers and the 21 County Offices of Education; (3) a research and development (R&D) effort through the State Compensatory Education R&D grants to local districts; (4) supplemental and remedial instruction supported by federal and state compensatory education programs; (5) implementation of basic skills, bilingual, vocational and equal opportunity programs; (6) support of the legislation for a \$100 million education capital construction bond issue; (7) the efficient and effective use of other state and local resources and agencies, as well as community involvement through a community education task force and program; and (8) the dissemination of successful urban education practices, and through forums, e.g., the Commissioner's-urban superintendents' monthly meetings, and the statewide Urban Education Conference.

Much remains to be done to improve educational services in the urban districts. Over the next year the department will be focusing on the implementation and internalization of these urban education initiatives. Issues which the department will confront during the coming year, in addition to continuing initiatives that have particular relevance to urban education are absenteeism, job preparation, integration of basic skills programs, career counseling, community education, drug education, facilities and professional evaluation.

Special Education

For over twenty years New Jersey has been a national leader in providing educational services for the handicapped. The critical issues in providing appropriate quality educational programs and services for the handicapped, while concurrently examining fiscal limitations, are the monitoring and approval of private schools for the handicapped, the development of Individualized Educational Programs and subsequent placement of handicapped pupils in Least Restrictive Environments, and bringing state-operated programs into compliance with Chapter 212 (N.J.S.A. 18A:7A-1 et seq.).

At present, 150 private schools within the state, and 100 private schools outside the state, are approved for the provision of services to handicapped students. In 1977-78 the total tuition costs for New Jersey pupils in approved private schools came to \$26 million, excluding residential costs. A problem is to determine a reimbursement rate to both private profit and non-profit schools. A crucial issue, as yet unresolved, is whether, and under what jurisdiction, the department might control tuition charges to the district and, subsequently, the state.

In order to meet both state and federal mandates, local school districts are required to place handicapped pupils in least restrictive environments based upon Individualized Education Programs. This has resulted in an increase in the number of students placed in regular classrooms with supplementary instruction and use of resource rooms, thereby necessitating more appropriate programs for handicapped children and enabling these children to become part of the general school population. Both parents and educators are divided in their opinion of this issue. Many believe separate isolated placements are desirable while others feel that placement as close to that of the normal child is required.

A major concern in special education is bringing state-operated programs into compliance with N.J.S.A. 18A:7A-1 et seq., 18A:46-1 et seq., and the accompanying rules and regulations. Other New Jersey agencies have been working closely with the Department of Education in bringing about compliance. The result has been a continuous planning effort. In addition, the department is actively seeking the adoption of A 86 which would require the Departments of Human Services and Corrections to provide a thorough and efficient education to children within their institutions. The Department of Education will, as it does with local school districts, assume responsibility for monitoring compliance with the constitutional mandate by these agencies. The expected result of the passage of this legislation is programs for children in state-operated facilities, that, at the very least, match programs available in local school districts.

Vocational Education and Career Preparation: A Facilities Crisis

Although significant strides were made to meet the vocational education needs of New Jersey's public secondary school population throughout the last decade, only about 40 percent of those students were being served in 1977-78.

Since 1968, opportunities for students to benefit from participation in vocational education through county or comprehensive high school vocational education programs have almost tripled. Federal, state and local initiatives and financial support have greatly expanded the numbers of public school teachers, programs and facilities providing vocational education experiences.

However, the vocational education facilities available have been repeatedly assessed by the department and the legislature as not meeting current and future demands for vocational training.

Available projections for vocational facility resources indicate that to meet the Commissioner's goal of 60 percent of the secondary school population benefiting from vocational education by 1985, vocational education programs must be made available to an additional 47,300 students in area vocational-technical schools and comprehensive high schools.

Additional new space must be provided in the county area vocational-technical schools (2,246,750 square feet) and comprehensive high schools (6,740,250 square feet). Also, updated/renovated space in the county area vocational-technical schools (50,156 square feet) and the comprehensive high schools (3,962,344 square feet) must be completed.

In addition to the regular vocational facility and program needs cited previously, a critical problem still confronts the handicapped population, ages 13-21, who could benefit from vocational training.

Projections to 1985 indicate that the handicapped population that could benefit by enrollment in secondary vocational education will be more than 11,000 students. The "State School Building Aid Act of 1978" (N.J.S.A. 18A:58-33.22 et seq.) will provide \$20 to \$40 million for vocational facilities for the handicapped through 1982. At best, facilities from that act can be provided to serve approximately 3,900 handicapped youngsters. The shortfall in facility needs for the handicapped is a minimum of 7,500 students.

There appear to be two primary alternative plans for meeting the secondary vocational facilities problem. The first is a major building program for new facilities to meet the vocational education needs projected to 1985. Conservative estimates indicate that an investment in excess of one billion dollars will be required to finance construction. A more feasible alternative is the fuller utilization of existing facilities in combination with new construction to provide facilities as needed. It may also be possible to take advantage of declining enrollments to modify existing facilities to meet some of these needs. It is not possible to provide projections for this alternative at present because a comprehensive survey has not been completed.

To gather data, a draft instrument and a basic survey system have been developed through a joint venture of the Division of Vocational Education and Career Preparation and the Department of Higher Education's 1202 Commission.

As yet, funds are not available to further modify the survey design or implement a comprehensive, state-wide vocational facility/program availability evaluation project.

Adult and Community Education

The educational services provided to New Jersey's adults and communities significantly impact on our economy, the governance of our school districts, and the learning achievements of our K-12 population. Major problems in this area include: (1) the negative impact of adult illiteracy on opportunities for employment training, meaningful citizenship and individual happiness (according to the 1970 Census, 15 percent of New Jersey adults over 25 have not completed 8th grade and 48 percent of New Jersey adults over 25 do not have a high school diploma); (2) the limited opportunities for New Jersey's two million adults to obtain a high school diploma; and (3) the fragmented planning and delivery system (comprised of agencies and institutions providing adult education).

The department has attempted to locate the necessary resources to establish adult learning centers in each of the urban areas. As a result, the number of functionally illiterate adults enrolled in basic level courses has increased from 15,000 to nearly 28,000 between 1975 and 1978. The number of candidates for high school equivalency diplomas has increased from 25,000 to more than 28,000 during the same period of time. Although the need and interest are clearly evident, actual program dollars have remained at nearly the same level.

To correct the lack of coordination in planning and delivering services offered by the several agencies and institutions, the department has provided technical assistance in an attempt to strengthen the county advisory councils for adult education and the county career coordinating councils. Workshops have also been held with county offices on aging, manpower programs, vocational rehabilitation, agencies serving the handicapped and a number of other related agencies in an effort to improve communication and cooperative activities.

During 1977-78, the New Jersey Task Force on Community Education was established and recommendations were made for (1) increasing citizen participation in local problem-solving and decision-making processes; (2) encouraging inter-agency cooperation in planning and delivering services; and (3) providing solutions and alternatives to the problems of declining student enrollments, shifting population patterns and poor facility conditions.

The department has begun development of an implementation plan in accordance with the recommendations made by the task force. The plan includes creating ten community education models (seven of which will be urban) and convening a sub-cabinet level planning group to address interdepartmental cooperation.

Early Childhood Education

For many reasons, the early experiences of children are important to their later schooling and, in fact, to their later lives. The possibilities of developing compensatory skills and ameliorating the effects of handicap are

highest when children are young. Lasting personal and social traits are developed and patterns of strengths and interests are begun. While not impervious to change, these early patterns may affect the degree of confidence and competence which children bring to later educational and life experiences.

New Jersey statutes have long permitted local districts to establish both kindergarten and nursery classes. The costs of both are borne in the same way as those of other levels of schooling, and four and five-year-olds may be figured into the state equalization formulas. Kindergarten is offered to virtually all five-year-old children in the state. In contrast, relatively few districts provide nursery classes for younger children.

During 1977-78, additional numbers of local school districts began to explore the possibilities of developing and offering programs for children of preschool age. That they did so was often the result of several circumstances, for example, high parental and public interest in early childhood education, available facilities and leadership, and a growing conviction that well-designed programs might contribute to good beginnings in school and enhance later achievement.

What evidence exists to support the efficacy and efficiency of early education? Some years ago, well-publicized evaluational studies reported conflicting and equivocal findings, offering an inadequate basis for clear program decisions. Recently, however, national attention has been focused on newer studies, some providing longitudinal and follow-up data on the progress of children subsequent to their experience in preschool programs. The more recent studies enable educators to identify the most effective components of programs. In many of the models under study, children gained in academic achievement and social development; their parents developed and maintained more positive attitudes toward their children's learning.

The investigations also provide evidence that children in the programs experienced lasting benefits, as well as immediate gains. Years after the preschool experience, children had lower rates of placement in special classes and lower rates of retention to repeat a grade. Both effects not only contribute to children's constructive views of themselves and their school work, but also result in economies for the public schools.

The department currently administers a wide variety of services and programs for young children, almost all of them initiated with federal funding. These include special classes offered under guidelines of the various sections of the federal Elementary and Secondary Education Act (e.g., special education, innovative programming, migrant children's education) and some auxiliary services such as: food programs; screening and referral services; and technical and resource assistance to early childhood teachers. Within the department, planning efforts are underway to build a place for young children and parents in the community school concept, to develop feasible plans for parent involvement, and to design the program assistance which local districts may need as they strive for excellence in early childhood education.

The State Board of Education has named early childhood as a priority area for study and planning. Since it is now possible to develop and provide effective programs with lasting benefits, it is time to focus on the specific

and unique needs of New Jersey children. Young children in this state are predominantly urban; they come from diverse ethnic and language backgrounds; disproportionate numbers of them come from families with a single parent as head of household or with both parents employed outside the home. More than half of them have been in day care, nursery school, or similar care prior to enrollment in kindergarten. To be thorough and efficient, the education of these children must fit their experiences and needs, and it must be appropriately timed, i.e., provided early in their life.

The Department of Education must utilize all available resources to provide local districts with the help they need to assure the best possible programs for the young children and the best services for the children who need them the most. At the earliest time consistent with overall New Jersey priorities, we will need legislative action to provide appropriations for pilot programs and for matching funds to achieve the fullest use of state and federal resources in the attainment of these goals.

Gifted and Talented Education

New Jersey is now facing the challenge of providing an appropriate educational program for gifted and talented pupils. These children, who comprise between five and 10 percent of our student population, must have an equal opportunity to develop their potential. Lacking this opportunity, many do not succeed, as evidenced by a dropout rate which is significantly higher than that of non-gifted and talented students.

In 1977-78 an Advisory Committee on Gifted and Talented Education was established by the Commissioner. The committee has assisted department staff in developing guidelines for local district programs.

The Department of Education provided technical assistance to districts through numerous conferences and workshops. Two models for programs were developed and field tested with more than 500 students. In addition, over 75 new programs were started by local districts during the 1977-78 school year. This is double the number of students served over the previous year.

The legislative effort has resulted in two pending bills: A 502, which would require districts to provide for the gifted and talented, and allocate \$240,000 for pilot programs; and A 39, which would establish definitions and insure that gifted and talented students receive the special education that they need. Additional funds must concurrently be made available to pay for the cost of such programs.

2 School Finance

Additional State School Building Aid

On July 21, 1978, Governor Brendan Byrne signed Chapter 74 (N.J.S.A. 18A:58-33.22 et seq.) into law. The law provides \$100 million in additional state school building aid for the renovation or new construction of regular purpose facilities, the construction of vocational education facilities for handicapped and non-handicapped students and facilities for general community and social services.

This act will address the growing need for facilities that is occurring in the face of fluctuating enrollments. Districts are required to submit on September 30 of each year their estimate of dollar needs to maintain their buildings in accordance with existing codes. This year's estimates totalled \$377 million.

The department's Bureau of Facility Planning Services has entered into a contract with an architectural engineering firm, to conduct an inventory of every school in the state. While far from completion, preliminary reports indicate that \$193.1 million will be required just to bring the schools of the City of Newark into compliance with the code. Preliminary indications are that, relatively speaking, the same conditions exist in the rural and suburban districts.

It is essential that the inventory, now begun, is completed by the projected completion date of late 1980. Once completed the information will be made available. Requests for resources to correct the identified deficiencies can then be made to the Governor and the legislature.

It is the expectation of the department, given such data, that additional assistance such as that provided under c. 74, L. 1978, will be available to local districts.

Budget Caps and Cap Waivers

Increases in school district net current expense budgets are limited by a computed maximum amount as defined by N.J.S.A. 18A:7A-25. This "cap" amount may be increased on appeal to the Commissioner only if the district demonstrates that an enrollment increase can be anticipated or that it cannot meet goals, objectives and standards established pursuant to the Public School Education Act of 1975 if forced to live within the budgeted cap amount.

The cap formula and a possible appeal to the Commissioner do not, of course, constitute the final word on district expenditures. The tax levy incorporated in the budget must still receive the approval of the voters in Type II districts, and Boards of School Estimate in Type I districts. If a budget is defeated, the municipal governing body may cut the tax levy; these reductions can be the subject of further appeal.

The cap formula permitted increases of \$169 million in 1977-78 budgets. The Commissioner approved increases of \$10 million for districts that appealed the cap, but other districts declined to use \$35 million of the permitted increase. As a result, the actual increase in 1977-78 budgets was \$144 million. During 1977-78, districts also prepared 1978-79 budgets. The formula permitted increases of \$136 million for 1978-79. This amount was less than that of the preceding year. An actual increase of \$154 million was required to support a thorough and efficient system of public education. Comparative details are shown below (in millions of dollars):

COMPONENTS OF BUDGET INCREASES (\$000's)

	<u>1976-</u> <u>1977</u>	<u>Diff.</u>	<u>1977-</u> <u>1978</u>	<u>Diff.</u>	<u>1978-</u> <u>1979</u>
Net Current Expense Budget	\$2,157		\$2,301		\$2,455
Actual Increase		\$144		\$154	
<u>Components of Increases</u>					
Maximum Permitted Increase		\$169		\$136	
Waivers		\$ 10		\$ 42	
Permitted But Unused Increase (leeway)		(\$ 35)		(\$ 24)	

There are weaknesses in the present cap law and these have been documented by a series of studies conducted by the Department of Education and by other agencies. The average cap percentage has declined from 8.8 percent to 5.4 percent in three years and further decline is expected. Further, the cap does not apply to the entire budget but only to that portion of it supported by equalization and the local tax levy. Districts with large sources of revenue outside the cap would increase expenditures at a much greater rate. Districts with large enrollment declines experience large per pupil windfalls. The increasing severity of the cap has forced more districts to undergo the administrative cap waiver process.

In order to resolve the cap problem, the department worked with the legislature which resulted in the introduction of S 1212. This bill would correct major weaknesses of the cap law by stabilizing what has been a fluctuating cap percentage and liberalizing the 1979-80 state average cap at a relatively constant 6.2 percent. It would apply to the entire current expense budget, and not just to the net current expense budget. This would serve to recognize the different cost structures in districts with different organizational patterns.

State Aid

A major feature of the Public School Education Act of 1975 was that a thorough and efficient system "should be in part locally funded to encourage involvement of, and assure the financial supervision by residents of the local unit, and in part state funded, to equalize statewide the tax effort required (to adequately support educational needs)." There are four main state-funded components of that financial system: (1) equalization aid; (2) categorical aid; (3) transportation aid and (4) capital outlay/debt service aid. (See Table XIX, State School Aid to Local Districts, in the appendix.)

"Equalization" refers to the degree that local districts are permitted to support equal spending levels for equal levels of tax effort. State programs such as equalization and debt service aid are equalizing because entitlements are inversely related to the ability of districts to raise property tax revenues. Entitlements for categorical and transportation aid are non-equalizing because they are unrelated to district fiscal capacity.

There are acknowledged limitations in the 1975 school finance reform act. The act, which extended the benefits of tax equity to the lowest two-thirds of all districts, allows the most wealthy third of all school districts to continue to experience some degree of tax favoritism. For example, equalization aid supports district net current expense budgets only up to the 65th percentile level (when all budgets are ranked from high to low). Districts which opt to spend more per pupil do so on their own resources. This option may not be available to less wealthy districts. Further, the law does not recognize the many demands on the urban tax base that compete with education for tax dollars. Finally, the system pays minimum aid in lieu of equalization aid to only the wealthiest districts. These limitations have generated and will continue to generate public debate and further examination by the Department of Education.

One annual adjustment in the aid program is the revision of categorical aid cost factors, including special education. New Jersey provides state financial support for locally operated special education programs in two ways: equalization aid and special education aid. Together these state aid funds supported 59 percent of district special education costs in 1977-78. The special education aid by itself is intended to reimburse districts only for the average additional cost of educating special students. Other special education program costs are eligible for equalization aid.

The portion of a district budget supported by equalization aid is related to the property wealth behind each pupil. A district's special education aid, on the other hand, is based on the number of pupils in each type of program (for example, a program for the visually handicapped), the state average net current expense budget (a measure of average program cost), and an additional cost factor for each program type. The additional cost factors which appear in the statute recognize the degree to which special education costs exceed, on the average, the cost of regular programs. The statute provides that on or before April 1 of each year, the Governor shall, after consultation with the Department of Education, recommend appropriate revisions in the additional cost factors (N.J.S.A. 18A:7A-21).

In 1978, the Governor's review of the cost factors took place within the context of unexpectedly large increases in special education aid. While other major aid categories remained near original projections, special education state aid, in the absence of cost factor changes, was expected to increase by 39.1 percent in 1979-80.

The Governor recommended cost factors that would produce a 9.8 percent increase in special education in 1979-80. No recommendation was made for changes in state compensatory and bilingual cost factors because audited cost data for the start-up year were not available due to the relative newness of these programs. Examination of these programs is planned for 1978-79.

At the request of the Joint Committee on the Public Schools, the Department of Education began an examination of special education finance based on the first two years of experience with Chapter 212 (N.J.S.A. 18A:7A-1 et seq.). During the study, the department recognized that original cost factors, which tended to encourage out-of-district or private school placement of certain students, were based on unaudited cost data and did not reflect

potential cost increases in support service areas due to new federal requirements (P.L. 94-142). These and other problems are described in department reports. After reviewing preliminary findings with special educators and others at regional meetings, the department concluded that a new method for defining additional costs was needed. The recommended method is based on the cost of an "average instructional unit," which included instruction, attendance and health services, and private school tuition.

3 School Governance and Management

Evaluation and Professional Development of Tenured Educational Staff

In July, 1978 after fifteen months of study and debate, the State Board of Education adopted new regulations (N.J.A.C. 6:3-1.21) for the evaluation of tenured teaching staff members. These regulations, which cover all tenured professional employees in a district except the superintendent, will take effect in September 1979. Thus, local districts will have one full year to develop the required policies and procedures.

The regulations are based upon sound concepts of personnel evaluation but also offer considerable flexibility to local districts. The minimum procedural requirements are defined in the code but no criteria for evaluation are specified. Criteria will be selected locally and will fit local goals and program objectives.

The regulations depart from conventional practice in two significant ways. First, individual improvement plans are required to be developed annually. These plans are to meet identified differences and to focus local in-service efforts. Second, a review of pupil progress is required at the end of the year. The primary purpose of this review is to determine how to improve the program for the subsequent year.

The Department of Education has issued guidelines to assist districts and will conduct workshops which address evaluation procedures and training of supervisory staff. The county offices will ensure that the regulations are properly implemented.

Implementation of Bond Issues: Regional Day Schools

Through a bond issue (c. 149, L. 1973) passed in November 1973 the New Jersey State Legislature, the Governor and the electorate earmarked \$25 million for the construction of a statewide network of regional day schools and for additions and renovations to the Marie H. Katzenbach School for the Deaf.

The intent is to improve service to the severely handicapped school age population in our state. Specifically targeted are youngsters classified (by child study teams) as deaf, deaf blind, severely emotionally disturbed and multiply handicapped.

Initially, the bond issue grew out of a concern about the quality of education given severely handicapped youngsters by local school districts. As documented in the original SERCH (Seeking Educational Resources for Children with Handicaps) Report, issued by the Department of Education in 1974, the low incidence and individual needs of these youngsters created a dilemma for local

school boards. Given limited local district resources and the lack of sequential educational programming (in nursery school through twelfth grade), the need for creating a network of regional day schools became apparent. The bond issue makes it possible to meet this need.

To insure success, these new schools need to be operated on a local basis. Toward this end, the department is moving to use Chapter 149 as an incentive to establish commissions, jointures or county special services school districts statewide. Moreover, S 448, an amendment to the Public School Education Act of 1975, is under consideration by the Legislature. If this bill is signed into law, it will give additional financial incentives to the formation of special services school districts.

In order to fully implement this bond act, there must be clarification of the legal issue regarding the use of county special services districts, jointures or commissions as the operational agencies for the regional day schools. The department will work with the Attorney General to resolve this issue.

Plans for developing the regional day schools are going forward. The Bergen County school is expected to be ready for student use in September, 1980. The Bureau of Special Education and the 21 county child study teams will update the survey of the targeted student population this fall, and it is expected that the remaining sites will be ready to bid by July, 1979.

Given the above factors and the support of the Offices of the Governor and the Attorney General, the Department of Education is confident that it can develop a full plan for implementing Chapter 149 with special services school districts or jointures acting as its agents and still be consistent with the intent of the 1973 bond issue.

