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PUBLIC MEETING

before

SENATE JUDICIARY COMMITTEE

Nomination Interviews of

Saul Cooperman to be Commissioner of Education  
for the term prescribed by law

Noreen Bodman to be Director of the  
Division of Travel and Tourism

May 21, 1987  
Room 424  
State House Annex  
Trenton, New Jersey

MEMBERS OF COMMITTEE PRESENT:

Senator Edward T. O'Connor, Jr., Chairman  
Senator Raymond J. Zane, Vice Chairman  
Senator John F. Russo  
Senator Richard Van Wagner  
Senator John H. Dorsey  
Senator William L. Gormley  
Senator Lee B. Laskin  
Senator Gabriel A. Ambrosio

ALSO PRESENT:

John J. Tumulty  
Office of Legislative Services  
Aide, Senate Judiciary Committee

\* \* \* \* \*

Hearing Recorded and Transcribed by  
Office of Legislative Services  
Public Information Office  
Hearing Unit  
State House Annex  
CN 068  
Trenton, New Jersey 08625





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Chairman  
RAYMOND J. ZANE  
Vice-Chairman  
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RICHARD VAN WAGNER  
DONALD T. DI FRANCESCO  
JOHN H. DORSEY  
WILLIAM L. GORMLEY  
LEE B. LASKIN



New Jersey State Legislature  
SENATE JUDICIARY COMMITTEE  
STATE HOUSE ANNEX, CN-068  
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M E M O R A N D U M

TO: Senate Judiciary Committee  
FROM: Senator Edward T. O'Connor  
DATE: May 5, 1987  
RE: Committee Meeting May 21, 1987

The Senate Judiciary Committee will meet on Thursday, May 21, 1987 at 10:00 AM in Room 424, State House Annex, Trenton. The following nominations will be interviewed.

TO BE THE DIRECTOR OF THE DIVISION OF TRAVEL AND TOURISM:

Noreen Bodman of Flemington, to succeed Victoria Schmidt, resigned, for the term prescribed by law.

TO BE THE COMMISSIONER OF EDUCATION:

Saul Cooperman of Rocky Hill, to succeed himself, for the term prescribed by law.

The following nominations will be considered.

TO BE A MEMBER OF THE SUSSEX COUNTY BOARD OF TAXATION:

Patricia A. Clarkson of Hopatcong, to succeed herself, for the term prescribed by law.

TO BE A MEMBER OF THE MORRIS COUNTY BOARD OF TAXATION:

Susan Yancy-Disbrow of Kinnelon, to succeed herself, for the term prescribed by law.

TO BE MEMBERS OF THE STATE BOARD OF AGRICULTURE:

Robert A. Tucker of Glen Gardner, to replace David A. Meirs, for the term prescribed by law.

Edward A. Wuillermine, Sr. of Hammonton, to replace Anthony Russo, Jr. for the term prescribed by law.

TO BE A MEMBER OF THE CASINO REINVESTMENT DEVELOPMENT AUTHORITY:

Rosemary Farley Janvier of Seaside Heights, for the term prescribed by law.

TO BE A MEMBER OF THE HOUSING AND MORTGAGE FINANCE AGENCY:

Rev. Msgr. William J. Linder of Newark, to succeed himself, for the term prescribed by law.

TO BE MEMBERS OF THE FISH AND GAME COUNCIL:

Thomas J. Webb, Sr. of Sussex, to replace David L. Flitcroft, for the term prescribed by law.

Cole Gibbs of Howell, to replace Anthony DiGiovanni, Jr., for the term prescribed by law.

TO BE A MEMBER OF THE CASINO REINVESTMENT DEVELOPMENT AUTHORITY:

Juanita High of Atlantic City, to replace Don Thomas, resigned, for the term prescribed by law.

TO BE A MEMBER OF THE NEW JERSEY HEALTH CARE FACILITIES FINANCING AUTHORITY:

Theodore D. Bessler of Toms River, to succeed himself, for the term prescribed by law.