Impact of Declining Enrollments

The dynamics of population change have a widespread impact on many facets of American society, particularly on the public schools. For New Jersey as a whole, 56 percent of all school districts reached their peak enrollment prior to the 1972-73 school year. During the four school years between 1972-73 and 1975-76, 26 percent of New Jersey districts reached their enrollment peaks. Although 17 percent of New Jersey districts are experiencing increases, departmental projections forecast that for the state, as a whole, student enrollment will continue to decline into the mid-1980s.

The department has identified four educational areas acutely affected by declining enrollment: finance, facilities, personnel and overall program and district management. Within the parameters of these four areas, declining enrollments and/or enrollment fluctuations have and will have a significant impact on the citizenry of New Jersey.

With the state aid formula to local districts based on student enrollment, the entire area of school finance as affected by declining enrollment is exceedingly complex. It can be said, however, that given fixed costs, higher residual salary levels and inflation, costs actually rise, at least initially, during enrollment decline.

Inevitable consequences of declining enrollments are empty classrooms and underutilized school facilities. The basic problems in the facilities area are: (1) devising workable alternatives for classrooms and/or building uses; (2) the disposition of facilities (criteria, options, procedures) with regard to short- and long-term impacts; and (3) the politics and public relations of closing neighborhood schools (savings versus community sentiment).

As a local district progresses through its declining enrollment period, staff reduction will be an economic necessity. Enrollments in some New Jersey school districts have declined to the point that tenured teachers with several years of experience are being released under the "last hired, first fired" format.

A possible profile of staff composition in a district that has experienced sharp decline may reveal an older and more highly credentialed staff with little chance of vertical mobility. At the present time under the "last hired, first fired" format, many of the inroads made by affirmative action toward equality in the educational work force could be eroded, and some wholly lost.

During an era of decline and diminished resources, the areas of program and district management will provide administrators with new and difficult challenges in meeting student and community needs. Historically, school administrators have geared their operations to accommodate enrollment growth--if programs, staff and/or facilities were over-capitalized, there was no major problem because one could always rely on yearly enrollment increases to solve over-capitalization. With declining enrollment this is no longer the case and, indeed, time only serves to aggravate mistakes.

In an effort to enhance the understanding of declining enrollment and to develop guidelines for local districts with declining enrollment, the department undertook an extensive research and development effort. This effort culminated in two products: "An Anthology of New Jersey State Department of Education Research on Declining Enrollment" and the June 1978 Conference on Declining Enrollment. Both of these activities produced valuable information and insights into the problem, and set the tone for future department endeavors.

In the coming months the department, in conjunction with the Woodrow Wilson Foundation and the Institute of Labor and Management Relations at Rutgers University, will produce "A Technical Assistance Manual on Fluctuating Enrollment." This product will be a resource guide which local districts can use in learning how to cope better with enrollment related problems. Also, the department is assisting educational associations in training administrators to deal effectively, efficiently and humanely with declining enrollment.

Improvement of Business Practices

In 1977-78 the department made significant improvements in improving business practices at the department and district level. A Task Force on Business Efficiency of the Public Schools completed its work in 1977-78, and the Program Oriented Budgeting and Accounting Information System was further developed.

The task force, authorized by the Public School Education Act of 1975, enlisted the assistance of various public and private agencies, e.g., the Association of School Business Administrators, the New Jersey School Boards Association, the New Jersey Education Association, the Association of School Administrators and over 100 business leaders and private citizens. Valuable support services also were provided by the Office of Fiscal Affairs, the State Departments of Education, Insurance and Treasury, and the Legislative Services Agency.

The task force presented its report and recommendations on the improvement of business practices to the Governor and legislature in early 1978. The recommendations seek to accomplish a more smoothly functioning public school system and to effect a substantial savings to the taxpayers of New Jersey. The three broad areas of recommendations were: regionalization of school services, school management and organization, and streamlining existing procedures in the public schools.

Specific recommendations included: (1) supporting the department's plan to develop specifications for a program-oriented budget by 1978-79; (2) creating a statewide electronic data processing network to provide services (including a statewide standardized payroll system) and meet the information needs of the state and local school districts; (3) creating the position of County School Business Administrator to advise and consult with school districts on business practices and to encourage sharing of school business services and certified school business officials; (4) creating a special study commission to study the feasibility of consolidating New Jersey school districts into K-12 units; and (5) improving management and business operations of the public school systems by establishing unit control to separate the responsibilities of the local board of education, the secretary of the board, and the superintendent of schools.

Legislative initiative is needed to effect implementation of some other task force recommendations including: (1) drafting legislation to change the school budget cycle to strengthen local fiscal control in public schools; (2) amending N.J.S.A. 18A:19-4 to permit local boards to designate a claims auditor who would be responsible for verifying that purchase orders and invoices associated with the receipt of goods and services are in proper order; (3) drafting legislation requiring that school buses be included in the state contracts system which would help to cut pupil transportation costs; (4) amending the Public School Education Act (N.J.S.A. 18A:7A-1 et seq.) to provide incentives to local school districts by offering them an exemption from their budget cap for survey and start-up costs related to the achievement of cost-effective arrangements; and (5) amending the Tort Claims Act (N.J.S.A. 59:1-1 et seq.) to establish standards of liability action against a school board and to offset the increasing cost of liability for the public schools.

An additional development in the department's effort to improve internal and school district management operations was the continued development of the Program Oriented Budgeting and Accounting Information System. This system responds to the mandated requirements of the Public School Education Act of 1975 and will provide local school administrators with the means to analyze and report the expenditures of educational resources by programs. In addition, parents and taxpayers will be better informed about school priorities as reflected in their individual school budgets.

The three stages of the Program Oriented Budgeting and Accounting Information System includes (1) an Educational Program Structure (which is being developed first), (2) an Accounting System which encompasses budgeting, a chart of accounts and auditing, and (3) a Reporting System. The complete implementation of the entire system will be completed by the 1982-83 school year.

The comprehensive budgeting and accounting system can accommodate the managerial styles of local districts and can be expanded with minor adjustments as current conditions change. Major revisions to the system will not be required since all levels of the educational community, state, county and local, are involved in this activity and dedicated to the development of the system. As an accountability model, it is a system to monitor the financial resources necessary to enable a thorough and efficient system of free public schools to operate.

School District Regionalization

The organizational plans of local school districts comprise a major issue in regard to the public education system of this state. There is a consensus that New Jersey needs to consider the reorganization of local school districts for the purpose of creating K-12 school districts. This need has been stated by the Governor, the Commissioner, and the Task Force on Business Efficiency in its March 1978 report on "Modern Financial Management."

The number of school districts in most states has been greatly reduced during the past 25 years by regionalization and consolidation of small districts. With the exception of Alaska, New Jersey is the only state which has experienced a steady increase in the number of school districts. There are now 612 districts in our state.

Only 204 of New Jersey's local school districts operate a complete education program from kindergarten through grade 12. The remainder offer only elementary or secondary education programs (with the exception of 17 local school districts which do not operate any schools).

Since many school districts offer either elementary or secondary programs, but not both, there are 149 districts with enrollments smaller than 500 pupils, and 273 with enrollments less than 1,000. Only 68 school districts had enrollments of 5,000 or more as of September 30, 1977. Additionally, there are vast differences in the geographical size of school districts as well as enrollment. For example, the Greater Egg Harbor Regional High School District encompasses 339 square miles, whereas Victory Gardens in Morris County is 0.13 square miles.

The State Aid Act of 1954 (c. 85, L. 1954) was a major cause of the creation of 50 school districts. That act provided no financial incentives for municipalities to consolidate as K-12 school districts. Instead, it encouraged the creation of limited purpose regional school districts, primarily for secondary education, by reducing the local share millage for the first 10 years of operation of such regional districts. The purpose of this financial incentive was to promote the planning and building of comprehensive regional high schools for predominantly rural areas which could not provide thorough and efficient programs of secondary education in their smaller school districts.

The act was successful in achieving its purpose. However, rather than promoting the consolidation of districts into K-12 educational plans, it created additional school districts.

As indicated, the trend in many states over the past 25 years has been toward the consolidation of school districts into K-12 units. The advantages of consolidation are many including: (1) a logical sequential program of instruction, (2) expansion and equalization of educational opportunities, and (3) increased economy of operation. These advantages require that New Jersey look into the desirability and feasibility of reorganization into K-12 units. However, other avenues exist to affect coordination, short of consolidation, which sometimes result in the similar advantages. They include organizational structures as exist in other states such as the Board of Cooperative Educational Services (BOCES) in New York and the Intermediate Unit (IU) in Pennsylvania. The feasibility of initiating similar types of structures should be investigated, along with the further application of jointure commissions and/or educational service commissions.

The Department of Education will continue to study alternative means for achieving efficient management of public education and will present specific recommendations concerning the organization of school districts in the coming year.

State-Local Relations

The department has strived during 1977-78 to help local districts achieve their educational objectives by: (1) providing technical assistance; (2) reducing reporting requirements consistent with state and federal data needs; (3) minimizing, where possible, new requirements; and (4) by maintaining close contact with local educators through formal and informal channels.

The Commissioner's theme, enunciated at the September, 1977 convocation of district superintendents, was "no surprises." With few exceptions, and then only occasioned by new legislative mandates, the promise was kept.

State/local relationships have been improved by the continuing series of visits by the Commissioner, Deputy Commissioner and senior staff to local districts, public functions and monthly administrator county roundtables held by the county superintendent. These visits are supplemented by other senior staff visitations, thus providing an opportunity for local educators and citizens to describe their concerns and make recommendations more directly to central staff from Trenton. Due to their success in 1977-78, these visits will continue in 1978-79.

The visitations and county office information system contributed to the recently successful legislative initiative to place a county school business administrator in each county office. 1978 appropriations supported the first phase.

Monitoring and School Improvement

Direct department intervention to remedy situations in the districts of Newark and Trenton was necessary during 1977-78. Substantial improvements resulted from these efforts although the underlying problems have not yet been

fully resolved. The procedures used in both cases were based upon the requirements of Chapter 212 and provide prototypes for future actions by the department. The cases of the Newark and Trenton districts are described individually below.

Newark

The monitoring of the fiscal and managerial operations of the Newark public school system by the Auditor General continued during 1977-78. The Essex County Superintendent's staff also carried out its regular monitoring in the district. Significant progress has become evident. Unit control has been established and the Executive Superintendent now has authority to match the responsibility of the office.

An internal accountability process has been developed, wherein three administrators in charge of financial affairs; physical facilities, and education, as well as directors of budget, purchasing, personnel, and audit, answer directly to the Executive Superintendent. Employees of the district, including middle level managers such as building principals, now have a clear understanding of the system's chain of command. As an extension of the philosophy of unit control, the incumbent Executive Superintendent has delegated authority and responsibility for the total operation of each school to the building principal, and involved each of them directly in the budgeting process. In personnel, the Executive Superintendent has succeeded in making major duty reassignments, particularly at the building level and district-wide, in keeping with his reorganization plans.

After a year's work in close cooperation with the offices of the Essex County Superintendent of schools and the Auditor General, the Executive Superintendent was able to report that all but eight of the 101 objectives in the remedial plan had been completed.

However, the department has recommended that the Newark Board of Education develop in the coming year more and better fiscal controls, and establish more accurate forecasting and spending trend analyses, in order that budget difficulties can be spotted with more accuracy, and in enough time, so that remedial measures can be taken to ensure their elimination. The district must eliminate its deficits and institute management controls that will prevent future deficits.

Although substantial improvements have been made in the operations of the Newark school system, continued effort on the part of all involved is necessary to assure that fiscal, management, and educational gains are maintained and new initiatives undertaken.

Trenton

Several incidents calling attention to the Trenton City School District's non-compliance in specific programs resulted in an intensive investigation by the department in November, 1977. Following a full report and a request for a corrective plan, the Commissioner determined that the situation called for a more concentrated effort to remedy existing inadequacies. On March 9, 1978, a task force of five members was assigned to assist in developing and implementing a remedial plan to address the findings of non-compliance in the

Title I, Bilingual, and Special Education programs and a projected deficiency of \$760,000 in the budget. From March until October, 1978, the head of the task force was in the district every day with other members on call.

An acceptable plan was submitted to the Commissioner on March 23, 1978, and implementation has been supported by both the board and the administration. In spite of serious differences between the board and the superintendent the task force was accepted and its helping role in assisting the district to comply to mandates of law and code has been recognized.

Positive results from the task force's efforts in the district are numerous. The number of children who, after three years, had not been reclassified was reduced from 200 to 20. Plans were made for several additional special education classes and resource rooms to be established in September 1979. Positions are being advertised to complete all personnel on the child study teams and to increase the number of teams in the district. A complete reorganization of the special education department with a rewritten description of roles has improved services and relationships. The bilingual program is planned for complete implementation in the coming year. Teachers are being hired and a fluency test was given to qualified children in June to determine levels and needs.

The district overcame what seemed to be an insurmountable fiscal crisis and ended the year without a deficit.

County office monitoring, and technical assistance from the department, county office and the Educational Improvement Centers will continue to play a critical role this year.

Concerns of State-Local Relations

During the past three years, local districts have worked diligently to meet the requirements of the multi-faceted T&E law and code. The requirements are substantive and include the involvement of the public in new ways. The work needed to meet the requirements of minimum standards, state compensatory education, budget planning with consideration for caps, program oriented budgeting, development of goals, objectives, assessment, program improvement and evaluation was difficult and time-consuming but progress has been evidenced in all these areas.

However, local districts generally are very vocal in calling for a period of no new requirements. Added to the T&E workload were recent additional requirements in bilingual education, in services to nonpublic school pupils (N.J.S.A. 18A:46A-1 through 17, 18A:46-6, -8, and -19.1 et seq.), new federal and state requirements concerning handicapped pupils (P.L. 94-142), evaluation of tenured teaching staff members (N.J.A.C. 6:3-1.21 et seq.), and the possibility of high school graduation requirements. There is some agreement that these additional programs generally are of value but an overload of new requirements is being placed on schools precipitously and time to improve what is now in place is desperately needed.

The legislature should plan to phase-in new requirements over a long-term period. Such planning will permit consolidation of gains, better development of new programs, less confusion, better coordination of funding and staff use, and higher quality of implementation.

4 Implementation of the "Thorough and Efficient" Law
(N.J.S.A. 18A:7A-11): A Status Report

The Public School Education Act of 1975 (T&E) defines the goal of a thorough and efficient system of free public schools: "To provide to all children in New Jersey, regardless of socioeconomic status or geographic location, the educational opportunity which will prepare them to function politically, economically and socially in a democratic society." Primarily the act requires the installation of a system of education that calls for comprehensive educational planning, improvement in basic communication and computation skills, and the development of effective and efficient management procedures for program improvement. The law provides for maximum citizen involvement in the educational process.

In 1976-77...

During 1976-77, T&E was installed in all school districts throughout the state. Department of Education staff from the central office, the 21 county offices and the four Educational Improvement Centers prepared local districts for implementation of the law and provided support and technical assistance in the planning process.

During the year much activity focused on the development of district and school goals through a community/district staff process. In the July 1, 1977 Annual Report districts reported progress made in implementing components of the T&E planning process including: development of objectives and standards; assessment of pupil needs; adoption of an educational program consistent with written goals and objectives; instruction provided for the achievement of written district and school goals, objectives and standards; and the evaluation of pupil progress.

Included in the report were established minimum proficiency levels in the basic skills and the installation of remedial programs to assist those students performing below minimum proficiency levels. The initiation of monitoring procedures resulted in visitations by county staff in which progress made by districts in complying with the law was reviewed and assistance offered by county and Educational Improvement Center staff where necessary.

In 1977-78...

During 1977-78 the Department of Education continued its efforts to assist districts in implementing T&E. First, there was a more positive attitude and understanding of the benefits of the T&E process. Second, a state-wide district and school evaluation process of unlimited potential was installed. Third, significant progress was made as a result of the focus on basic skills improvement.

In an effort to meet the requirements of the law and code, districts were encouraged to simultaneously initiate procedures in several of the planning components. As reported in the July 1, 1978 Annual Report, most districts completed the development of educational objectives for the purpose of assessing district progress toward the attainment of goals, and most districts made progress in the identification of district and school needs. Districts also reported on progress made in implementing other components of the

planning process for program improvement, and for the first time, they reported on development of procedures for the implementation of a program oriented budgeting system.

As a result of the focus on basic skills improvement, the Minimum Basic Skills Test was administered to students in grades 3, 6, 9 and 11. In the basic skills section of the July 1, 1978 Annual Report, districts reported on basic skills achievement, the determination of minimum levels of pupil proficiency, and the implementation of programs for the remediation of identified needs. Districts determined their own basic skills program objectives, student and program assessment procedures, and improvement needs. They identified the allocation of district resources to assist students with academic, social, economic or environmental needs that prevented them from succeeding in the regular school program.

Monitoring by County Office Staff

Throughout 1977-78, county office efforts were directed towards the implementation of the statewide system for monitoring the progress of local districts in implementing T&E. All districts and schools were visited at least twice during the year. Using a monitoring summary (a checklist of law and code based items), county school program coordinators met with district and school staff to determine progress made toward compliance. A monitoring log was kept on the visitations and each item was designated as "in compliance," "not in compliance," "in progress," or "not applicable." Assistance provided by county staff to school districts was an integral part of the monitoring process.

As a result of the visitations and completion of the monitoring summary checklist by school program coordinators, county superintendents submitted to chief school administrators on June 1, 1978 an evaluation report which included commendations for school district progress in implementing the law and code and recommendations for improvement. Deficiencies were cited, e.g., inadequate physical facilities, lack of staff involvement in educational planning, lack of emphasis on basic skills improvement, etc.

In the July 1, 1978 Annual Report, districts responded to each item cited by the county superintendent as a recommendation in the evaluation report. For each item, districts and schools described activities which would be implemented in the school year 1978-79 including timelines on a short and long range basis when the activities would be addressed. These reporting procedures formed the basis for monitoring district compliance during the 1978-79 school year.

Classification of Districts and Schools

A major purpose of the evaluation process is to lead to the classification of districts and schools. In 1977-78, the procedure for the classification of districts and schools was under intensive study. As a result, the rule pertaining to the evaluation of schools and districts (N.J.A.C. 6:8-1.1 et seq.) was revised. The terms of the code suggest the collection of certain specific categories of data for the purpose of judging progress in implementing required standards. The revised rule permits the collection and analysis of school and district data on a longitudinal basis before districts are classified.

The process of classification is predicated on implementation of the educational plan (as defined in N.J.A.C. 6:8-3.1) which links educational planning with the budget. The educational plan represents a major portion of the first T&E cycle. It includes all of the funded activities of the local education system and is aligned with the budget preparation process. The educational plan spells out the intentions of local districts in progressing through the T&E process, including the remediation of deficiencies as identified through the monitoring process. The format of the educational plan will be made available to districts in 1978-79.

As a result of monitoring during 1977-78, the process leading to the classification of districts is well underway. The proposed timeline for classification was determined as a reasonable length of time after the July 1, 1980 Annual Reports to the Commissioner have been received. Districts and each school within a district will be classified as "approved," "approved with conditions," or "unapproved" based upon analysis of the annual reports submitted by districts, the results of annual monitoring, and visitations by representatives of the Commissioner in accordance with the criteria specified in N.J.A.C. 6:8-6.1.

Expectations for 1978-79

During the school year 1978-79, the focus of monitoring public schools by the county school program coordinators will be centered on five major areas. These five areas are: (1) the continuing activities of districts and schools as they implement T&E; (2) the efforts of the districts and schools in reaching and maintaining compliance with all statutory requirements; (3) the activities that districts and schools intend to implement during the year as reported in their annual report to the Department; (4) the activities or programs identified in the district budget submitted December 1977, as improvement activities or programs; and (5) the activities or programs for which a cap waiver was granted.

Expectations for school district implementation of T&E in 1978-79 include: (1) assessment of educational objectives related directly to district/school goals; (2) extension of the T&E management process into individual schools; (3) planning and implementation of a basic skills improvement plan for the district's regular school programs and its preventive and remedial programs; (4) development of one other area of concentration in communication, e.g., writing, speaking or listening; (5) expansion of computation program objectives to include problem solving and the application of mathematical skills to every day situations; and (6) activities to implement recommendations of the county superintendent.

In the future, emphasis will be placed on resolving concerns for the continued implementation of T&E. Emphasis will be placed on: (1) the targeting of technical assistance efforts to districts of high need; (2) increased communication with principals and instructional staff members at the school level; (3) integration of all elements that contribute to the remedial process including, compensatory education, Title I, bilingual education, etc.; (4) quality of the monitoring process which is reliant upon the quality of professional judgment; and (5) review and update of state goals to focus more sharply on emerging social issues, the social and community context of education, and a futures perspective.

III NEW JERSEY DEPARTMENT OF EDUCATION OPERATIONS

1 Reorganization of the Department for 1978-79

In June of 1978, the Department of Education announced that it would reorganize for fiscal year 1978-79 (the reorganization took place in August). The intent was to improve coordination, eliminate some duplication of effort, and bring similar functions together within a single division. Several divisions were significantly reshaped and almost all divisions were affected in some way by the reorganization.

The new divisions split roughly into those concerned with internal department operations and those that provide services to school districts. The latter have been placed under direct control of the Deputy Commissioner while the former report to the Commissioner. While this division of labor is to improve communications and management control on a day to day basis, both the Commissioner and the Deputy retain their departmentwide responsibilities.

The Office of the Commissioner was strengthened in order to provide better coordination and direction. The administration of the State Board of Education, the coordination of priority planning, and a policy analysis unit were placed under an Executive Assistant who reports directly to the Commissioner.

The new structure is displayed in the appendix. The Division of Field Services and the new Division of Finance and Regulatory Services are much changed in their functions. A new division of Operations, Research, and Evaluation is created to manage internal operations formerly in three other divisions. There were also minor changes in the Division of School Programs and the Division of Vocational Education (which was renamed the Division of Vocational Education and Career Preparation).

These changes should make the department more efficient and responsive to the needs of local districts.

2 Management and Operations

The Office of the Commissioner of Education

It is the responsibility of the Commissioner of Education to act as the chief executive and administrative officer of the Department of Education, the official agent of the State Board of Education, and to serve as budget and fiscal officer of the Department of Education (N.J.A.C. 6:5-1.1).

During the 1977-78 school year the Commissioner carried out these duties with the assistance of two professional staff. He met frequently with groups of citizens and educators to discuss the implementation of T&E and to hear their views on educational issues. He also visited schools, county offices, and other facilities to attain first-hand knowledge of their programs and the progress made with the educational reforms called for in Chapter 212 (N.J.S.A. 18A:7A-1 et seq.).

The Commissioner's office also maintained close liaison with other state agencies and with the legislature to ensure that the department could influ-

ence policy decisions affecting schools and children. Due to the number of pieces of legislation affecting public education, the complexity of school finance, and the number of state and local agencies that affect the lives of children, the development of efficient and effective state policy in education requires an active commissioner's office with resources for analysis and coordination. The reorganization undertaken in July 1978 provides these resources through the creation of an Office of Policy Analysis that reports to the Commissioner.

The Commissioner also approves the department's budget, reviews plans and operations of the various divisions on both a monthly and annual basis, and meets frequently with department staff to ensure coordination and effective delivery of services.

The Commissioner hears cases involving issues of educational law. In 1977-78 approximately 240 cases were heard and decided with the assistance of the Division of Controversies and Disputes.

Finally, the Commissioner's office handled the ever-increasing amount of correspondence from educators, federal agencies, school districts, and citizens concerning educational issues and problems, the administration of programs, and proposed changes in state policy. The department attempts to respond to all inquiries, but sheer volume makes this goal more difficult to achieve now than in the past.

The Commissioner of Education maintains an open-door policy and welcomes the views and opinions of individuals or groups on matters affecting public education. The Commissioner frequently speaks to groups to solicit their opinions and reactions. The Commissioner, with assistance of his staff, will continue to take positions on issues of public policy that are in the best interests of children and the schools which serve them.

Deputy Commissioner's Office

The Deputy Commissioner of Education serves as Acting Commissioner in the absence of the Commissioner of Education. His prime function is to advise the Commissioner on all operational and policy matters/issues and to serve as his chief operating officer.

In 1977-78 the Deputy Commissioner's office coordinated the department's services to local school districts as provided by the divisions of Vocational Education, Administration and Finance, Field Services, School Programs, and through the County Offices of Education. The deputy managed the activities of the Offices of the 21 County Superintendents of Schools, Equal Educational Opportunity, Elementary and Secondary Education Act Title IV, T&E Coordination and Monitoring, and also acted as liaison officer to other state agencies, the federal government and the general public.

In addition, the Divisions of State Library, State Museum, Controversies and Disputes, and Research, Planning and Evaluation (now Operations, Research and Evaluation) reported to the Commissioner through the Deputy Commissioner of Education. These division activities were coordinated through the Deputy's office.

Under the reorganization implemented as of August 1, 1978, the Deputy Commissioner has exclusive responsibility for the external operations of the department as it relates to local education agencies. The reconstituted divisions of Finance and Regulatory Services, School Programs, and Vocational Education and Career Preparation report to the Deputy Commissioner. Division activities are coordinated through the Deputy's office with particular emphasis on serving school districts.

Controversies and Disputes

The purpose of the Division of Controversies and Disputes is to perform the function of hearing and determining controversies and disputes arising under the school law (N.J.S.A. 18A:6-9) and the rules of the State Board of Education (N.J.A.C. 6:24-1.1 et seq.). The emphasis is to provide educational consultative services with respect to decisions of the Commissioner, State Board of Education and the courts which affect the management and operation of state, county, and local educational agencies.

The procedure, performed by the Department of Education since 1867, has been consistently based on the application of educational expertise and sound administrative practice. In the 1977-78 school year the department received 429 formal petitions and the Commissioner rendered 241 decisions. During the 1976-77 school year the department received 374 formal petitions and 204 special appeals from the enactment of Chapter 113, Laws of 1976. The Commissioner rendered 271 decisions of regular appeals and 204 special decisions under Chapter 113, L. 1976.

The division prevents many school problems from becoming formal petitions requiring litigation. As a regular part of its operation, the division provides information to local school districts to assist them in developing sound educational procedures. It conducts workshops and seminars and meets with county roundtables as a regular program of in-service training for school administrators and supervisors. These kinds of activities help to improve the operation of local school districts and prevent formal disputes.

The division also resolves many problems which first come to the department as letter and telephone complaints from parents, citizens and teaching staff members. A great majority of these complaints are resolved through the cooperative effort of the division staff and the county superintendents. It is estimated that the division resolved approximately 250 specific problems which had the potential of becoming formal Petitions of Appeal.

During 1977-78, the division responded to approximately 800 separate inquiries and requests for information. (This number excludes official correspondence with the attorneys.) Telephoned requests for information and complaints have averaged 15 per day for each staff member on duty in the office.

During 1977-78, the division also provided speakers for county roundtables, professional associations, workshops and seminars on more than 60 separate occasions. The dissemination of information through this process also has the positive effect of preventing formal disputes from developing.

The division staff works cooperatively with other divisions of the department to assist in the resolution of problems and the preparation of proposed additions and changes to rules (New Jersey Administrative Code, Title 6, Education) adopted by the State Board of Education. During 1977-78, the State Board of Education took final action on 31 rules.

The division also provides assistance to the Legal Committee of the State Board of Education, which discharges all responsibilities associated with the processing of formal appeals to the State Board of Education. Also, statistical information on all appeals from Commissioner's decisions to the State Board of Education and the courts is maintained by this division.

Intergovernmental Relations and Public Information

Office of Intergovernmental Relations

The purpose of the Office of Intergovernmental Relations (IGR) is to provide accurate input to the legislature on all educational issues. Toward this end, the office coordinates department response to all educational legislation. This involves assigning legislation for analysis, developing position statements and testimony for public hearings, testifying at legislative committee meetings and assisting in the drafting of proposed legislation.

The office also seeks to increase communication with other groups concerned with educational legislation, as well as to increase internal awareness of the legislative issues. Frequent meetings are held with county superintendents, urban district superintendents, major educational associations and other interested groups. Briefing sessions on the major issues are held for key staff and during 1977-78 the Legislative Day Summary was developed to highlight legislative activity.

An additional task of the office is to provide input into the development of the Commissioner's and State Board's legislative priorities. This involves making recommendations as to what legislative initiatives should be developed as well as assessing the probability of success in these efforts.

During the 1978 legislative session, the Office of Intergovernmental Relations assisted in the development and refinement of the following major legislative issues: S 658, which provides \$100 million in building aid for districts (in addition to the drafting of the legislation which is now law, IGR staff has assisted in the development of accompanying State Board code); A 86, which provides for a T&E education for children in state institutions; S 1154, which would establish statewide minimum high school graduation standards; S 1212, which would make technical amendments to the budget cap law; S 1266, which would implement the Commissioner's recommendation for categorical aid for special education pupils; A 470, which changes board member and budget approval elections to April; S 789 and A 1349, which would regulate school board membership in voluntary associations that regulate student activities (particularly the New Jersey State Interscholastic Athletic Association); and A 502, which provides programs for the gifted and talented.

In addition to these specific bills, the IGR has been involved with the drafting of legislation which is not yet in specific bill form. Among these are: regulation of private schools which provide programs for public school

pupils; establishment of a funding mechanism for children placed in private schools, state-run facilities or county special services school districts; and provision of a T&E education for children in county juvenile institutions.

Public Information Office

The office provided information to a variety of audiences. It responded to direct questions by telephone and mail, reporting the actions of the Commissioner, State Board and department through news releases, press conferences, fact sheets, workshops and a statewide monthly newspaper.

The office has dealt most frequently with the various news media--weekly and daily newspapers, magazines, radio and television stations. It has also provided information to other governmental units, agencies involved in public and non-public education, members of the department and the general public.

The office prepared press releases on the activities of the State Board of Education and has set up press conferences for the Commissioner, the State Board president and persons chairing task force efforts on a wide range of issues including statewide testing, school finance and basic skills. The office conducted a day-long workshop on press relations for key department members, tested an internal newsletter and expanded its daily newspaper clipping service to selected staff members.

"Interact," the Department's monthly newspaper published through this office, initiated a policy of focusing periodically on a particular issue or public. Positive response was most evident to the urban issue (April 1978) and the teacher issue (October 1977). The teacher issue included the printing of a special eight-page, tabloid-sized pullout section presenting the services and duties of the department's units as they relate to teachers.

Plans for the coming year include publication of an information package explaining the organization and functions of the department, a workshop for high school newspaper editors (in conjunction with American Education Week), a day-long conference for weekly newspaper editors and the staging of special events for celebration of the International Year of the Child.

Administrative Services

Bureau of Administrative Services

The Bureau of Administrative Services includes the internal departmental operations of budget and accounting, personnel, data processing, employee development and training, employee relations, word processing, and central services. Other services include major contract development and monitoring services for other department offices, and liaison activities with the Departments of Treasury and Civil Service on key personnel and financial concerns.

Budget and accounting activities focus on the preparation and analysis of the department's budget (including aid to the districts, purchasing, paying bills, monitoring the department's accounts and providing critical financial reports).

The personnel functions include recruiting and hiring of personnel, management of personnel records and employee benefits, and payroll and pension processes.

The data processing unit provides centralized data entry services with programming and processing services provided by the Department of Transportation. The unit's services include preparation of feasibility studies, system analysis and design, and training of personnel in data processing roles along with the major responsibility of calculating state aid to local school districts.

The Employee Development and Training Office was a new addition in 1977-78. Its prime function is to coordinate Civil Service and in-house training programs for professional and clerical staff.

The Word Processing Center provides a centralized electronic text key-boarding service for the department. Selected specialized or automated equipment enables the center to provide typing services in a time- and cost-efficient manner.

Central Services handles internal and commercial printing and copying requests as well as mail services within the department. It also coordinates (with the Department of Treasury) the management of office space needs, telephone services, office equipment and supply inventories.

In 1977-78 major highlights for the bureau include implementation of data processing programs for: child nutrition programs; state aid; General Equivalency Diploma student records, test scores, and diploma issuance. In addition, copying costs have been reduced this year from 2.5¢ to 1.7¢ per copy by the installation of a high speed copier.

A continuing concern is the further decrease of internal operating costs consistent with a departmental increase of needed internal services. Efforts are underway in 1978-79 to implement an automated personnel record management system and to extend word processing center services to the 21 county offices.

Office of Grants Management

The Office of Grants Management is responsible for processing the expenditure of federal and non-state grants (\$213,000,000 in 1977-78) for the department. The office also provides the department with analyses of new, existing, and pending federal legislation, serves as liaison with the Governor's Washington Office, reviews all department proposals and applications for funds, and identifies potential sources of funding.

During 1977-78, the office developed a computerized Federal Grants Information System. All outgoing state-administered federal dollars are listed monthly by program, local district, county, and state legislative and congressional district. This means that the department can respond quickly and accurately to the numerous requests for information received from local districts, legislators, and the public. Other accomplishments include the preparation and distribution to local districts and county offices of education of the "Directory of Federal Programs." Training sessions on proposal writing were held for department and for local district staff.

Effective lobbying for Elementary and Secondary Education Act Title I formula changes was a highlight this year. Changes to that law will mean an additional \$13.3 million for New Jersey. Economically disadvantaged children will be particularly benefitted as the law, if enacted, provides one federal dollar for every two state compensatory education dollars.

Research and Evaluation

This function was carried out in 1977-78 by the offices of Educational Assessment; Educational Evaluation; Management Information; Organizational Analysis; and Planning Services.

Office of Educational Assessment

The purpose of the Office of Educational Assessment is to conduct analytic, and developmental research and assessment activities. The major emphases of the office are the development and administration of the Minimum Basic Skills tests, the development and implementation of research strategies for areas designated by the Commissioner, and the development of short and long-range research and assessment projects in support of department priorities.

The major accomplishment of the office in 1977-78 was the development and administration of the first statewide Minimum Basic Skills tests (along with extensive analysis and reporting of test results and minimum standards information). Additional research and assessment related accomplishments included: a longitudinal examination of statewide basic skills achievement; the continuation of the data collection and analysis requirements of the "Profile of High School Seniors: A Longitudinal Study;" the initiation of the Declining Enrollments project; the publication of a compendium of state-level research, planning, evaluation and assessment activities; and the development of a formula to determine estimated enrollment figures for the State Compensatory Education Program.

1977-78 was the first year for the full implementation of Minimum Basic Skills assessment. Mandated public involvement in all phases of this program resulted in the formation and operation of more than 12 external committees and task forces which necessitated a significant internal staffing commitment.

An increased department-wide commitment to cooperative planning and better coordinated use of internal staff expertise is expected to increase the internal efficiency as well as the timeliness and quality of research and assessment projects and activities through the department.

Office of Educational Evaluation

The purpose of the Office of Educational Evaluation is to design, conduct, or assist with evaluations of state and federal programs in response to legislative and/or management information needs. The major emphasis is to design and assist state and federal programs in their efforts to evaluate their effectiveness and to assess their needs. An additional emphasis is to perform secondary analysis of evaluation data in support of the implementation, policy, development and evaluation of T&E.

During the past fiscal year the office produced the forms and instruction for the proposed Elementary and Secondary Education Act (E.S.E.A.) Title I Evaluation and Reporting System and assisted the Title I office in producing the Title I Final Evaluation Report for 1976-77. The office also completed the New Jersey Migrant Education Report for both 1975-76 and 1976-77. Several major policy papers and reports were also completed by the staff, including the "Report of the High School Graduation Requirements Committee" and the "Report on Urban School Facilities." The office assisted E.S.E.A. Title IV-C by producing a "Request for Proposal on Assessment" and assisted the State Compensatory Education Office by writing the "Requests for Proposal for Research and Development Projects." The annual on-site visits for E.S.E.A. Title IV-C are coordinated by the Office of Evaluation. The office assisted the Commissioner and the State Board of Education in the development of the regulations and code for teacher evaluation.

Office of Management Information

The purpose of the Office of Management Information is to facilitate improved decision-making in the Department of Education by coordinating the collection, processing, and delivery of information to achieve validity, accuracy and timeliness in reporting.

In 1977-78 the major products of the office were a series of statistical publications reporting the status of education in New Jersey. These include: "New Jersey Public School Racial/Ethnic Information 1977-78"; "Public School Enrollment Trends 1963-64 to 1976-77"; "Vital Education Statistics 1976-77"; "A Comparison of Selected Data for New Jersey Public Elementary and Secondary Schools 1976-76 and 1976-77"; and "New Jersey Public School Enrollment on September 30, 1977."

In addition, management publications were produced for use in the department and the local districts. These include: "New Jersey Education Directory 1977-78"; "State Department of Education Annual Data Collection Plan for 1977-78"; and "Standard Operating Procedures for Federal Data Collections in Local School Districts."

The office provided technical assistance to department staff and school district personnel in the design and development of more efficient information systems to reduce the paperwork burden. In cooperation with the Office of Pupil Transportation, an automated Student Transportation Information System for district bussing management and scheduling was designed for implementation in 1978-79. For the Division of Finance and Regulatory Services, a design was drafted for a Financial Information System. To reduce reporting requirements, 50 department data collection instruments were redesigned to eliminate duplications and data on file in the department.

The Office of Management Information with the support of the National Center for Education Statistics hosted a national conference of the 50 state departments of education on an educational data element dictionary. The staff also participated, on an invitational basis, in the developmental work of the National Center for Education Statistics to produce handbooks on finance and adult/community education.

Office of Organizational Analysis

In 1977-78 this office designed, implemented, and evaluated the department's Operational Planning System and facilitated the development of State Board priorities. In June, administration of the Operational Planning System, which is the department's internal management system, was turned over to the Bureau of Administrative Services and the further development of State Board priority plans was transferred to the Commissioner's Office.

Office of Planning Services

The purpose of the Office of Planning Services is to provide special research, policy analysis, and synthesis of information required for the planning process and for the development of new department educational initiatives. The office is also responsible for planning and coordination of E.S.E.A. Title IV-B and IV-C programs (in concert with the Deputy Commissioner's office) and for assisting other units in proposals and grants development.

In 1977-78, the office spearheaded the facilitator role in the priority planning process with staff serving as facilitators for six of the nine State Board priorities. Office staff headed the Publications Planning Group, which developed uniform standards for department publications and produced the "Publication Manual" for the department. The office wrote and implemented the early childhood education project and administered the department's projects in urban education, early childhood education, and global education. In cooperation with the Division of School Programs, the office administered a special project in adolescent counseling services which produced two major reference manuals for use by all public and private schools in the state. In addition, staff redesigned the "Request For Proposals" (RFP) processes for the State Compensatory Education and E.S.E.A. Title IV programs, in order to enhance the directing of federal and state funds to areas of greatest benefit.

The office's grants development activities resulted in economies for the public school system by enabling the initiation of new thrusts in education without the use of local tax dollars. Federal grants were obtained for developing educational programs and staff capacity in early childhood education and adolescent counseling services. Also, a community education grant from the C.S. Mott Foundation was secured for the department's Bureau of Adult and Community Education. A further grant proposal, in environmental education, was submitted and is now being considered.

3 Regulatory and Direct Services

Auditing

The purposes of the Auditing Bureau are to establish department-prescribed fiscal procedures in school districts and refine budgetary accounting procedures consistent with state and federal requirements. It also implements sound fiscal operations and effective management procedures pursuant to N.J.A.C. 6:8-4.7.

During 1977-78, budgetary operations and fiscal procedures were monitored in 71 local districts, two Educational Improvement Centers, nine Title I programs, 16 Child Nutrition programs, 11 state agencies, and five nonpublic

schools. As required by N.J.S.A. 18A:4-30, financial and statistical information from local district activities was compiled for the "Commissioner's Annual Report of Financial Statistics of School Districts." In addition, training and fiscal planning materials were developed to aid local districts devise a structure for program oriented budgeting and accounting.

The year's highlights included participation in the Commissioner's task forces for the Newark and Trenton school districts and the Essex County Vocational School District. As a result of a fiscal review, proposals were prepared recommending specific steps to improve fiscal controls and reporting systems. Audit bureau activities in the Hoboken School District not only reformed payroll practices in that district, but led to the passage of reform legislation. The office also participated in the design of a proposed program structure for local districts. Development of an accompanying accounting manual will be a major activity in 1978-79.

Demand for audit services exceeds capacity. Currently, only 12 percent of local districts are monitored by the office annually as against a goal of 25 percent. Demand for audits from child nutrition and vocational education programs also exceeds capacity. For example, only 16 audits of Child Nutrition programs, as against a goal of 600 were completed. Demand for technical assistance from local districts is also increasing. The goal is to respond to requests within ten days. However, a 30 day turnaround time was more typical.

To help cope with this overload, a system of regionalized services is being developed. Under the plan, there would be five regional areas. However, success of the plan depends on acquiring additional staff.

School Finance

The Bureau of School Finance is responsible for the general supervision and control of the funding structure established by the Public School Education Act of 1975 (N.J.S.A. 18A:7A-1 et seq.) and for the financial coordination and management of the Elementary and Secondary Education Act - Titles I, IVB, IVC and Migrant.

State aid entitlements are determined and payments made for the major aid categories: Equalization Aid; Special Education Aid; State Compensatory Education Aid; Bilingual Education Aid; Local Vocational Education Aid; School Building Aid; Nonpublic Textbooks; Nonpublic Auxiliary Services; Nonpublic Handicapped Services; School Law Enforcement Officers' Aid and Additional State School Building Aid.

Federal aid programs are derived from a variety of Congressional appropriations and are all categorical in nature except part of P.L. 81-874 which is used for current expense aid. The state acts as a conduit in all federal programs except P.L. 874. Handicapped and Delinquent aid is granted to state institutions and agencies for compensatory purposes. Refunds of unused balances and reimbursements to the Teachers Pension and Annuity Fund are collected by this section. Indirect cost rates for local districts are also approved.

During 1977-78 the office was able to notify school districts of state aid entitlements and of school budget cap requirements by the statutory dead-

line dates; thus enabling school districts to proceed smoothly with the school budget process. This was accomplished through forms revision and increased usage of our computer capabilities.

Difficulties were encountered due to legislative changes or lack of legislative changes in various statutes. In some instances, the requirement to seek out an Attorney General's opinion on the meaning of a statute or a particular application of a method described in a statute makes state aid amounts uncertain, which causes school districts problems in the budget process. New legislation was often delayed to the point where implementation was more difficult than it would have been had it been enacted in a timely manner.

Expansion of our computer capabilities through an on line system and continued forms revision should enable the entire school budget process and aid system to function more smoothly.