TO BE A MEMBER OF THE UNIVERSITY OF MEDICINE AND DENTISTRY OF NEW JERSEY BOARD OF TRUSTEES:

Franklyn P. Gerard, MD of Belleville, to succeed himself, for the term prescribed by law.

TO BE A MEMBER OF THE SECURITIES REGULATION STUDY COMMISSION:

Jerome M. Selvers of Manalapan, for the term prescribed by law.

TO BE A MEMBER OF THE SOMERSET COUNTY BOARD OF TAXATION:

William L. Linville of Somerville, to succeed himself, for the term prescribed by law.

TO BE MEMBERS OF THE CONTINUING CARE ADVISORY COUNCIL:

Arthur Ackerman of Hightstown, for the term prescribed by law.

Leonard Fishman of Hopewell, for the term prescribed by law.

Joseph H. Heartberg of Red Bank, for the term prescribed by law.

TO BE A MEMBER OF THE NEW JERSEY WATER SUPPLY AUTHORITY:

Raymond L. Blew, Jr. of Bridgeton, for the term prescribed by law.

TO BE A MEMBER OF THE ECONOMIC DEVELOPMENT AUTHORITY:

Edmund Downer of Elmer , to succeed himself, for the term prescribed by law.

TO BE A JUDGE OF THE INTERMUNICIPAL COURT:

P. Martin Way of Wildwood Crest, for the term prescribed by law.

TO BE A MEMBER OF THE CREDIT UNION ADVISORY COUNCIL:

Gerald T. Murphy of Monmouth Junction, to succeed himself, for the term prescribed by law.

TO BE A MEMBER OF THE BERGEN COUNTY BOARD OF TAXATION:

Robert Burns of Hasbrouck Heights, to replace Matthew DiChiara, resigned, for the term prescribed by law.

TO BE A MEMBER OF THE COMMISSION ON DRUNK DRIVING:

Phyllis Scheps of West Orange, to succeed herself, for the term prescribed by law.

TO BE A MEMBER OF THE ADVISORY COUNCIL ON COMMUNITY AFFAIRS:

John E. Trafford of Trenton, to succeed himself, for the term prescribed by law.

TO BE A MEMBER OF THE STATE BOARD OF PHYSICAL THERAPISTS:

William Kasserman of Somerville, to succeed himself, for the term prescribed by law.

TO BE A MEMBER OF THE UNIVERSITY OF MEDICINE AND DENTISTRY:

Rev. Robert H. Johnson of Springfield, to replace Herbert Holmes, for the term prescribed by law.



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SENATOR EDWARD T. O'CONNOR, JR. (Chairman): As you can see, we are short a quorum, so what we will do is, we will begin taking testimony, and there will be no vote until such time as we have a quorum.

We have a list of people who have indicated a willingness -- or a desire rather -- to address the Committee with respect to the first nomination I will consider, that of Commissioner Saul Cooperman. Commissioner, would you please have a seat?

Commissioner, because we do not have a full complement of Senators here, what we are going to do is go through the list of people who have indicated their desire to address your nomination, and then, as the members arrive, we will ask you questions, so that everyone will have an opportunity to ask his questions of you. I will, at that time, introduce the Committee members to you.

Right now, we have Senator Lee Laskin. I know you know Senator Laskin. This is Mr. John Tumulty, Staff Aide to the Committee; I am Senator Ed O'Connor, the Chairman; Senator Gabe Ambrosio, our newest Senator, from Bergen and Passaic Counties; and Mr. Russ Molloy, staff for the Senate Majority to this Committee.

So, we will begin then. Is Mr. James A. Moran here? (affirmative response) Commissioner, why don't you have a seat back there, and we will let Mr. Moran come up to address the Committee?

J A M E S A. M O R A N: Senator O'Connor, members of the Committee: There is a two-page document in front of you which represents testimony by myself to this Committee. As it outlines -- I am going to summarize for you, rather than read it to you; you are going to have a long day -- my mission is obviously to recommend that Commissioner Cooperman be reappointed. That recommendation on behalf of the Association is without reservation.