The legislature should carefully consider the school budget process and the effect legislative delay has on that process. Legislation should be enacted with enough time to implement so that school districts are not constantly in the midst of a confused and uncertain aid situation.

Facility Planning

The functions of the Bureau of Facility Planning Services are to ensure the physical and educational adequacy of new and renovated public school facilities in New Jersey and to assist local school districts in long and short-range facilities planning. To accomplish these functions, the bureau maintains a wide range of services including technical assistance in every stage of school facility planning from site selection to the evaluation of existing structures. The office also monitors complex regulations designed to maintain the health and safety of children in school facilities and conducts workshops and publishes research bulletins and other informative literature to assist local districts in the planning process.

School facilities master plans are required from each local school district by July 1, 1979, and every 5 years thereafter. These master plans must take into consideration the condition of existing school facilities, the condition and availability of other facilities in the community which might be used for school purposes, the educational program's facilities requirements, financial factors (e.g. existing debt), and district enrollment data and projections. When these plans are completed, the district and the state will be provided with a more accurate data base regarding capital needs.

The bureau reviews plans and specifications, inspects new work and issues occupancy permits to ensure compliance with pupil health and safety standards, and educational adequacy standards of the department. This includes consideration regarding access and use of schools by the physically handicapped, and energy conservation design features. Standards for school construction are continually reviewed by an advisory committee which consists of architects, engineers, builders, school officials, and fire officials from across the state.

During 1977-78 over \$100 million in school construction was reviewed and approved. This represented 657 projects, of which 520 were for repairs and rehabilitation work on existing buildings. Federal funds under the Public Works Employment Acts of 1977 and 1978 provided for approximately \$30 million of the above total for 77 projects. Seven new schools were constructed totalling \$36.4 million.

A school facilities survey, conducted under a four year contract with a New Jersey architectural-planning firm, began in August 1977. By July 1, 1978 approximately 30 percent of New Jersey public schools were inspected and evaluated for educational adequacy and physical condition. Visitations in Essex, Camden and Morris counties were completed and work was also started in Hudson and Passaic counties. Information from this survey will greatly assist local school officials in making decisions regarding continued use of existing facilities and scheduling renovations where appropriate.

Pupil Transportation

The Bureau of Pupil Transportation's function is to assist local districts in providing the highest level of safety for all transported pupils in the most competent and economical way.

Operations for the 1977-78 school year included: reducing the state aid budget by approximately \$5.7 million; revising regulations on School Bus Chassis and Body, which included all new federal school bus safety standards (N.J.A.C. 6:21-5.1 et seq. and 6:21-6.1 et seq.) implementing a new computerized Student Transportation Information System which will reduce administrative costs and provide better data; consolidating transportation operations in three Ocean County districts to reduce expenditures by approximately \$600,000; and coordinating and conducting a school bus driver training program for Morris County C.E.T.A. (all individuals who received training took Motor Vehicle written and driving tests and were hired by local school districts). Twenty thousand students and 4,000 school bus drivers were trained in safety techniques.

Of concern to the bureau are the 1978-79 transportation budget cut of \$3 million (there may be insufficient reimbursement monies because we have four districts who will be transporting public school students for the first time, including large numbers of students in Elizabeth and Jersey City), and the accuracy of district reports for input into the new student transportation system.

Child Nutrition

The purpose of the Bureau of Child Nutrition is to provide financial and technical assistance, and on-site monitoring to public and non-public schools, residential child care centers and day care centers meeting nutritional needs of eligible children. Among all programs, the bulk of the monies dispersed are to urban sponsors offering free meals to poor children.

In November 1977, Public Law 95-166 further expanded the five child nutrition programs administered in the bureau. Also, an intense effort in program outreach yielded a considerable increase both in the number of

sponsors participating in, and the number of children receiving the benefits of, these programs.

A new and much needed computer program will replace the obsolete one now in use for the school nutrition programs (the National School Lunch Program, School Breakfast Program and Special Milk Program). The computer program will reduce the time required to reimburse sponsors and will provide sponsors with a more comprehensive breakdown of costs by type, essential for the effective fiscal management of these complex programs.

The Child Care Food programs serve the children outside the school environment (e.g., day care centers, after-school programs, family day care centers, and non-residential child care institutions). Due to the complexity of the federal requirements, the major need is to develop effective communication channels between the office and day care sponsors. During 1977-78, staff have focused on assuring that all materials and documents developed are written in an extremely simplified manner. In this way all sponsoring organizations may participate (enabling more children to receive the benefits of these programs).

The objective of the Summer Food Service programs is to meet the nutritional needs of school age children when school is not in session. This objective is accomplished through a variety of settings (e.g. playgrounds, play streets, community centers, and school cafeterias). In many instances, the food is prepared by private contractors and served under less than ideal circumstances. The potential for food spoilage and improper food handling is great. In cooperation with the New Jersey Department of Health, the office was for the first time able to exercise adequate monitoring, through inspections by health officials, of the sponsoring organization and the physical plant where food was prepared.

Teacher Education and Academic Credentials

The Bureau of Teacher Education and Academic Credentials issues all educational certificates for service throughout the state through the approval of college teacher education programs and examination of individual credentials. On-site evaluations of teacher education programs are conducted to help institutions in the preparation or revision of their programs for approval. The bureau's Performance Evaluation Project also provides assistance to colleges and universities in exploring alternate methods of teacher preparation. Bureau staff also provides assistance in the interpretation and implementation of certification requirement and changes. To assure certification reciprocity with other states, the office maintains strong ties with the National Association of State Directors of Teacher Education Certification and implements all facets of the Interstate Certification project.

In 1977-78, the average certificate issuance time was reduced by 30 percent as a result of a thorough analysis of certification procedures and processes. The office issued 32,348 standard and 904 substandard certificates and evaluations to teaching staff. Thirty-eight college and university teacher education proposals were approved and eight college and university teacher education programs were evaluated through on-site visits. Professional staff spent much time giving technical assistance to the State Board of Education during its consideration of proposals regarding the evaluation of tenured teachers.

Virtually all the steps in the issuance of certificates are presently carried out manually. If further reduction of the certificate issuance time is to be achieved, additional automated data processing capacities will have to be instituted. The use of an on-line computer system is essential to reduce turn-around time and to enable an information verification system for county networks greater document security and substantial reductions in processing errors and losses as well as improving services to teachers, applicants, and local school districts.

New Jersey's participation with 31 other states in agreements regarding the qualifications of educational personnel poses the problem of reconciling the discrepancies among the teacher education programs within the participating states. Because all states do not participate in these agreements, equal reciprocity benefits cannot be accorded to all teachers. Other problems result from inter-state variations in the quality of teacher certification requirements.

Adequately addressing the above concerns is critical if job opportunities are to be preserved and school districts not deprived of the benefits of selecting a staff from a full complement of applicants. Unnecessary energies may otherwise be expended in utilizing increasingly limited resources to achieve effective results. Also, unless these concerns are addressed, the opportunity for loss and fraud involving critical documents will continue.

Equal Educational Opportunity

The Office of Equal Educational Opportunity (OEEO) is responsible for developing the capability of local school districts to comply with state and federal policy on school desegregation and equality in educational programs. This includes the directives which arose from the U.S. Supreme Court decision of *Lau versus Nichols* (1974) concerning the educational needs of non-English speaking children.

OEEO provides assistance--including training--to local school districts in the development, adoption and implementation of school desegregation plans. It also helps districts provide equal educational opportunity to non-English dominant, national origin minority pupils. In addition, it assists districts in the development of guidelines to recognize, eliminate and/or prevent discriminatory practices on the basis of race, sex and national origin.

In addition to the day-to-day technical assistance provided to desegregating school districts, OEEO's major thrust in 1977-78 was in training. Some of the year's activities included: (1) a comprehensive three-day training conference for teachers and administrators on the development of strategies to deal with racial, cultural and linguistic diversity--as well as negative attitudes and behaviors--in the public schools; (2) a one-day workshop to assist school districts and non-profit organizations in the identification of funding sources for desegregation-related activities; (3) a desegregation conference for school districts identified as having substantial increases in their minority student population, disproportionate minority enrollment in attendance areas, student unrest, or other potentials for racial, sexual or national origin segregation; and (4) the first of a two-phase training experience to prepare district trainers in key instructional skills which have proved very useful in newly-desegregated classroom environments.

OEE0 published--in cooperation with the New Jersey State Interscholastic Athletic Association--a set of athletic guidelines for the implementation of Equality in Educational Programs (N.J.A.C. 6:4-1.5). The office prepared a National Origin Guide to assist school districts in the identification of resources for providing special programs for non-English dominant, national origin minority pupils. Finally, a set of evaluation instruments was designed to assist county and district personnel in monitoring educational practices in regard to race, sex and national origin discrimination.

OEE0's major concerns are two-fold. The U.S. Office of Education has continuously warned that no federal funding may be used to support activities which are essentially the responsibility of the state. U.S.O.E. has also requested that the state contribute a larger share toward the funding of the Office of Equal Educational Opportunity.

Restraints on state funding may jeopardize the continued receipt of the federal dollars that maintain the capacity of New Jersey districts to comply with federal and state regulations regarding school desegregation. Failure to comply with these federal regulations will render all major districts ineligible to receive crucial federal funding. A denial of federal funding would probably cripple our already troubled urban districts, and open the way to a reversal of the progress made toward the desegregation of New Jersey public schools.

County Offices of Education

Each county superintendent is the Commissioner's primary link with the school districts in that county. When local districts bring to the Commissioner's attention questions on new state requirements, requests for information and/or problems, the Commissioner transmits these directly to the appropriate county offices. Despite fiscal uncertainties, county offices are bringing stability and improved pupil services to the 21 counties. This is attributable to the leadership exerted by the county superintendents (in daily interaction with district staff, education groups and the public), as well as the increased services now available from expanded county staff in the larger counties and the clarification of the T&E law and code relating to accountability at all educational levels. The 1977-78 school year was a key year for this improvement.

The July 1, 1977 submission of the district-level annual report caused anxiety on the part of the local districts. The reason was because that report included the primary material for county office monitoring of districts during 1977-78. This year was the first time that county staff were to visit every district and school to ascertain whether progress was being made in meeting the requirements of the T&E law and code.

County school program coordinators, who carried out the monitoring tasks under the supervision of the county superintendents, were, by the end of the year, receiving high marks from most local districts for their professional ability and human relations skills. Local districts found the activity very useful.

Evidence of this new acceptance was found in letters to the department, comments to staff in the County Office Review Team Report, dated August 2, 1978, that was previously forwarded to the Governor's Office and legislative

leadership. The value of this opinion, resulting from face-to-face state/local contact, should not be underestimated.

In 1978-79 the work of the county offices supplemented by data available in Trenton, will identify high need districts which will receive special assistance and supervision. Such identification is only possible because of the comprehensive work with all districts in 1977-78. Indicators of high need districts include: low scores in basic skills; low socio-economic factors; transiency of students and/or staff; labor relations stress; community stress; lack of planning staff (one administrator districts); poor management; and facility problems.

Educational Improvement Centers

The four Educational Improvement Centers (EICs), located in the northwest, northeast, central and southern regions of the state, provided unique and invaluable services to New Jersey schools during 1977-78. Services were provided to a broad spectrum of clients including teachers, administrators, board members, students and others.

Activities included 2,261 workshops, 7,305 consultations with one to eight persons and more than 4,800 requests for learning resource center materials in the area of special education. Other activities included the development of new skills for local educators in objectives, needs assessment, program improvement strategies, classroom management, curriculum development, planning and development for learning centers, and training in both teacher and parent effectiveness. EICs have also helped local districts create educational affiliations to deliver services to pupils on a more cost effective basis.

Needs addressed included basic skills materials, grant writing and instructional packages in math, language arts, reading, metrics, early childhood, art, bilingual education, safety/transportation, evaluation and measurement. Training for urban districts emphasized program oriented budgeting and accounting information systems, basic skills models, and alternative programs for academically talented students. A major urban conference was held with statewide representation, where urban specialists worked with daily practitioners on problems identified.

The assessments of this year's activities indicated that the T&E process has moved into phases where EIC services now must be focused increasingly on curriculum development and improvement. Staffing for 1978-79 will reflect this priority. One component of the curriculum thrust will continue to be assistance to districts in the basic skills.

Other topics to be addressed by EICs in 1978-79 will include programs on staff supervision and evaluation, program oriented budgeting and accounting information systems, gifted and talented programming, community education, drug/alcohol/health education, vocational education, smoking prevention and affective educational processes.

As the year ended, both the department and the EICs were preparing to meet the requirements of N.J.S.A. 18A:6-95, the new EIC law. The law establishes EICs as regional intermediate school districts and assigns certain

responsibilities to the State Board and Commissioner of Education. Major work is underway to implement the new law by carrying out the state's requirements which include the following: develop and adopt rules and regulations; supervise development of the required annual needs assessment; appoint the new boards of directors; and establish new administrative, fiscal, planning, reporting and evaluation procedures. The general thrust is to clarify state-intermediate unit relationships and responsibilities, and, in general, to "launch" the EICs into their new status in such a way as to continue and extend services with a firm fiscal basis.

Nonpublic School Services

The Office of Nonpublic School Services administers services to nonpublic school pupils, conducts the process of approvals of nonpublic secondary schools, provides technical assistance and consultative services, collects data, provides information and maintains liaison with the nonpublic sector.

At present, two major services are provided: (1) the administration of the laws which provide services to eligible nonpublic school pupils, (i.e. state compensatory education, English as a second language, supplementary instruction, home instruction, examination and classification of potentially handicapped, and corrective speech) and (2) the administration of the approval process for the nonpublic secondary schools.

The major accomplishment of this office was to put into initial operation, within a period of five months, the two newly-enacted laws which provided auxiliary services and corrective services to nonpublic school pupils. Within this restrictive time frame, rules and regulations for implementation were developed and distributed, approximately 15,000 nonpublic school pupils were identified as potentially eligible for services, and districts developed programs to provide the services. Implementation of the program involved cooperative efforts among more than 480 nonpublic schools and 450 public school districts serving the 15,000 nonpublic school pupils.

Another major accomplishment was the completion of the five-year cycle of approvals for approximately 150 nonpublic secondary schools. During 1977-78, the approval processes for 45 nonpublic secondary schools were conducted.

A major problem was, and continues to be, the method for delivering services to nonpublic school pupils in a most effective and efficient manner consonant with law and regulation. Related to this is the problem of the adequacy of funds to provide the services on an equitable basis to both public and nonpublic school pupils. Implementation of the program caused major difficulties in some districts as a result of pressures related to timing, personnel, facilities and logistics.

Experience has demonstrated that services to nonpublic school pupils could be most effectively and efficiently provided on a regional basis, such as through a county educational services commission or an educational improvement center.

Also, it may be desirable to develop a voluntary approval process for all nonpublic elementary and secondary schools comparable to, but not necessarily identical with, the T&E process in public schools.

4 Education Services for Special Populations

Adult and Community Education

The Bureau of Adult and Community Education administers the planning, budgeting, training and monitoring of the programs servicing New Jersey adults. State and federal funds administered by this unit are the primary support for local education agency programs in high school completion, citizenship classes for the foreign born, basic literacy, including English as a second language, and general adult education.

During 1977-78, the bureau's Office of Adult Basic Education provided programmatic assistance in the development and implementation of basic education programs to 98 local districts under the Adult Education Act and the State Adult Literacy Program. These programs enrolled 28,000 adults in need of instruction in the basic communication, computational and living skills necessary for them to function independently and as successful workers, consumers, parents and citizens.

Under the Evening Schools for Foreign Residents Program (N.J.S.A. 18A:49-3), the bureau provided programmatic assistance, similar to that described above, to 66 local districts which enrolled 8,350 adults. These persons were in need of instruction in English as a second language and in the government and law of the United States and New Jersey in preparation for the naturalization examination.

The administration of \$270,000 in discretionary funds, under Section 309 of the Adult Education Act, was another major programmatic activity. Seven developmental needs projects were funded in the area of staff development, curriculum and model delivery systems for adult education services. Special activities included the development of a seven-county project providing instructional programs, occupational training, counseling and job development services to 450 Indochina refugees. Also, a pilot project in competency-based adult education was initiated and a study was conducted on the need for, and feasibility of, implementing bilingual adult basic education programs for Hispanic adults.

The bureau's Office of High School Completion is responsible for English and Spanish instructional preparation for the General Equivalency Diploma (GED) test in 130 instructional programs throughout the state. These programs enroll 19,000 students annually to prepare them for the GED test in English and Spanish at 38 GED testing centers, where approximately 29,000 candidates are served a year. The bureau is also responsible for the supervision of 39 Adult High School programs, including three with statewide responsibilities through a grant from the Governor's discretionary fund under C.E.T.A. Title III-C. Internal operations include: the scoring and reporting of 29,000 GED test cases annually; responding to 60,000 inquiries from students, candidates and graduates each year; and developing and promulgating curricula, assessment devices and teacher, broker and counselor training activities.

Over the past year, participation in Adult High Schools and GED testing has continued to increase. Our inability to provide adequate financial support for GED instructional programs has caused a decline in enrollment and

in the passing rate on the GED test, and substantial increases in student waiting lists for instructional programs.

A new adult high school program provides service through a statewide network of 49 full-time brokers, 114 secondary brokers and 395 agencies. In the first five months of this project, over 1,000 adults, including 558 C.E.T.A. clients, were served; 3,650 high school credits were awarded for demonstrated competency at or exceeding the level of performance demanded of secondary students; and 61 credit assessment instruments were developed and approved.

The bureau's Office of General Adult/Community Education focused on cooperative efforts with other state agencies to improve the delivery of local programs. These activities included: conducting workshops to train school district food service workers and to implement retraining programs with the Bureau of Child Nutrition; developing, with the Division of Motor Vehicles, educational programs for probationary licensed drivers and for pedestrians; cosponsoring three county-based planning projects with the Division of Vocational Education; and coordinating activities to promote adult and community education, as established by the Governor, with multiple agencies on a state, county and local basis.

The bureau's Office of Community Education facilitated the New Jersey Task Force on Community Education during the past year. The task force was officially convened on November 4, 1977, and completed its final report to the Commissioner and Governor in September, 1978. The recommendations contained in the report focus on: (1) the development of 10 comprehensive models of Community Education; (2) the construction of community schools, using portions of the Additional School Building Aid Act of 1978; (3) the development of a long-range New Jersey plan for community education; (4) the enactment of state legislation for community education; the review and modification of state rules and regulations that represent barriers to community education; and (5) the appointment of a committee to follow through with task force recommendations.

At the local level, over 40 communities are receiving assistance in the planning and implementation of community education as part of the T&E process.

The department's application to U.S.O.E. was selected first nationally to receive continued (third year) funding under the Community Schools Act of 1974. Additionally, the department received a \$15,134 grant from the C.S. Mott Foundation to plan for the development of 10 urban community school models. This grant also focuses on citizen participation in the planning of community education.

Bilingual Education

The purpose of the Bureau of Bilingual Education is to assist local school districts in identifying students of limited English speaking ability, and to assist in the development and implementation of viable bilingual/bicultural and English as a second language (ESL) programs.

More than 28,500 students in 250 districts have been identified as limited English speakers throughout the state. At present, 25,478 students are currently enrolled in 92 bilingual/bicultural and English as a second

language programs served by over 1,000 bilingual and ESL teachers. These programs have been funded with local, state and federal funds.

In 1977-78, the bureau monitored 41 district bilingual and ESL programs for compliance with federal and state legislation. Also, the staff provided technical assistance through workshops, inservice training and dissemination of information. Twenty-three district level mini-grants or pilot programs were funded in: parental involvement, curriculum development, career education, materials development, multicultural education and bilingual minimum standards.

To assist bilingual and ESL teachers who had failed to meet the required levels on the language proficiency interview required for certification, the Bureau, with E.S.E.A. Title VII funds, established 14 English and/or Spanish language proficiency clusters. The staff also conducted 68 language proficiency interviews for the certification process.

Several problems have surfaced since the implementation of the New Jersey Bilingual Education Act (N.J.S.A. 18A:35-15 et seq.). One area of concern is that there are currently few standard or reliable testing instruments utilized to identify students of limited English speaking ability in the state. A valid and reliable instrument would assist in setting statewide English proficiency levels that would aid districts in the implementation and evaluation of bilingual education programs. In order to insure statewide consistency, construction of a statewide English Language Proficiency Test is now in process.

There is a lack of positive proof that bilingual education programs do make a difference in New Jersey. Data substantiating student progress can help determine whether the programs have been successful and what program changes are needed. School districts have submitted evaluation data to the department based upon their 1977-78 programs.

The establishment of minimum standards for students in bilingual programs will fulfill the requirements of basic skills for all students as mandated in the T&E legislation. A Bilingual Minimum Standards Committee was formed to study the issue and submit recommendations. Their report is currently under review by the State Board and department officials.

Districts who have small numbers of limited English speaking ability students, but are nevertheless mandated to operate bilingual programs, have had difficulty in complying with all program regulations. Bilingual program alternatives were recommended to provide these districts with a realistic interpretation of the law. Planning has begun to review and amend the administrative code (N.J.A.C. 6:31-1.1 et seq.) that implements the New Jersey Bilingual Education Act.

Curriculum Services

The functions of the bureau are to organize and initiate new educational programs and to plan for the dissemination of state and federal educational resources to help local districts implement required programs.

Major services provided to local districts by the bureau are curriculum and materials for planning instruction in reading, writing and mathematics. Information was given in areas of basic skills, adolescent education, early childhood education, and urban education.

Accomplishments of the bureau during 1977-78 include: (1) the creation of a dissemination network connecting the department, the Educational Improvement Centers and local districts; (2) the conducting of the innovative grants program in which \$300,000 was issued in grants to teachers throughout the state; (3) initiation of a state development and support system for the education of the gifted (a statewide conference, plus a program called "Olympics of the Mind," was carried out through the auspices of the program); (4) administration of the state leadership program for Right to Read and the Lighthouse project, a demonstration reading improvement program involving four school districts; and (5) the development of plans for State Board priorities on professional excellence and technical assistance.

Other activities included: (1) the development of an anti-smoking education proposal which was submitted to the Governor's office; (2) the initiation of a basic skills "master plan," with preliminary steps taken toward establishing a broad base of support within the department; (3) the development and submission to the U.S. Office of Education of federal grant proposals for the National Diffusion Network, the reading improvement project, Right to Read, and to the National Institute of Education, for the dissemination Capacity Building project; and (4) the development of curriculum and materials relating to the subject of genocide and the holocaust (which will be field tested in 1978-79).

In 1978-79, visible improvement can be expected in teacher competence, pupil progress and in state agency operations, particularly as they relate to the subject of reading competence and skills in elementary mathematics. The teaching of writing will also receive much greater attention during this time.

Special Education and Pupil Personnel Services

The purposes of the Bureau of Special Education and Pupil Personnel Services are to maintain a system of monitoring, evaluation and approval of special education programs and services; to provide professional development and planning activities; and to authorize and fund special state and federal projects. Services to local school districts include providing technical and consultant assistance to administrators, regular and special education teachers and pupil services personnel, and making special state and federal projects available to local school districts. In addition, services to handicapped children and their parents include monitoring individualized education programs (IEPs) for school-age students and providing early identification, screening assessment and instructional programs for pre-kindergarten handicapped children.

The bureau provides technical assistance to local districts, through colleges and universities, in the development of manpower and skill needs for professionals working with the handicapped. Other services include a "due process" system, to assure that the rights of the handicapped and their parents are being upheld, and a system to approve and monitor private schools and clinics for the handicapped.

A major accomplishment for 1977-78 was the revision of rules and regulations (N.J.A.C. 6:28-1.1 et seq.) to meet full compliance with revised federal regulations and the establishment of a statewide plan for the implementation of pre-kindergarten handicapped programs. Also developed were procedures for due process, which expedite mediation, administrative review and hearings for parents who are in disagreement with their school district.

The major concerns, problems and difficulties encountered in 1977-78 have been centered in the following areas: (1) the responsibility for residential cost by local school district and/or the state; (2) the system of approval and monitoring of private schools for the handicapped; and (3) the continued frustration in the establishment of regional day schools.

Our concerns in the area of residential cost can be met. The department has developed policy in determining when the cost of residential placement will be solely the responsibility of a local school district. The major concerns regarding private schools are the lack of adequate staff in both fiscal and program areas to monitor these schools, and the lack of adequate authority to require changes in the private schools' operation. In the area of regional day schools, finalization is needed on site selection.

The implications of our accomplishments are broad, in that they will provide for better programs and services for handicapped children. They will allow for a more rational and reasonable due process system for parents and local school districts. In the area of major concerns, the implications are far-reaching, both fiscally and programmatically. Adequate services are not available for low incident and severely handicapped children. Therefore, regional day schools, or other alternatives, are desperately needed. The residential cost question could imply far-reaching fiscal effects, including the possibility of rising costs in residential schools. Private school concerns, regarding the efficiency of these programs and fiscal accountability, have implications for both parents and the state in terms of cost effectiveness, use of taxpayer dollars and the types and kinds of services that are provided for handicapped children.

State Compensatory Education

The state compensatory education program provides additional resources to schools for the funding of preventive and remedial basic skills programs. The Bureau of State Compensatory Education is responsible for developing criteria for local school district compensatory education programs. Under the direction of the bureau, county office staff monitor the use of categorical aid.

In 1977-78, the application for compensatory funds was incorporated in the annual reporting system for T&E. A review of the application process, and procedures for planning and reporting the basic skills data, resulted in the realignment of the time frames. For the first time in 1978-79, districts will be required to submit the basic skills improvement plan (which includes the preventive and remedial activities and services) in December, 1978, as a part of the annual budget preparation for 1979-80 school year.

The revised basic skills plan will identify objectives, the instructional activities and related supportive services in both the developmental and the

preventive/remedial aspects of the program. In addition, the plan will provide for a more accurate and timely data base in monitoring program effectiveness.

A consolidated evaluation data collection system was introduced for remedial programs funded by local, state and federal resources.

During the next school year, additional district and school basic skills plans will indicate modification of existing curriculum to integrate remedial activities for the maintenance and development of basic skills. The goal is to use the compensatory education resources to enhance, rather than intrude, upon the T&E processes of the district and its schools. "Supplemental-type activities" were redefined to include "better than," in addition to the original "over and above the regular school program" concept, i.e., improvement of classroom environment, rather than "pull-out" type programs. Change did not result immediately, but progress was noted and is expected to increase as the concept is more widely adopted throughout the state. Improved educational programs, management designs and staff development funded with categorical aid, should result from the application for \$2.1 million in research and development grants.

State Compensatory Education Research and Development (R&D) competitive grants have been awarded to eligible school districts for two major types of projects--adoption/adaption of validated projects, and research and development.

A total of 47 new grants were awarded from among 101 applicant districts. Nine out of 10 competitive renewals (funded originally in 1976-77) were approved for continuation of the developmental activities. Nineteen districts were awarded \$321,663 in R&D funds for adoption/adaption grants in 41 schools. These grants provided for the introduction of validated programs to meet the following needs:

ADOPTION/ADAPTION GRANTS

<u>Projects</u>	<u>Districts</u>	<u>Schools</u>	<u>Students</u>	<u>Staff Development</u>
Mathematics	8	12	1,462	105
Reading	4	20	3,604	140
Both Basic Skills	3	3	334	39
Early Childhood	2	4	220	54
Attitudes-Career	2	2	743	40
Totals	19	41	6,363	378

From the remaining funds, research and development grants were awarded to 67 school districts for 72 projects.

The following summary indicates the total projects funded, students and staff for each content area addressed during the 1977-78 school year:

RESEARCH AND DEVELOPMENT GRANTS

<u>Content Areas</u>	<u>Projects</u>	<u>Dollars</u>	<u>Students</u>	<u>Staff</u>
Communication (Reading & Writing)	9	\$ 387,127	5,108	369
Instruction (Reading & Math)	25	539,135	14,247	355
In-Service (Assessment & Evaluation)	6	337,378	60,762	359
Management (Basic Skills Areas)	16	400,636	48,266	267
Mathematics	18	181,658	2,472	118
Basic Skills - Community Career - World of Work	8	207,899	5,248	219
Early Childhood Screening	<u>9</u>	<u>73,810</u>	<u>985</u>	<u>157</u>
Totals	91	\$2,127,643	137,088	1,844

Elementary and Secondary Education Act, Title I

The functions of the Bureau of Elementary and Secondary Education Act, Title I, and Migrant Education are to administer more than 500 Title I and Migrant Education projects in New Jersey: e.g., to approve applications, to prepare authorizations for disbursement of funds (by Finance and Regulatory Services), to monitor projects for compliance with federal rules and regulations, to develop new programs, and to evaluate programs.

Educational Programs for Economically and Educationally Disadvantaged Children

Title I of the Elementary and Secondary Act (E.S.E.A.) was enacted by Congress to provide supplementary education programs for educationally disadvantaged children residing in highly concentrated, low-income areas. It also provides funds for children in local institutions for the neglected or delinquent and in state institutions for the handicapped.

The major Title I program areas in New Jersey are language experience, computational skills, non-standard English and pre-kindergarten. Educationally deprived children residing in concentrated low-income areas are eligible for services, whether they attend public schools or non-public schools. In 1977-78, of 550 eligible agencies, 485 applications were approved without conditions; the necessity to conditionally approve applications--requiring extra technical assistance and staff time--was eliminated due to strict adherence to the approval process timelines. More than 100,000 students received Title I services; the majority of the students received remedial work in reading. About 70 percent of the students participated in

language experience projects. Generally, Title I services were concentrated in grades K-5.

A concern of the bureau is that, although federal and state regulations were modified to permit more schools within each district to be eligible for Title I funds, federal monies were not increased in proportion to the new eligible schools. Districts are now subjected to greater internal pressures in allocating monies to schools.

Pilot studies, using components from the new Title I evaluation models, indicated that better comparative data on the success of Title I projects may be forthcoming. With better evaluation methods, remedial programs for educationally-deprived children can be based on better and more timely data.

Migrant Education

The E.S.E.A. Title I-Migrant Education program was enacted to provide supplementary educational programs for the children of migratory, formerly agricultural migratory and fishing workers. New Jersey was given \$2,246,507 (by H.E.W.) to operate educational programs for migratory children in 1977-78. Thirty-five local school districts operated migrant education projects during the past fiscal year.

The New Jersey Title I Office provided both educational and supportive services to children of migratory and former agricultural and fishery workers in compliance with federal laws and regulations. Educational services provided were primarily in the basic skills areas of language experience and computation. Equal attention was given to children of migratory workers in supportive services such as the health, psychological and social areas.

Generally, projects conducted during the period of September 1 through June 30 were designed to provide services supplemental to those offered by a regular school program. Since most local school districts did not run extensive summer school programs, summer migrant projects were generally "total" programs. All educational and supportive services were provided through the migrant project, including expenses for physical plant, food and health.

Continuity of educational and supportive services was expedited through the use of the Migrant Student Record Transfer System (MSRTS). This communication system enabled the state to receive and transmit educational and supportive data on more than 4,000 intrastate and interstate migrant students. Data collected through the system related to the instructional, health, social, psychomotor and affective needs of the children.

During the past year enrollment activities of migrant students increased significantly in the rural and urban communities. Pre-kindergarten/kindergarten and secondary school migrant programs increased. Intrastate, interagency and interstate cooperation showed a sharp increase. State and local education officials became more active in migrant education development activities. Increased efforts were made to involve migrant parents in migrant parent advisory councils.

Elementary and Secondary Education Act, Title IV

The Deputy Commissioner's office administers Title IV, parts B and C, of the federal Elementary and Secondary Education Act (E.S.E.A.) at the state level. The office assures that there exists an adequate program of technical assistance and dissemination to local school districts interested in developing proposals for Title IV funding in compliance with federal law and the state education agency's annual program plan.

Title IV-B

Under Public Law 93-380, Title IV-B provides funds for library resources, instructional material, equipment, guidance, counseling and testing.

All public and non-public schools are eligible to apply for funds distributed through a formula allocation based on student enrollment, high-cost children and tax base.

The funds are to be used to acquire items such as: school library resources, textbooks and other printed instructional material, instructional equipment and minor remodeling and guidance, counseling and testing materials and scoring services. A public or non-public school or district may choose to spend Title IV-B funds in any one or a combination of these three categories.

Title IV-C

Title IV-C provides funds for developing, implementing, evaluating and disseminating validated educational innovations in a local district setting. It is designed to encourage school districts to become engaged in development activities which are consistent with educational research, and to solve major educational problems. Approaches which prove successful often become model solutions available to other districts through state and national dissemination efforts.

Teachers, administrators, community members or non-public school representatives may apply under the auspices of a local public school district. By law, only school districts are eligible to receive Title IV-C grants, but they must invite non-public schools within their boundaries to participate in the application process.

Selection for funding is a competitive process designed to choose those proposals with potential for developing creative and innovative school practices. These practices should demonstrate significant student gain and achievement in priority areas as designated by the Department of Education.

During 1977-78, E.S.E.A. Title IV-C sponsored 76 projects in local education agencies. A total of 1,427,383 public and 288,317 non-public students participated in these programs. During the year the Title IV program established priorities for the local district competition which were designed both to complement existing state-funded efforts and to provide incentives for new development efforts. The entire dissemination effort was redesigned with major emphasis on training activities for staff members of local education agencies. Over \$4 million in federal funds were expended in support of the programs during 1977-78.

The operation of the program was audited recently by a team from the United States Office of Education. Recommendations made by the team were for: an improved administrative structure, definitive fiscal control and an increased and higher quality program of state staff support for local school districts. One problem noted was that some school districts are still reluctant to offer equitable participation to the nonpublic school students.

Vocational Education

The Division of Vocational Education assisted local, state, federal and private agencies in initiating, improving, maintaining and extending programs of vocational and career preparation for New Jersey students.

During 1977-78, the division emphasized leadership development, inter-agency coordination, technical assistance, statewide planning, appropriate funding, and necessary evaluation and accountability to federal and state law.

The division was structured into eight units administered by two deputy assistant commissioners reporting to the Assistant Commissioner of Education: Career Research Development; County Career Education Coordinators; Occupational and Career Research Development; Occupational Programs; Regulatory Services; Resource Management Services; Special Programs; and Urban Vocational Education.

In the spring of 1978, the division established a ninth unit, the Planning and Equal Access unit, to serve the following functions: (1) to prepare the "State Plan for Vocational Education" and the "State Plan for Career Education;" (2) to serve as liaison between the division and the New Jersey Advisory Council for Vocational Education; and (3) to provide technical assistance in assuring equal access to all vocational education programs.

The Center for Occupational Education Experimentation and Demonstration, the Newark Manpower Training Skills Center, and the New Jersey Job Corps Center were administered by the division during 1977-78, but in the reorganization for 1978-79 these units were transferred to the Division of Field Services (and are reported upon elsewhere in this report).

Also, for 1978-79 the division was named the Division of Vocational Education and Career Preparation to reflect the emphasis on elementary grade-level career awareness programs.

Enrollment Changes in Vocational Education

With the assistance of this division, a total of 478,980 students were served by secondary, postsecondary and adult vocational education programs in New Jersey's public schools during 1977-78:

VOCATIONAL EDUCATION ENROLLMENTS: 1977-78

<u>Occupational Areas</u>	<u>Secondary</u>	<u>Postsecondary</u>	<u>Adult</u>
Agricultural/Agribusiness/ Environmental	3,086	0	797
Distributive Education	11,240	4,314	5,705
Health Occupations Education	3,765	6,695	7,160
Homemaking and Consumer Education	115,606	0	31,968
Occupational Home Economics	3,384	0	2,234
Office/Business Education	104,296	7,971	33,540
Technical Education	3,529	13,393	3,947
Trade and Industrial Education	<u>50,563</u>	<u>759</u>	<u>65,028</u>
Totals	295,469	33,132	150,379

Increases were observed in the enrollments at all three levels. Of the 295,469 secondary students served in New Jersey, 179,863 were enrolled in programs leading to job entry. That number of job entry enrollees represented 40 percent of all students in grades 9-12, an increase of 9,400 students or 2.5 percent more than the previous year:

THE FIVE YEAR GROWTH RECORD OF SECONDARY
VOCATIONAL EDUCATION IN NEW JERSEY

<u>Year</u>	<u>Grades 9-12 Total Enrollment</u>	<u>Enrollment in Occupational Programs 9-12</u>	<u>Percentage of Occupational Enrollment in Overall 9-12 Enrollment</u>
1972-73	441,993	134,218	30%
1973-74	444,450	138,723	31%
1974-75	447,481	151,827	34%
1975-76	454,295	157,593	35%
1976-77	451,747	170,463	38%
1977-78	447,841	179,863	40%

Four secondary vocational education areas had sizable increases in enrollment during 1977-78 as compared with the previous year: (1) agricultural/agribusiness/environmental education, up to 3,086 students (an 11

percent increase); (2) health occupations education, 3,765 students (a 29 percent increase); (3) technical education, 3,529 students (a 33 percent increase); and (4) trade and industrial education, 50,563 students (a 20 percent increase).

Highlights and Accomplishments of the Division

Significant progress was made in addressing the needs of specific populations; an increased effort was made in state/federal planning; major developments occurred related to cooperative education; progress was made in program coordination among postsecondary institutions; it was an innovative year for research development activities; and, important developments occurred concerning safety in vocational education programs.

Specific Populations Served

The division directed its efforts toward assisting the local education agencies in the expansion of program offerings to insure the availability of such programs to individuals requiring special attention:

- . vocational education programs were provided for about 39,000 educationally disadvantaged students;
- . more than 2,400 handicapped students participated in Introduction to Vocations programs;
- . over 9,170 handicapped students were served in 284 Employment Orientation programs;
- . modified vocational education programs served 1,200 handicapped students (200 more than in 1977-78);
- . cooperative vocational education programs served over 750 handicapped students;
- . the three county special services school districts (Burlington, Bergen and Cape May Counties) and the Katzenbach School for the Deaf were assisted in providing vocational programs for the more severely handicapped students;
- . more than fifty in-service training programs were conducted to reduce barriers to equality of access in vocational education and employment;
- . a Coordinator for the Vocational Education of Limited English Speaking Students sponsored three workshops, assisted in the funding of nearly 300 programs for such students, made productive contacts with limited English speaking groups throughout the state, and sponsored pilot projects in Mercer, Hudson and Middlesex Counties for a "Community Specialist in Interpreting Vocational Education Opportunities to Limited English Speaking Students;"

- . courses were approved for 3,118 veterans enrolled in 820 vocational education programs and 1,200 veterans were enrolled in approved on-the-job training and apprenticeship programs;
- . referrals were made to local agencies for the training of 3,600 individuals under the Governor's Special C.E.T.A. (Comprehensive Employment and Training Act) grant funds (\$4,444,000);
- . part of C.E.T.A. Title I funds (\$1,175,000) were managed under contracts with eight of New Jersey's twenty-two C.E.T.A. prime sponsors to train 866 individuals;
- . referrals of 974 individuals were made to local training opportunities under C.E.T.A. related funding (\$562,900);
- . in 125 approved private vocational schools, 28,342 students were enrolled; a 78 percent placement record was reported;
- . in 18 approved New Jersey correspondence schools, 55,432 students were enrolled; and
- . over 300,000 youth and adults were provided learning experiences in family life and child development courses in a variety of home economics and special focus courses.

Career Education Planning

On July 6, 1977, New Jersey's first "Comprehensive Plan for Career Education" (grades K-12) was adopted by the State Board of Education. It consisted of a series of basic commitments and related strategies and activities.

The plan was prepared by a project director with the input of an advisory committee and ad hoc task force members representing about 40 organizations and the armed forces. New Jersey was the first state to submit its 1977-78 plan to the U.S. Office of Career Education.

Cooperative Vocational Education

The number of the cooperative vocational education programs increased by 5 percent and enrollments increased by 3 percent. Students earned in excess of \$30 million and were employed in most of the 291 U.S.O.E. occupational area codes.

Other developments included: (1) a grant for \$107,016 was awarded by the U.S. Department of Labor to increase the number of cooperative industrial education graduates enrolling in appropriate apprenticeships; (2) a grant for \$272,100 was secured from the U.S. Department of Labor to provide some 200 high school students in more than 33 schools with cooperative education opportunities at work stations provided by the New Jersey National Guard; and (3) the division hosted two conferences which led to the establishment of a National Association for Cooperative Education Teacher-Coordinators and the location of the national headquarters of the National Cooperative Work Experience Education Association here in New Jersey.

Interagency Contracts for Postsecondary Vocational Education

To increase cooperation between the area vocational-technical schools and the county colleges, the division encouraged both types of institutions to sign formal joint agreements for all post-secondary vocational-technical programs. These agreements dealt with financial arrangements, the awarding of credits, faculty status, program supervision and scheduling.

Joint programming widens educational opportunities for both part-time and full-time students, and minimizes costs through sharing the use of facilities and equipment.

Twelve such customized agreements were in effect during 1977-78. Nine others were in the negotiation stage.

Occupational and Career Research Development Activities

Among the many research and support activities undertaken by the division, the most notable included: (1) the operation of the "request for proposal" system for funding supportive activities, involving 300 applications rated by reader-evaluator teams; (2) the development and field testing of an evaluation instrument for vocational education; (3) a cooperative series of vocational education personnel development meetings with representatives from New York, Puerto Rico, and the Virgin Islands; (4) a conference on new and emerging career opportunities related to off-shore oil discovery, held June 8; (5) the completion of 74 curriculum development projects; (6) the conducting of 32 workshops, serving 1,500 teachers; (7) visits by 47,000 persons to the historic occupations exhibit and the energy exhibit; (8) the duplication of 33,338 microfiche and 508 audio cassettes for use by New Jersey teachers; (9) the circulation of 4,061 instructional resources; and (10) the conducting of 110 ERIC (educational resources) computer searches for vocational education teachers, researchers and graduate students.

Safety in Vocational Education

Minimum safety requirements for machines, equipment, tools and protective devices, used in vocational education programs, were developed by the division and adopted by the New Jersey State Board of Education. The adopted standards provided a threefold approach to insuring the safety of students and staff: (1) standards for safety related to specific equipment; (2) the local development of safety education programs; and (3) an accident reporting system.

The accident reporting system recorded 669 accidents including 324 cuts and lacerations to the fingers and hands through contact with various types of material cutting devices, and 93 eye injuries. The largest percentage of injured were male students in grades 10-12, and the vocational education program areas apparently showing the highest number of accidental injuries were Industrial Arts Education, Vocational Industrial Education, and Cooperative Education.

To improve safety in vocational education programs, the division initiated inservice programs and other information dissemination projects.

Continuing Priorities of Vocational Education

What will the division's goals and emphases be in 1978-79?

The future priorities of the division in its funding and technical assistance functions are described in: (1) "Annual Program Plan for Vocational Education, F.Y. 1979"; (2) "Guidelines for Completing Applications for Federal Vocational Education Funds (P.L. 94-482) for Fiscal Year 1979, School Year 1978-79"; and (3) "How to Submit a Proposal for P.L. 94-482 Program Improvement and Support Services, and Special Categories, Fiscal Year 1979."

Copies are available from the State Library, Department of Education county offices, public libraries participating in the New Jersey Documents Depository System, and the New Jersey Occupational Resource Center in Edison.

Center for Occupational Education Experimentation and Demonstration

The Center for Occupational Education Experimentation and Demonstration (COED), in Newark, develops and demonstrates model curriculum and career development services designed to improve the employability of urban youth. During 1977-78 the center emphasized the development of individualized, performance-based education.

Materials prepared by the center describing newly-developed approaches were widely disseminated to local districts and educational agencies. COED also provided a resource for educational institutions and agencies seeking help in improving their own programs. The demand by area schools to enroll students in COED far exceeded available space; the program served 700 students from 24 schools.

Among the innovative methods developed and implemented at COED during 1977-78 were: a Delivery System Model for providing vocational education; a Student Career Interest Profile (SCIP) for assisting urban students in making vocational choices; and performance-based modules for use in the occupational learning process. A learning laboratory was established to provide remedial help in vocational-related reading and math, as well as to encourage the development of positive work-related attitudes. These steps are part of the continuing development of a Comprehensive Educational Process which will more effectively address the needs of urban students by linking vocational, affective and basic academic services and programs.

A chief concern is the need to further strengthen COED's resources so as to more effectively assist those agencies involved in addressing the educational and vocational needs of urban students. Agencies must have available to them information regarding effective practices that can be replicated at their own sites. As public schools and training facilities increasingly recognize the priority of these needs, the resources of COED will be in even greater demand.

Newark Manpower Training Skills Center

The Newark Manpower Training Skills Center develops and implements model programs for providing vocational training and employment opportunities to economically disadvantaged, unemployed and underemployed persons. The training and support services provided are designed to assure that students

develop a greater sense of self-sufficiency and are afforded maximum employment opportunities upon completion of their program. Students receive training in business and industrial processes, academic review and counseling regarding good work habits. In addition to the programs offered at its facility in Newark, the center also provides vocational training programs at Trenton and Rahway State Prisons.

During 1977-78, the center participated with the Department of Community Affairs in the implementation of a statewide weatherization project. As part of the project, center personnel provide training for C.E.T.A. trainees who were organized by Community Action Program agencies in the proper procedures and materials used in home weatherization.

During the year, 511 persons were prepared for employment at the center's facility in Newark, and 175 men participated in training programs at the correctional institutions. In a program offered under the auspices of Adult Basic Education funding, 120 students received instruction in English as a second language.

Garden State School District

The Garden State School District was created to provide educational programs within New Jersey's residential institutions. During its first phase of operation, the district has served inmates in two training schools, four correctional facilities and three prisons, as well as the satellite units affiliated with each site. The programs offered have been developed with the major goal of returning the offender to the community with sufficient skills to enable him/her to function positively in social terms. Efforts have been made to improve institutional education programs in such areas as: (1) the development of testing, evaluation and prescriptive capabilities; (2) the establishment of Adult Basic Education programs utilizing learning centers; (3) the development of apprenticeship level vocational education programs in all institutions; (4) the establishment of support services in counseling, evaluation and job preparation; (5) the establishment of a Higher Education Master Plan; and (6) the development of a parolee job placement system.

During 1977-78, 497 inmates in seven correctional institutions were enrolled in the district's post-secondary program. Thirty-two students earned their degrees--29 at the associates' level and three earning bachelors' degrees. Of the approximately 800 adults enrolled in General Equivalency Diploma programs, 362 received their certificates. A certificate of completion for a six-month vocational training program was awarded to 607 inmates in nine institutions in such areas as welding, auto body, air conditioning and refrigeration, graphic arts, auto mechanics, carpentry, masonry, plumbing and other areas.

In the youth programs offered by the district, steps toward full compliance with the requirements of P.L. 94-142 were taken. This included the development of a compliance plan, staff in-service and the funding of a child study team. Improvements were made in the instructional programs and resources available to the juvenile facilities, the implementation of peer and volunteer tutoring programs and the creation of additional instructional media resources.

Katzenbach and Millburn Schools for the Deaf

The Marie H. Katzenbach School for the Deaf provides a habitative and educational program for auditorially handicapped students and serves as a resource for both the adult deaf community and those involved in the education of the deaf. With facilities in West Trenton and Millburn, educational services are provided in the areas of pre-school, nursery, elementary, junior high school, senior high school and vocational-technical education. Residential services which simulate a home atmosphere and provide a milieu of good physical and mental health are emphasized. Support services which encourage student adjustment and growth are provided.

During 1977-78, 523 students were enrolled at Katzenbach and 100 at Millburn School. As part of its role as a statewide resource in the education of the deaf, the professional staff also provided diagnostic and placement services to auditorially handicapped students not enrolled at Katzenbach. Over 500 professionals and para-professionals involved in providing services for the deaf participated in tours, visits and consultations at the two locations. Katzenbach also served as a resource to the directors of regional programs funded by the Bureau of Education for the Handicapped. Several educators of the deaf have utilized curriculum materials developed by the schools' instructional staff. Katzenbach also serves as a practicum and student teaching facility for nearly 50 senior and graduate students from Trenton State College, Western Maryland College, Gallaudet College (District of Columbia) and Temple University (Pennsylvania).

A new vocational education building was completed and occupied. It expands and improves the vocational-technical program available to deaf students.

Among the concerns faced by the Katzenbach School is the continued need for specialized programs for the increasing numbers of students who have handicapping conditions in addition to that of deafness. Such students necessitate the upgrading of diagnostic and supportive services in order to maintain a proper educational setting.

Also of concern is the need for statewide planning regarding educational and supportive services for the deaf. Such planning is necessary in order to avoid inefficient duplication of services in some geographical areas and a complete lack of services in other areas. Statewide planning is also essential to assure that each student with an auditory handicap is placed in a program providing services that are sufficiently comprehensive in relation to the extent and nature of their handicapping condition.

Another concern is the establishment of a funding base for Katzenbach which enables sound and efficient fiscal management. The impact of the tuition program needs to be examined for the possibility that it is a disincentive to districts with students who might otherwise benefit from the Katzenbach program.

New Jersey Job Corps Center

The purpose of the New Jersey Job Corps Center, in Edison, is to provide occupational training and basic educational programs in a residential setting to young persons who, through an unusually intensive program, can be assisted

in becoming more responsive, employable and productive citizens. During 1977-78, the center enrolled 375 students from New Jersey, New York and the Virgin Islands.

At the center, students receive an intensive program of education, vocational training and work experience. Avocational and recreational activities, physical development programs and counseling services are provided as an integral part of the student program. Activities are designed to assist enrollees in choosing realistic career goals, coping with problems they may encounter in their home community or in adjusting to a new community, and planning and managing daily affairs. In order to expand the diversity of educational or vocational training opportunities available to enrollees, arrangements are made through other public or private agencies for services beyond those offered by the center. Job placement services are also provided to graduates.

Among the concerns addressed by the New Jersey Job Corps Center is the need to develop greater perception of its training and educational programs as both an extension of, and resource to, the public high school. Increased awareness on the part of high school students and staff will increase the likelihood that students who might benefit from the center's intensive approach would take advantage of the services offered. Effective recruitment strategies are critical in order to assure that the student population at the center is representative of the larger group of young adults throughout the state for whom the program's approach might be beneficial.

5 Cultural and Library Services

State Library

Services to State Government

The services and collections of any large library, seen in the perspective of a whole year, rather dramatically reflect the pressures and complexities of society. The State Library is no exception. The information explosion witnessed in the 1960s has continued without letup and creates not only problems of physical mass, but also of identification and interpretation. During 1977-78, the State Library has placed emphasis on availing itself of the developing technology of computer-assisted library activities. By the end of the year, all of its cataloging was being performed on-line through a national computer system which uses Library of Congress machine readable bibliographic information. As a spin-off of this service, the library can immediately identify recently acquired materials in approximately 1,000 other libraries across the nation.

The significance of this vast national catalog in serving the needs of state government--and, indeed, the needs of all residents--cannot be overestimated, for the State Library now has a powerful tool for identifying, locating and obtaining, through interlibrary loan, hundreds of thousands of items it cannot afford to buy for its own collections. The 12,500 titles acquired by the State Library in 1977-78 represent only about one-fourth of the number of book titles published in the United States that fiscal year.

Likewise, the expansion of the computerized information data bases, which the Reference Section now accesses on-line, vastly expands its ability to search indexes, obtain abstracts and produce bibliographies. This is particularly important in locating articles in journals and periodicals which now number in the tens of thousands of titles--far beyond any library's ability to purchase and to house.

As the primary depository and service point for New Jersey documents, the State Library has witnessed the expansion and proliferation of state agencies and their publications as government adapts itself to societal and technological change. Increasing production of recorded information in all forms has necessitated a program of acquiring materials in microform and of converting bulky indexes and files to microfilm and microfiche. By all accepted standards, the library is now filled to capacity. Pending physical expansion of its facilities, it must make sensitive decisions as to what it must sacrifice through discard; what can be replaced in microform and what can be obtained from other libraries without undue delay, rather than purchase or otherwise acquisition additional material.

As it has coped with these long-range problems, the library has given day-to-day service to walk-in patrons and, in much greater number, to those who phone or write in their requests. The upsurge of interest in genealogy, inspired by the Bicentennial and "Roots," is reflected in greatly increased use of original wills and deeds in the Archives and History Bureau, in the use of microfilm copies of various county records and in general reference assistance to a new amateur, and uninformed, clientele.

Efforts to upgrade the records management activity of that bureau, and to obtain a modern records storage facility, met with encouragement in the State Treasurer's office. A detailed survey, conducted by the library, revealed 245,000 cubic feet of material which needs to be inventoried, weeded, scheduled for retention and disposal and efficiently stored. A sizable appropriation in 1977-78 for architect's plans, site borings, etc., signaled the serious intent of the Administration and Legislature to realize the savings possible with a modern, effective records management program.

Coupled with the proposed Records Storage Center is the request for a new facility for the Library for the Blind and Handicapped, which celebrated its tenth year in rented, make-do and inadequate quarters. Having computerized its circulation control and inventory system in 1977-78, that agency has seen a 30 percent growth in direct services to visually and physically impaired patrons. The new computer system replaces cumbersome, labor-intensive routines and has eliminated much of the backlog of requests. The space problem, hopefully to be resolved with the new facility, has become acute, however. Despite the addition of new shelving, which now totally fills available space, incoming materials from the Library of Congress remain in hampers and other materials are piled on the floor, inaccessible until shelved.

Services to Libraries

The State Library is also a library's library--not only in terms of interlibrary loan, reference and referral services when local resources prove inadequate, but as the prime developer, coordinator and monitor of a statewide library network. Ideally, this network develops relationships among public,

school, college and special libraries in the interest of mobilizing information and library resources wherever located in the state. The library also sets up cooperative acquisitions programs to reduce unnecessary duplication of expensive and esoteric materials and provides adequate standards of service to support the information needs of education, government, research, business, industry and an informed society.

Development of the network has been seriously hampered by cuts in state aid to public libraries, the only program which provides the State Library with regulatory power to induce cooperation. In addition, legal problems attendant to county library finance, general inflation, technological change and an emerging national library network has resulted in a decision to obtain a major survey of library governance, law, finance and network design.

The County and Municipal Government Study Commission was engaged to carry out a major study which is anticipated to be completed in December, 1978. Its findings will be the focus of a Governor's Conference on Library Information Services in April, 1979, and will set the tone for New Jersey's participation in the White House Conference the following September. Intensive planning activities, liaison work with professional groups and organization for both the study and the conference were accomplished by the Library Development Bureau during the year, in addition to its ongoing duties. These regular duties include: administration of state and federal aid programs; consultant services for 325 public libraries, 2,000 public and private school libraries and 75 academic libraries; in-service training workshops and seminars, which reached 2,255 librarians and trustees; and the publication of annual statistics on libraries, directories, guidelines and special reports.

The Library Development Bureau also served as the secretariat for the Council on Library Education; administered a \$20,000 grant of federal Higher Education Act II-B funds for a two-day workshop in urban library problems; conducted a literacy training program for librarians and others in state correctional institutions; cosponsored two institutes on the new copyright law; participated in the New Jersey Education Association and New Jersey Library Association conferences, as well as that of the League of Municipalities; and administered the first funds deriving from the Tischler Memorial Fund.

New Jersey Historical Commission

Under N.J.S.A. 18A:73-21 et seq., the New Jersey Historical Commission carries out programs to advance public knowledge of the history of New Jersey and the United States.

In 1977-78 the commission sponsored its Ninth Annual New Jersey History Symposium, Sixth Annual Teachers' Workshop in New Jersey History, Fourth Technical Seminar for Historical Agency Personnel and cosponsored other programs dealing with a variety of topics in New Jersey history. The commission awarded 51 grants for research, teaching projects and local history projects in New Jersey history (\$20,000) and the Alfred E. Driscoll Graduate Fellowship (\$3,000). It published the proceedings of Symposium VIII, "New Jersey's Ethnic Heritage," and "Historical Organizations in New Jersey: A Directory" (with the League of Historical Societies of New Jersey).

The commission received grants totaling \$52,417: from the New Jersey Committee for the Humanities in support of public programs on the Pine Barrens (\$2,565) and the history of Passaic (\$2,010); from the National Endowment for the Humanities for a self-study of the commission's operations (\$14,242) and in support of "The Papers of William Livingston" (\$28,600); and from the Charles Edison Fund of East Orange for school-related projects concerning the career of Thomas A. Edison (\$5,000).

The commission completed a feasibility study of a project to compile, edit and publish the papers of Thomas A. Edison. Also, with its cosponsors, the National Park Service, Smithsonian Institution and Rutgers University, the commission initiated this project with the appointment of an editor and the establishment of offices at Rutgers.

The commission began coordination of a statewide observance of the Thomas A. Edison Centennial (1979), which includes projects for a school curriculum packet on Edison and a symposium on the recent history of science and technology.

State Museum

The State Museum--staffed with professional expertise in fine arts, cultural history, natural science and archaeology/ethnology--is involved primarily with the three traditional museum functions of collecting, exhibiting and interpreting. Additionally, it conducts an extensive outreach program that makes traveling exhibitions and loan films available to schools, libraries, community centers and other non-profit institutions and organizations in all 21 counties.

During 1977-78 the museum logged 452,488 visitors (up 44,189 from the previous year). They included 96,599 students (up 15,261) who came with their teachers, by advance arrangement, to attend performing arts programs, gallery lectures or a variety of lesson/demonstrations in archaeology/ethnology, state government, natural science, space sciences, fine arts and cultural history. The attendance figures also represent 38,096 persons (up 16,253) who attended public movies and performing arts programs and 22,538 (up 5,782) who attended public planetarium shows.

The museum's fine arts, cultural history, archaeology/ethnology and science collections benefited during 1977-78 from gifts (valued at \$81,991.50), purchases (valued at \$42,493.50) and collections in the field by the professional staff. At the end of the year, the total value of the collection was estimated conservatively at \$4,928,162.

The museum's two mosaic murals--created by famed New Jersey artist, the late Ben Shahn--were installed in front of the main building. A new outdoor sculpture garden was dedicated to the memory of Barbara Harrison Wescott, of Rosemont. The climate control system was modernized and a rooftop solar observatory/weather station which expands space science teaching capabilities, was completed (funding assistance was provided by Friends of the Museum).

A sampling of the 41 short-term exhibitions mounted during 1977-78 illustrates the scope and intent of the exhibition program: "American Art of the 20th Century," "New Jersey Ceramics" and "The Victorian Way" featured important objects from the fine art and cultural history collections; "Samuel Kirk

and Son: American Silver Craftsmen Since 1815" provided a beautiful look at an important industry; "Mercer: The Car of Calibre" attracted thousands of visitors to re-live the period when Trenton was a major automotive center; "Stieglitz and the Photo-Secession" received nationwide attention as one of the most ambitious exhibitions ever organized to examine a significant period of American art history; "Folk Toys from Around the World" was an educational exhibition with wide public appeal; and "Work by 1977-78 New Jersey State Council on the Arts (N.J.S.C.A.) Fellowship Recipients in the Visual Arts" and "Artwork by Schoolchildren of Union Township, Union County" were presented in cooperation with the New Jersey State Council on the Arts and Art Educators of New Jersey, respectively.

Guided group gallery walks conducted by museum staff and/or volunteer docents were available by advance reservation for 11 of the short-term exhibitions (as well as for three long-term exhibitions in the Hall of Natural Sciences). Participants included school classes, senior citizen groups, service clubs and community organizations.

The scope of the museum's 1977-78 public performing arts programming was similarly broad. An evening "Alternatives" series in the fall was designed to acquaint its audiences with contemporary trends in dance, music, poetry and innovative theatre; nationwide observance of "Black History" month in February was noted with a five-program tribute to Afro-American heritage; and a series of three illustrated lectures, presented in May in cooperation with the Trenton State College Division of Continuing Education, was devoted to the archaeology, art and culture of ancient Israel.

Though 1977-78 was generally a year of progress and accomplishment, there were also disappointments. Nonavailability of key parts delayed completion of the climate control project so necessary for preservation of collections; a variety of equipment problems reduced the efficiency and capabilities of the film loan operation; and an attempt to develop a program of specialized museum-oriented projects, in cooperation with innovative New Jersey teachers, was hampered by reduction in availability of suitable mini-grants, as well as unforeseen logistic difficulties.

Appendix: Selected Statistics

TABLE I
SCHOOL DISTRICT T & E MANAGEMENT PLANS COMPLETED (CUMULATIVE)

With the exception of the Educational Plan 6:8-3.1, which in the result of the implementation of the processes cited in the New Jersey Administrative Code (6:8-3.2 through 6:8-4.8), the charts illustrate the continuing progress of districts through the processes required by law and code. The progress is illustrated by the emphasis (numbers) of districts involved in implementation of a particular process. The movement began with goal development (6:8-3.2) and is progressing toward the final processes which will relate programs directly to budgeting and establish a continuing program evaluation structure (the number of districts that had implemented or were in the process of implementing program budgeting was not requested in the 1976-77 Annual Report).

County	School Year 1976-77										School Year 1977-78										
	No. Districts Reporting (6:8-3.1)	Educational Plan (6:8-3.1)	District/School Goals (6:8-3.2)		Objectives and Standards (6:8-3.3)	Assessment (6:8-3.4)		Educational Programs (6:8-3.5)	Instruction (6:8-3.6)	Evaluation (6:8-3.7)	No. Districts Reporting (6:8-3.1)	Educational Plan (6:8-3.1)	District/School Goals (6:8-3.1)		Objectives and Standards (6:8-3.3)	Assessment (6:8-3.4)		Educational Programs (6:8-3.5)	Instruction (6:8-3.6)	Evaluation (6:8-3.7)	Program Budget (6:20-2.3)
			Outcome	Process		Pupil	Dist./Sch.						Outcome	Process		Pupil	Dist./Sch.				
Atlantic	25	1	12	7	0	1	1	0	1	2	25	6	25	22	2	2	2	3	2	1	1
Bergen	74	19	45	23	3	8	5	10	10	9	71	23	70	49	15	9	5	9	5	13	2
Burlington	34	0	20	11	0	0	0	0	0	1	43	3	43	25	19	4	1	2	1	3	3
Camden	22	2	19	10	0	0	0	2	0	0	34	3	34	19	4	7	2	2	1	2	2
Cape May	15	2	9	2	0	0	0	0	0	0	17	1	17	6	0	1	1	0	0	1	0
Cumberland	16	0	7	3	0	0	0	0	0	0	14	13	14	4	10	0	0	0	0	0	0
Essex	20	2	10	5	0	0	0	0	0	0	21	3	21	18	4	2	1	4	2	2	4
Gloucester	24	0	15	12	0	0	0	0	0	0	28	1	27	24	2	0	0	0	0	0	2
Hudson	10	0	5	3	0	0	0	0	0	0	12	0	12	7	4	0	0	0	1	1	0
Hunterdon	29	9	15	14	2	6	0	6	7	6	29	12	29	26	9	4	4	6	5	7	2
Mercer	8	2	6	4	0	0	0	0	0	0	10	2	10	9	2	2	2	2	1	2	2
Middlesex	25	2	15	10	1	1	1	1	0	0	25	6	25	19	9	3	2	2	3	3	12
Monmouth	46	7	33	12	0	3	2	2	4	5	52	8	49	32	9	6	4	1	4	7	2
Morris	33	12	15	9	2	2	2	5	2	2	40	17	40	18	7	4	3	6	5	7	8
Ocean	27	1	13	4	0	1	0	0	0	1	26	3	25	17	9	0	0	6	4	7	1
Passaic	20	0	12	11	0	0	0	0	0	0	18	1	17	6	3	0	0	0	0	0	0
Salem	14	0	13	3	0	0	0	0	0	0	14	0	14	13	7	2	2	3	1	1	0
Somerset	19	6	17	12	1	0	1	1	0	1	19	2	19	15	2	3	2	0	0	0	2
Sussex	26	4	12	6	0	0	0	0	0	0	21	8	20	16	7	3	3	3	1	3	3
Union	21	12	15	12	2	1	1	2	1	1	23	4	23	19	9	4	2	4	3	2	1
Warren	24	2	11	1	0	1	1	1	3	1	22	1	22	16	8	1	1	1	0	1	2
Total	532	83	319	174	11	24	14	30	28	29	564	117	556	382	141	57	37	54	39	63	39

TABLE II
T & E RECOMMENDATIONS TO SCHOOL DISTRICTS

The chart shows by county and state the frequencies of recommendations to districts by the county superintendents on deficiencies related to elements of the law and code monitored during the school year 1977-78. The frequencies shown are categorized under the broad elements of the law and code and do not show either the specific item under the element to which the recommendations refer or to the intensity of the deficiency. There are no recommendations shown for element (i) as it reads: "An adequate State program of research and development" and is a responsibility of the State Department of Education.

County	Number of Districts	Number of Schools	T & E Elements Monitored As Required Under Chapter 212 18A:7A5									State Totals
			(a) Establish- ment of Educational Goals	(b) Public Involvement in the Establish- ment of Educational Goals	(c) Instruction in Basics - Communica- tion and Computation	(d) Program Offerings Breadth and Depth of Curriculum	(e) Program Offerings Disadvantaged and Special Education	(f) Facilities, Equipment and Supplies	(g) Personnel, Instructional and Support	(h) Admin- istrative Procedures Efficiency	(j) Evalua- tion and Monitor- ing of Programs	
Atlantic	25	87	31	3	3	127	6	32	11	6	35	254
Bergen	77	199	117	13	76	191	7	118	29	22	39	612
Burlington	45	139	73	33	24	140	18	99	33	8	71	499
Camden	42	164	41	12	19	33	14	27	10	2	11	169
Cape May	19	30	11	0	11	57	4	31	33	10	12	169
Cumberland	16	67	31	22	25	54	8	30	25	6	12	213
Essex	22	245	40	0	10	73	19	5	6	0	17	170
Gloucester	28	83	29	11	8	102	4	22	12	2	102	292
Hudson	15	104	1	0	0	26	3	57	15	26	2	130
Hunterdon	29	42	45	0	1	8	1	5	2	4	7	73
Mercer	11	91	15	2	14	47	7	24	13	4	5	131
Middlesex	25	204	66	4	13	61	3	22	12	0	6	187
Monmouth	55	179	61	10	26	92	30	63	23	8	24	337
Morris	40	163	36	9	30	27	18	56	2	2	64	244
Ocean	30	80	11	0	15	38	36	51	36	13	16	216
Passaic	20	120	54	10	6	102	18	31	15	12	14	262
Salem	14	38	2	4	4	55	23	24	12	13	18	155
Somerset	23	85	11	4	7	53	9	48	19	10	16	177
Sussex	26	40	15	2	16	46	8	23	8	2	5	125
Union	23	156	12	4	6	93	17	76	25	10	0	243
Warren	26	40	15	3	10	110	35	62	27	30	16	308
Total			717	146	324	1,535	288	906	368	190	492	4,966

TABLE III
STATE-LEVEL EDUCATION ACCOUNTABILITY ACTIVITIES

METHODS	STATES	
	Alabama	
Assess Student Achievement	X	
Minimum Competency Levels		
Set Graduation Requirements	X	X
State Accountability System		
Develop State Goals	X	
Develop Learner Objectives		X
Evaluate Educational Programs	X	
Classify Schools & Programs		
Conduct Needs Assessment		X
Evaluate Personnel		X
M.B.O.	X	X
M.I.S.		X
P.P.B.E.S.	X	X
School Funding		

TABLE IV
MINIMUM BASIC SKILLS TEST RESULTS: 1977-78

Test		Number Taking Test	Percent Meeting or Exceeding Statewide Standards ¹			
Grade	Type		Statewide	Urban ²	Suburban ³	Rural ⁴
3	Reading	90,229	86.3	77.8	94.9	89.2
3	Math	90,183	75.3	64.9	86.3	77.5
6	Reading	95,848	75.3	65.4	85.4	77.5
6	Math	95,736	70.4	59.3	82.5	71.5
9	Reading	109,446	76.3	66.4	86.1	75.7
9	Math	108,531	74.5	64.1	84.3	74.9
11	Reading	98,214	89.9	85.1	94.1	90.4
11	Math	97,631	84.0	77.9	89.6	84.0

¹ Any student who correctly answered at least 65 percent of the mathematics items or 75 percent of the reading items 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.

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

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

TABLE V
VITAL EDUCATION STATISTICS: FIVE YEARS

Public School Districts		1973-74	1974-75	1975-76	1976-77	1977-78
Operating Districts		584	589	590	590	591
Non-Operating Districts		22	19	19	20	19
Total Districts		606	608	609	610	610
Regional Districts		67	68	69	69	69
Consolidated Districts		8	8	8	8	8
Special Education Districts		5	6	6	6	6
Schools						
Elementary Schools		2,040	2,033	2,036	2,033	2,014
Secondary Schools		427	431	441	447	447
Total Schools		2,467	2,464	2,477	2,480	2,461
Instructional Rooms		66,832	67,846	69,049	69,065	69,019
Enrollments						
Pre-Kindergarten		2,686	3,385	3,038	3,059	3,801
Elementary		950,598	933,477	915,543	891,446	858,010
Secondary		528,321	530,094	534,298	526,843	519,717
Male		759,732	752,898	745,938	729,391	707,838
Female		721,873	714,058	706,941	691,957	673,690
White		1,150,971	1,128,445	1,107,370	1,075,881	1,036,412
Black		237,363	238,813	240,974	240,210	238,482
Hispanic		78,941	83,919	87,328	92,463	92,388
Other		14,330	15,779	17,206	12,794	14,246
Total Enrollments		1,481,605	1,466,956	1,452,879	1,421,348	1,381,528
DROPOUTS: Minority		8,977	7,510	8,230	8,120	-----
Total		22,470	20,211	22,197	21,840	-----
HIGH SCHOOL GRADUATES: Minority		12,331	13,795	13,931	15,012	-----
Total		94,067	97,985	97,494	97,395	-----
Certified Personnel						
Administrators/Supervisors:	Total	6,504	6,869	6,904	6,932	6,825
	Female	-----	1,213	1,217	1,255	1,178
	Minority	-----	567	577	647	592
Classroom Teachers:	Total	79,180	80,448	80,010	78,701	78,837
	Female	-----	51,771	51,089	50,025	50,081
	Minority	-----	7,265	7,344	7,510	7,927
Special Services Personnel:	Total	9,065	9,749	10,105	10,183	11,378
	Female	-----	7,214	7,450	7,564	9,045
	Minority	-----	1,011	1,018	1,020	1,159
Total Certificated Personnel		94,749	97,066	97,019	95,816	97,040
Entering:	Administrators/Supervisors	} 16,680	891	809	730	762
	Teachers		13,338	10,621	10,530	9,820
	Special Services Personnel		1,767	1,633	1,516	2,251
Leaving:	Administrators/Supervisors	} 14,496	802	867	788	946
	Teachers		11,748	10,763	10,793	11,094
	Special Services Personnel		1,195	1,336	1,449	1,815
Average Salary*: Teachers		\$ 11,920	\$ 12,618	\$ 13,588	\$ 14,537	\$ 15,370

*Data supplied by the New Jersey Education Association.

TABLE VI
CONSTRUCTION OF EDUCATIONAL FACILITIES

County	1976-1977							1977-1978						
	No. of School Districts	New Construction		Additions		Repair & Rehabilitation		No. School Districts	New Construction		Additions		Repair & Rehabilitation	
		No. of Projects	Cost	No. of Projects	Cost	No. of Projects	Cost		No. of Projects	Cost	No. of Projects	Cost	No. of Projects	Cost
Atlantic	6	0	0	2	39,000	8	81,186	8	0	0	5	1,032,588	8	344,230
Bergen	21	1	1,100,000	6	2,364,700	31	996,490	36	0	0	13	2,791,240	68	6,786,689
Burlington	5	0	0	2	34,000	6	525,000	13	1	2,690,000	7	1,169,385	16	1,315,065
Camden	8	1	3,200,000	1	25,000	24	1,830,300	12	1	1,680,000	5	785,000	33	1,834,012
Cape May	2	1	3,600,000	1	51,000	0	0	5	1	561,000	3	1,008,000	3	192,468
Cumberland	7	0	0	11	6,183,700	11	846,950	11	1	2,362,061	11	879,886	30	658,295
Essex	9	0	0	3	1,040,286	25	2,033,121	14	0	0	7	1,362,000	39	6,663,750
Gloucester	7	0	0	2	2,010,100	7	296,110	11	0	0	8	1,539,959	12	433,514
Hudson	9	0	0	2	5,000,000	32	719,575	8	1	9,262,650	2	450,000	22	1,297,688
Hunterdon	8	0	0	5	1,057,486	6	200,900	7	0	0	2	2,666,000	7	193,278
Mercer	5	0	0	3	1,237,800	8	707,300	5	0	0	4	175,000	15	443,000
Middlesex	14	0	0	3	135,000	30	928,431	19	0	0	11	4,723,520	91	3,712,469
Monmouth	14	0	0	3	386,000	25	2,457,122	23	0	0	8	3,323,232	58	2,077,519
Morris	13	0	0	1	5,000	28	1,117,021	18	0	0	7	367,229	26	1,545,372
Ocean	6	1	1,425,000	1	56,000	11	290,686	11	2	19,813,000	12	981,279	11	669,543
Passaic	6	2	8,229,000	1	1,450,000	20	1,656,242	8	0	0	3	884,894	11	1,154,650
Salem	3	0	0	1	25,000	4	55,500	4	0	0	1	255,000	11	213,000
Somerset	7	0	0	3	30,000	11	348,000	12	0	0	8	1,798,700	21	1,290,080
Sussex	0	0	0	0	0	0	0	4	0	0	3	1,226,000	2	115,000
Union	9	0	0	0	0	32	1,242,340	13	0	0	4	1,119,855	30	1,473,885
Warren	2	0	0	2	20,625	0	0	9	0	0	6	3,952,500	6	383,360
Totals	161	6	17,554,000	53	21,150,697	329	16,332,274	251	7	36,368,711	130	32,491,267	520	32,796,867

**TABLE VII
PUPIL TRANSPORTATION**

Counties	1976-77						1977-78		
	Total Transportation Cost ¹	State Aid Share of Total Transportation Cost	Total ² Pupils Transported	Number of Pupils Provided Transportation Aid	Handicapped Pupils		State Aid ³ Share of Total Transportation Costs	Total Pupils Transported ²	Number of Pupils Provided Transportation Aid
					Number of Pupils Transported	Cost of Transportation			
Atlantic	2,811,480	2,690,374	20,666	500	593	402,783	3,076,342	21,275	491
Bergen	7,659,878	6,732,901	34,374	1,858	3,742	2,657,711	7,357,681	34,002	2,146
Burlington	6,688,061	5,692,104	50,051	1,049	2,146	1,298,837	6,689,779	48,881	1,120
Camden	5,754,055	4,676,371	43,597	1,266	3,025	1,647,951	5,141,964	47,007	1,031
Cape May	1,291,642	1,163,803	9,969	70	140	135,342	1,329,444	10,389	83
Cumberland	2,708,125	2,348,331	22,151	444	584	299,938	2,928,750	22,399	350
Essex	7,594,056	6,487,802	31,152	4,273	3,749	3,750,416	8,182,825	21,502	4,816
Gloucester	3,488,097	2,746,783	29,699	493	626	498,318	3,029,533	30,674	470
Hudson	2,642,272	1,877,338	4,167	2	2,360	2,141,240	2,601,039	4,301	173
Hunterdon	2,632,476	2,380,025	18,905	254	245	370,936	2,745,899	16,236	291
Mercer	3,732,654	2,968,449	30,039	1,129	1,278	753,125	3,256,760	29,153	1,092
Middlesex	7,529,730	6,439,231	51,139	1,387	2,623	2,278,750	7,279,003	55,743	1,521
Monmouth	8,057,247	6,679,630	65,392	928	2,010	1,558,259	7,690,057	66,256	1,052
Morris	8,614,331	6,905,992	63,772	1,650	1,582	1,489,090	7,689,497	64,312	1,617
Ocean	7,186,927	5,778,693	55,209	460	940	912,521	6,843,293	57,196	454
Passaic	4,018,251	3,382,713	24,397	1,493	1,890	1,068,799	3,742,901	23,698	1,408
Salem	1,237,275	1,051,109	9,713	314	253	190,362	1,222,886	10,042	343
Somerset	4,026,581	3,531,249	28,879	943	992	838,621	4,126,048	29,977	1,094
Sussex	3,320,136	3,021,304	25,221	199	348	437,358	3,349,042	23,446	261
Union	3,538,035	2,913,273	14,649	1,383	1,928	1,341,548	3,169,337	13,744	1,630
Warren	1,331,898	1,183,596	10,987	242	140	160,183	1,399,177	11,208	245
Totals	95,863,207	80,651,071	644,128	20,337	31,194	24,232,088	92,851,257	641,441	21,688

Notes:

- ¹ Total cost of to and from school transportation, including capital outlay, handicapped pupils and monies paid in lieu of transportation services.
- ² Includes handicapped pupils; excludes pupils receiving transportation aid in lieu of transportation services.
- ³ Total transportation cost estimated to be \$110,537,211.

TABLE VIII
CONTROVERSIES AND DISPUTES

	1976-77	1977-78
Petitions of appeal received	374*	429
Cases Withdrawn	115	71
Decisions rendered: Total	271	241
Budget	87	31
Elections	25	39
Tenure	30	32
Non-reemployment	14	27
School employees	70	71
Pupils	6	11
Other	39	30
Cases appealed to State Board	54	85
Cases decided by State Board	62	81
Cases in Judicial system	24	21

*Additionally, 204 special budget appeals were decided in December 1976 subsequent to the enactment of the Public School Education Act of 1975 (N.J.S.A. 18A:7A-1 et seq) approved November 6, 1976.

TABLE IX
PUBLIC SCHOOL ENROLLMENTS BY COUNTY

COUNTY	1976-77		1977-78	
	Elementary	Secondary	Elementary	Secondary
Atlantic	26,007	10,918	25,559	11,360
Bergen	88,230	63,710	84,712	60,222
Burlington	48,425	28,871	47,036	28,782
Camden	60,266	36,155	58,002	35,088
Cape May	8,475	4,015	8,262	4,163
Cumberland	20,856	9,951	20,797	9,098
Essex	104,447	58,213	98,770	58,725
Gloucester	23,714	17,929	23,885	16,997
Hudson	58,389	27,549	56,343	27,587
Hunterdon	12,979	6,865	12,771	6,765
Mercer	34,172	20,910	32,565	20,811
Middlesex	67,155	48,914	64,384	48,118
Monmouth	67,404	39,095	64,279	39,102
Morris	60,463	29,154	57,885	29,217
Ocean	42,974	19,096	42,580	19,870
Passaic	57,292	27,136	55,036	26,841
Salem	8,680	5,407	8,439	5,400
Somerset	25,831	18,264	24,332	17,935
Sussex	16,923	8,117	16,946	8,348
Union	50,467	40,344	48,130	39,157
Warren	11,356	6,230	11,098	6,131
STATE	894,505	526,843	861,811	519,717

**TABLE X
ADULT EDUCATION**

Counties and Garden State School District	1976-77				1977-78			
	Enrollments		Monies		Enrollments		Monies	
	Adult Basic Education	High School Completion	State	Federal	Adult Basic Education	High School Completion	State	Federal
Atlantic	451	774	\$ 57,346	\$ 31,000	340	709	\$ 401,000	\$ 32,200
Bergen	2,196	1,742	248,421	121,500	2,093	1,963	264,776	124,500
Burlington	540	838	30,815	36,000	569	860	34,400	40,200
Camden	882	1,321	65,138	138,824	932	1,610	84,390	169,500
Cape May	60	133	6,600	8,000	160	178	7,000	8,000
Cumberland	1,077	731	115,415	9,000	881	913	153,451	3,000
Essex	4,393	2,356	220,131	377,695	1,263	1,343	180,560	454,500
Gloucester	546	562	34,615	34,300	435	699	37,200	45,500
Hudson	3,824	1,929	137,335	369,500	2,829	1,526	170,600	250,500
Hunterdon	386	485	30,000	8,000	491	590	31,000	9,000
Mercer	950	403	166,205	24,500	935	786	161,869	23,000
Middlesex	2,310	1,780	186,949	50,900	2,572	1,510	207,112	49,000
Monmouth	1,309	617	200,727	77,400	1,353	1,011	114,600	136,500
Morris	387	832	56,800	23,500	422	680	61,800	30,000
Ocean	305	973	26,800	26,520	311	878	26,800	28,400
Passaic	2,568	1,454	70,544	203,300	2,500	810	81,500	340,500
Salem	453	278	14,800	23,000	263	315	17,000	23,000
Somerset	302	723	39,871	24,000	298	438	44,300	20,000
Sussex	29	60	3,000	5,000	53	69	5,000	7,000
Union	2,097	1,375	111,966	140,300	1,972	1,150	131,000	158,650
Warren	103	240	10,572	13,000	114	215	14,000	13,000
Garden School School District	1,415	977	115,000	162,000	4,014	1,178	115,000	176,600
Totals	26,583	20,583	\$1,949,050	\$1,907,239	24,782	19,431	\$1,983,458	\$2,142,550

TABLE XI
BILINGUAL EDUCATION

County	1976-1977			1977-1978		
	Number of Districts	Number of Students Served	State Funds*	Number of Districts	Number of Students Served	State Funds*
Atlantic	6	574	103,936	6	541	138,311
Bergen	10	801	33,727	12	839	193,009
Burlington	3	209	14,914	3	148	50,536
Camden	2	1,815	286,112	2	1,815	437,342
Cape May	1	13	8,030	1	13	3,132
Cumberland	3	558	193,647	3	655	134,455
Essex	7	7,865	804,876	7	7,865	1,895,150
Gloucester	0	0	0	1	25	0
Hudson	10	5,742	1,467,957	10	6,761	1,383,593
Hunterdon	0	0	0	0	0	0
Mercer	4	1,455	118,621	5	1,498	350,596
Middlesex	8	1,533	312,269	11	1,598	369,390
Monmouth	10	569	89,941	11	596	137,107
Morris	2	290	50,018	3	395	68,879
Ocean	3	263	69,061	3	263	63,373
Passaic	4	2,349	634,172	5	2,529	560,714
Salem	0	0	0	0	0	0
Somerset	3	91	4,818	5	139	21,927
Sussex	0	0	0	0	0	0
Union	4	1,851	230,129	7	1,971	446,016
Warren	1	19	0	1	17	4,578
Totals	81	25,997	\$4,422,228	96	27,668	\$6,258,108

*Reimbursement is based upon the number of students participating in state-approved district programs as of September 30 of the preceeding year. Some districts financed (ESL) English as a Second Language programs with local and federal monies.

TABLE XII
ELEMENTARY AND SECONDARY EDUCATION ACT, TITLE I: 1977-78

County	Total Students Served	Program Participants (Duplicated Count)					Federal Monies	Migrant Participants	
		Verbal	Numerical	Non-standard English	Kindergarten	Pre-Kindergarten		Students Served	Federal Monies
Atlantic	3,332	2,291	1,753	28	201	45	\$2,063,681	1,357	\$ 249,881
Bergen	4,400	3,053	1,689	177	435	133	2,218,492	0	0
Burlington	3,927	3,036	1,072	0	178	19	1,954,174	174	54,095
Camden	10,942	6,502	4,490	608	1,022	423	4,572,338	257	684,032
Cape May	805	567	326	0	0	20	458,596	0	0
Cumberland	1,893	507	1,208	30	201	138	1,374,675	1,451	485,530
Essex	29,201	20,470	11,196	931	3,591	488	13,104,442	0	0
Gloucester	2,104	1,656	1,254	0	107	70	1,214,306	309	56,312
Hudson	5,700	3,696	2,592	0	248	4	6,587,936	0	0
Hunterdon	563	349	68	0	13	0	317,126	0	0
Mercer	4,892	3,995	642	414	291	180	2,541,454	0	0
Middlesex	5,092	3,466	2,042	492	614	283	2,506,434	270	120,645
Monmouth	5,468	4,034	1,419	267	595	211	3,116,505	215	23,770
Morris	1,351	733	470	242	0	0	1,015,303	0	0
Ocean	3,167	1,326	1,339	139	127	0	1,437,767	0	0
Passaic	2,467	1,579	155	759	59	16	3,962,545	0	0
Salem	1,642	1,091	893	0	139	50	693,452	301	112,812
Somerset	719	411	334	0	98	32	629,527	0	0
Sussex	524	277	315	0	0	0	408,845	0	0
Union	4,068	1,725	1,527	217	384	466	2,421,663	0	0
Warren	727	566	176	7	35	0	382,997	77	22,278
State	92,984	61,330	34,960	4,311	8,338	2,578	\$52,982,258	4,411	\$1,809,355

TABLE XIII
SPECIAL EDUCATION

COUNTY	1976-1977																	1977-1978																		
	Communication Handicapped	Perceptually Impaired	Educable Mentally Retarded	Trainable Mentally Retarded	Neurologically Impaired	Emotionally Disturbed	Multiply Handicapped	Socially Maladjusted	Audiobliably Handicapped	Orthopedically Handicapped	Chronically Ill	Visually Handicapped	Supplementary	Resource Room	Home Instruction	FUNDS			Communication Handicapped	Perceptually Impaired	Educable Mentally Retarded	Trainable Mentally Retarded	Neurologically Impaired	Emotionally Disturbed	Multiply Handicapped	Socially Maladjusted	Audiobliably Handicapped	Orthopedically Handicapped	Chronically Ill	Visually Handicapped	Supplementary Instruction	Resource Room	Home Instruction	FUNDS		
																Categorical State Funds*	P.L. 94-142 Federal Funds	Categorical State Funds																Categorical State Funds	P.L. 94-142 Federal Funds	
Atlantic	17	28	126	92	40	79	11	27	26	66	1	0	1,743			1,233,383	191,000	23	65	133	98	40	103	72	37	29	19	1	0	1,767	0	9,451	1,589,040	409,825		
Bergen	3	363	701	303	986	573	216	129	118	23	0	1	650			6,920,652	380,036	24	606	600	263	1,009	708.5	234	99	108	20	3	6	12,947	0	49,020	8,904,384	905,145		
Burlington	47	526	596	167	88	497	146	15	66	27	3	5	721			3,905,714	147,320	44	613.5	588	173	93	455.5	199	30	68	24	0	1.5	3,480	0	24,672	4,791,208	381,130		
Camden	39	914	1,021	223	369	344	41	322	63	24	9	3	815			5,755,790	362,261	78	1,128	831	262	462	433	33	345	61	23	23	3	4,417	0	31,767	7,040,715	694,680		
Cape May	11	0	60	35	10	52	21	1	3	3	0	0	495			616,692	205,000	11	56.5	35	34	13	56	48.5	4	8	0	0.5	0	1,163	0	2,588	724,289	250,295		
Cumberland	4	3	425	114	44	140	0	16	24	13	7	0	421			1,507,469	319,308	3	1	454	104	47	215	4	1	22	13	10	0	1,974	0	15,463	1,841,719	295,167		
Essex	36	17	1,786	441	656	1,027	49	177	169	138	247	65	749			9,730,025	363,438	37	75	1,685.5	455	735	1,167	13	163	185	174	198	73	11,311	0	59,137	11,965,920	458,090		
Gloucester	8	199	421	119	114	230	12	19	44	20	0	0	405			1,918,596	124,492	14	245.5	355	119	125.5	232	0	18	47	23	0	0	1,848	0	12,264	2,385,112	219,660		
Hudson	7	137	927	279	315	379	101	127	116	163	34	17	156			5,687,268	259,998	18	178.5	1,061.5	268.5	540	449.5	193	151	137.5	132	66	11	4,335	0	60,636	6,896,924	395,003		
Hunterdon	6	16	72	33	68	23	53	1	8	3	1	1	287			1,507,468	23,743	5	14	61	29	77	38	83	0	8	2	0	1	1,586	0	2,344	1,035,612	240,000		
Mercer	16	225	269	118	254	437	98	21	71	13	30	115	242			3,563,107	201,150	11	352.5	219.5	115	251	519	139.5	28.5	69	13.5	36	0	3,786	0	25,498	4,289,728	318,146		
Middlesex	16	303	635	275	550	561	87	20	90	17	13	5	1,247			5,618,747	257,453	37	412	557	288	529	610	62	15	93	62	24	6	9,185	0	35,695	6,793,879	525,305		
Monmouth	13	254	711	230	279	298	78	65	66	27	0	2	1,028			4,385,363	454,232	15	320	691	237	358	316	65	53	64	28	0	1	6,410	0	48,114	5,382,963	634,013		
Morris	30	186	33	126	544	277	164	13	68	16	6	0	686			3,974,236	325,752	59	319	266	127	582.5	319.5	36	16.5	61	20	1	2	7,693	0	21,569	4,941,316	592,739		
Ocean	5	191	294	96	139	169	18	30	51	22	0	0	888			2,192,682	242,725	4.5	181	265	113.5	175	208	18	43.5	54.5	19	0	0	3,631	0	16,402	2,646,088	310,848		
Passaic	8	113	1,090	200	314	207	107	70	84	54	46	9	88			4,385,364	113,498	12	192	950	168	336	245	130	37	76	58	63	9	9,117	0	35,655	5,397,045	222,587		
Salem	8	107	177	29	20	53	14	19	9	2	2	0	154			685,213	115,000	14	143	181	33	19	69	17.5	15.5	8	5	0	0	529	0	2,550	872,203	152,750		
Somerset	8	226	169	69	190	222	28	2	27	5	0	3	449			2,124,160	185,365	14.5	285	160.5	63	237.5	243	35	8.5	28	2	2	1	3,371	0	11,705	2,601,827	173,705		
Sussex	12	71	185	61	83	71	6	6	7	4	0	0	237			1,164,862	199,707	19	119	172	63	112	92	10	1	6	9	0	0	2,373	0	6,519	1,459,855	184,910		
Union	26	240	658	216	201	446	89	72	66	26	5	2	895			4,111,278	435,352	19.5	290	659.5	214.5	197.5	428	82	65	57	34	1	1	6,405	0	31,629	5,042,515	757,860		
Warren	8	52	123	30	34	45	19	1	12	0	0	2	225			685,213	132,067	12	57	124	35	40	59	7	1	17	1	0	1	1,524	0	3,520	897,537	138,300		
TOTALS	328	4,171	10,479	3,256	5,298	6,130	1,358	1,153	1,188	666	404	120	12,556			68,521,307	5,038,897	476	5,656	10,050	3,264	5,981	6,968	1,483	1,135	1,208	682	329	117	98,852	0	506,198	83,253,048	8,260,158		

* Original date in 1976-77 not aggregated by county; distribution prorated based on historical funds.

TABLE XIV
STATE COMPENSATORY EDUCATION

COUNTIES	1976-77	1977-78			
	Total Allocations *	Total Participants (Unduplicated)	Reading Program Participants	Math Program Participants	Total Allocations
Atlantic	\$ 1,308,454	16,354	14,289	14,642	\$ 1,830,927
Bergen	1,307,039	17,122	10,281	11,859	4,031,526
Burlington	1,165,543	14,589	9,142	10,054	2,504,782
Camden	3,036,340	29,947	23,264	25,280	3,900,465
Cape May	280,938	3,423	2,358	2,484	436,846
Cumberland	822,774	12,494	7,431	10,861	1,003,237
Essex	8,239,393	61,041	45,883	45,564	11,728,065
Gloucester	706,674	8,859	5,790	6,392	1,468,410
Hudson	4,146,827	43,758	31,710	30,264	4,996,472
Hunterdon	170,515	2,381	1,219	1,504	401,394
Mercer	1,494,114	19,888	12,411	17,005	2,045,901
Middlesex	1,530,869	22,607	14,617	16,854	3,684,649
Monmouth	1,953,448	26,223	16,870	21,056	3,372,180
Morris	581,429	10,232	4,796	6,752	2,110,661
Ocean	869,779	15,633	9,937	13,459	1,247,587
Passaic	2,535,199	35,528	31,803	32,671	6,048,302
Salem	408,860	3,944	2,440	2,739	555,625
Somerset	370,845	5,758	3,760	4,915	1,189,509
Sussex	238,502	4,618	2,468	3,593	719,626
Union	1,617,464	22,011	11,972	19,015	3,221,092
Warren	217,993	2,793	1,792	1,968	681,361
TOTALS	\$ 33,002,999	379,203	264,233	298,931	\$57,178,617

*1976-77 participant data not available.

TABLE XV
VOCATIONAL EDUCATION: ESTIMATES OF FUNDS NEEDED¹, 1977-78

Program	Funding Source	Funds	1978
SUB PART 1		Total	64,665,000
		Federal	7,315,000
		S & L	57,350,000
Handicapped	110 a	Total	5,000,000
		Federal	1,500,000
		S & L	3,500,000
Disadvantaged	110 b,1	Total	7,500,000
		Federal	3,000,000
		S & L	4,500,000
Post Secondary	110 c	Total	51,450,000
		Federal	2,250,000
		S & L	49,200,000
State Planning Grant	102 d	Total	715,000
		Federal	565,000
		S & L	150,000

SUB PART 2		Total	91,855,957
		Federal	5,800,000
		S & L	86,055,957
Secondary	120 b,1,A	Total	64,685,000
		Federal	885,000
		S & L	63,800,000
Supervision and Administration	120 b,1,A,1	Total	3,255,157
		Federal	1,350,000
		S & L	1,905,157
Adult	18A:54-9 18A:54-32	Total	10,910,800
		Federal	
		S & L	10,910,800
Work Study	120 b,1,B	Total	2,300,000
		Federal	300,000
		S & L	2,000,000
Cooperative Education	120 b,1,C	Total	5,200,000
		Federal	450,000
		S & L	4,750,000
Energy Education	120 b,1,D	Total	50,000
		Federal	50,000
		S & L	
Construction	120 b,1,E	Total	5,180,000
		Federal	2,590,000
		S & L	2,590,000
Sex Bias	120 c,1,F	Total	75,000
		Federal	75,000
		S & L	
Job Placement	120 b,1,H	Total	
		Federal	
		S & L	
Industrial Arts	120 b,1,I	Total	200,000
		Federal	100,000
		S & L	100,000

SUB PART 3		Total	3,373,000
		Federal	1,450,000
		S & L	1,923,000
Research Development	130 b,1	Total	450,000
		Federal	200,000
		S & L	250,000
Exemplary	130 b,2,E	Total	470,000
		Federal	185,000
		S & L	285,000
Curriculum Development	130 b,3	Total	150,000
		Federal	75,000
		S & L	75,000
Guidance and Counseling	130 b,4	Total	733,000
		Federal	305,000
		S & L	428,000
Pre and In Service Training	130 b,5	Total	920,000
		Federal	460,000
		S & L	460,000
Sex Role Stereotyping	130 b,6	Total	100,000
		Federal	50,000
		S & L	50,000
Innovative Programs	130 b,2,I	Total	550,000
		Federal	175,000
		S & L	375,000

SUB PART 4		Total	1,090,000
		Federal	545,000
		S & L	545,000
Special Program Disadvantaged	140 a	Total	1,090,000
		Federal	545,000
		S & L	545,000

SUB PART 5		Total	5,450,000
		Federal	900,000
		S & L	4,550,000
Consumer Education and Homemaking Programs	150 b,1	Total	5,350,000
		Federal	800,000
		S & L	4,550,000
Consumer Education and Homemaking Supervision and Administration	150 b,1,F	Total	100,000
		Federal	100,000
		S & L	

GRAND TOTALS		Total	166,433,957
		Federal	16,010,000
		S & L	150,423,957

1. Sub parts refer to sections of P.L. 94-482, Title II

Source: Annual and Five Year State Plan for Vocational Education in New Jersey, F.Y. 1978
Table 6, pp. 160-161.

TABLE XVI
THE DEPARTMENT OF EDUCATION ORGANIZATION CHART

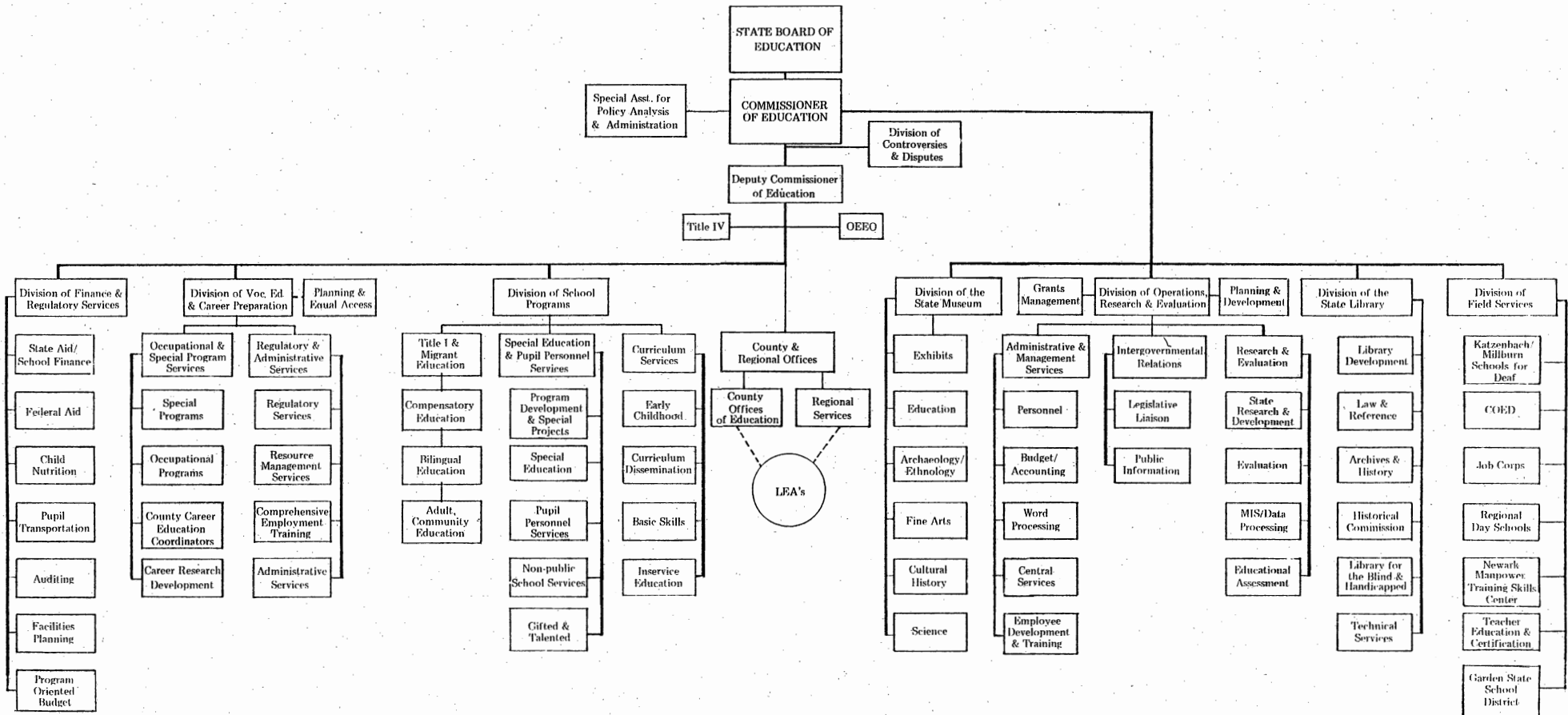


TABLE XVII
DEPARTMENT OF EDUCATION APPROPRIATIONS

Budget Components	1976-77		1977-78		1978-79	
	Actual	Percent	Adjusted	Percent	Budgeted	Percent
General State Operations	\$ 18,073,676	1.35	\$ 20,485,479	1.38	\$ 21,551,924	1.30
State Aid	1,115,324,147	83.23	1,257,850,911	84.81	1,388,679,113	83.90
Federal Aid	200,268,597	14.94	196,753,372	13.27	236,149,387	14.27
Other Funds (Including Debt Service and Capital Construction)	6,401,727	.48	8,044,370	.54	8,850,986	.53
Total	\$1,340,068,147	100.00	\$1,483,134,132	100.00	\$1,655,231,410	100.00
Total Education Appropriation	\$1,136,914,726	34.18	\$1,282,205,034	31.56	\$1,414,667,862	32.19
Total State Appropriation	\$3,326,446,934	100.00	\$4,062,391,409	100.00	\$4,394,385,940	100.00

TABLE XVIII
FEDERAL AID TO LOCAL DISTRICTS

Federal Programs	1976-77	1977-78
Title I		
Part A	\$ 47,978,659	\$ 52,982,258
Part B	1,729,335	2,844,869
Handicapped	4,677,050	4,708,163
Migrant	2,239,299	2,279,346
Delinquent	739,831	754,254
Correctional	54,300	58,595
Title I-Total	57,418,474	63,627,485
Title IV-B	4,938,000	5,154,392
Title VI-C	5,795,000	6,162,760
Title VI	6,457,792	10,349,507
Pre-School Handicapped	87,000	303,000
Teacher Training-Special Education	269,000	263,000
Special Education Reg. Res. Center	297,062	512,415
Title VII-Bilingual	40,208	107,852
Right to Read	246,011	242,142
Vocational Education Act	15,127,604	15,772,000
Library Services and Construction Act	1,508,000	1,849,313
Child Nutrition	76,979,110	90,338,336
Indochinese Ref. Act	111,645	277,000
Adult Basic Ed.	2,237,000	2,670,986
Community Ed.	66,000	66,079
Civil Rights Act, Title IV	444,025	533,385
Gifted and Talented	65,000	60,000
Impact Aid	15,628,593	15,000,000
TOTALS	\$ 187,715,524	\$ 213,289,652

TABLE XIX
STATE SCHOOL AID TO LOCAL DISTRICTS

Major Accounts	1976-77 Expenditures	1977-78 Prelim. Expend.
Current Expense Equalization Aid	\$ 628,717,187	\$ 676,227,373
Formula	572,992,907	626,848,962
Minimum	54,639,464	48,557,501
Save-Harmless	1,084,816	820,910
School Facilities Aid	60,183,884	68,816,213
Capital Outlay	{ 46,126,743	2,235,035
Debt Service Type 2		31,838,717
Debt Service Type 1	14,057,141	19,299,350
State Debt Service		15,443,111
Transportation Aid	69,395,962	80,651,071
Categorical Aid	113,454,832	145,528,765
Special Education	68,521,307	72,509,111
County Special Services Districts	2,610,386	3,398,665
Compensatory	32,874,891	57,178,617
Bilingual	4,422,228	6,316,041
Local Vocational	4,076,775	4,416,331
Compensatory Research and Development	949,245	1,710,000
Sub-Total	\$ 871,751,865	\$ 971,223,422
Other Grants-In-Aid	27,451,721	30,408,399
Pension Fund Contributions	208,867,170	250,358,574
Total State Aid	\$ 1,108,070,756	\$ 1,251,990,295
From General Fund	755,534,684	
From Property Tax Relief Fund	352,536,072	
From Lottery Fund		
Total School Expenditures (including Pension Contributions)	\$ 2,946,000,000	\$ 3,187,000,000*

*Estimated

TABLE XX
BUDGET CAP WAIVERS

County	1976-1977				1977-1978				1978-1979			
	No. of Districts Requesting Budget Cap Waivers	Total Waiver Requested	No. of Districts That Received CAP Waivers	Total Waiver Approved	No. of Districts Requesting CAP Increases	Total Waiver Requested	No. of Districts That Received CAP Waivers	Total Waiver Approved	No. of Districts Requesting CAP Increases	Total Waiver Requested	No. of Districts That Received CAP Waivers	Total Waiver Approved
Atlantic	4	\$ 172,484	4	\$ 172,483	3	\$ 180,306	1	\$ 24,855	2	\$ 266,558	2	\$ 189,861
Bergen	34	3,261,492	28	2,354,253	11	2,945,338	6	438,036	22	4,121,972	20	2,841,289
Burlington	8	2,605,282	7	2,050,772	8	1,977,820	4	1,340,629	10	1,896,850	10	1,365,230
Camden	12	1,011,018	11	704,377	1	580,378	0	0	5	1,148,605	5	1,074,990
Cape May	6	435,088	5	394,579	1	28,219	1	20,423	5	1,071,901	5	894,046
Cumberland	2	145,110	2	145,110	1	350,065	1	253,434	1	131,309	1	131,309
Essex	10	4,051,446	9	3,598,441	3	1,366,480	1	440,066	9	10,138,696	9	7,911,339
Gloucester	6	276,073	4	181,303	1	312,866	1	87,301	1	315,992	1	257,529
Hudson	3	1,456,477	3	1,456,477	2	3,329,120	1	402,000	5	6,914,274	4	4,130,141
Hunterdon	10	365,811	10	312,444	4	556,292	2	306,583	2	649,862	2	611,703
Mercer	1	16,677	0	0	3	943,490	2	303,219	4	1,739,957	4	1,304,460
Middlesex	10	2,807,027	7	1,185,028	4	2,689,355	3	2,287,264	12	4,868,952	12	3,232,903
Monmouth	10	2,028,338	10	1,854,619	7	1,575,043	5	1,100,726	15	3,911,536	15	3,495,241
Morris	10	1,369,043	9	1,286,182	6	689,115	5	416,019	7	950,477	7	856,088
Ocean	7	1,636,671	7	1,036,763	11	2,629,909	10	1,338,482	15	3,915,486	15	2,846,981
Passaic	5	2,580,951	5	720,702	3	667,796	0	0	7	4,683,779	7	3,715,561
Salem	3	222,450	3	222,324	1	49,319	1	46,420	2	25,366	2	25,366
Somerset	6	354,527	4	253,847	1	24,996	1	24,996	7	2,042,798	7	1,899,575
Sussex	7	818,851	7	818,851	2	75,825	0	0	11	1,232,862	11	1,164,590
Union	9	1,178,997	5	641,294	4	2,225,750	3	1,155,593	7	3,642,341	6	3,231,458
Warren	4	561,853	4	461,853	1	93,318	1	61,420	5	845,818	5	825,718
Total	167	\$27,355,666	144	\$19,851,702	78	\$23,290,800	49	\$10,047,466	154	\$54,515,391	150	\$42,005,378