The characteristics that we believe a commissioner must have, we believe, are possessed by Commissioner Cooperman. When he was first appointed, in 1982, we enthusiastically endorsed that appointment. We find nothing in-between that time and now that would cause us to reverse. In fact, we find much to commend, and we strongly recommend his reappointment.

On page 2 -- I would like to turn to that for a moment, if I may -- so that there be no misunderstanding, the legend for the markings to the right on the report card is at the bottom. The "0" is not for zero; the "0" is for outstanding.

I would like to speak to three of those items. The items are not essentially in priority order, but at least the first three items we consider of great importance, and the others of substantive importance.

The integrity level: We believe that the Commissioner of Education of this State, in the person of Saul Cooperman, has demonstrated unquestionable integrity. Even those individuals who might be classified as foes, in personal conversation with me have never questioned the Commissioner's integrity level. In a day and age such as we are in now, it seems very appropriate to be positive that our public officials are of high integrity.

The second, intellect. We believe the Commissioner has demonstrated, throughout his term of office, outstanding possession of those intellectual characteristics required in the job.

And finally, I think the quote from a speech made to the Massachusetts Legislature by former President Kennedy-- He has demonstrated courage, and one of the aspects in courage that Kennedy spoke to was the ability not only to oppose one's enemies, but to, when necessary, oppose one's own friends and colleagues.

With that, I will close. I can assure you that those oppositions have occurred.

Thank you very much, Senator.

SENATOR O'CONNOR: Thank you, Mr. Moran. Are there any questions of Mr. Moran? (no response) No questions, thank you. William Halle?

W I L L I A M H A L L E: Senator, my name is William Halle. I am from Woodbridge, New Jersey. Of course, I am on your list to testify, but because I don't have a title, and I don't belong to an organization that is otherwise represented here, I think I should introduce myself, so you will know who you are talking to.

I am a citizen. I belong to no organization. I serve in no elected or appointed capacity at any level of government. In fact, I am self-employed. I am a lock and alarm contractor. I have absolutely nothing to do with the educational system or the governmental system that runs this great State.

I was born in 1951. My father served in the Korean War. To give you an idea of the background from which I come, I watched sputnik and the great educational initiative that was taken in this State in response to the threat where we had a lag -- we had a brain drain. I remember as a kid learning how to crouch underneath desks with my back to the window. That was part of my education as a child.

My father served on the Board of Education of Randolph Township. I remember as a little boy assisting him in putting up the swings. They couldn't afford to have a contractor do it. I have two children -- two little boys -- aged four and five years. I graduated from Dover High School in 1969, and from Rutgers University -- the greatest university in the world -- from the night school, in 1980. I am proud of New Jersey, and I am proud of the educational system in New Jersey, and I am proud of the efforts that Dr. Cooperman -- whom I met for

the first time today -- has made to turn some of the problems around that the very -- unfortunately very silent baby boom, middle class, which is now having a mini baby boom of its own-- I can't apologize for them, because I don't represent them. I think that more parents should be here today, because Dr. Cooperman has a direct and immediate effect on my family, more than any other single person that I can think of at the State level.

My relationship with Dr. Cooperman has been reading in the newspapers about what he has been doing with the initiatives in the State, and in my involvement as a citizen with regard to the Woodbridge Township Board of Education. Woodbridge Township has 10,500 children in its school system. It has 27 square miles of prime real estate, right in the middle of the State of New Jersey. We are at Exit 11 on the Turnpike, so you will know where we are. Our school budget is \$66 million. We transport over 8500 children to and from school every single day. It reminds me of the Berlin Airlift. That was another one of my experiences when I was in school -- in grade school.

The problems that are involved in Woodbridge Township -- and I think you will be reading about them very shortly in your newspapers and seeing them on the TV-- We have wholesale criminal activity. We have a criminal element that has been stealing from the Board of Education for years. The Federal, State, and maybe even county prosecutors are about to act. It is quite imminent. Much of the investigation that was triggered and the subsequent prosecutions that are now happening occurred because Dr. Cooperman's auditing team went in there and rooted it out, in response to complaints from private citizens, and one Board member.

I have had quite a bit of correspondence with the State, both in writing and talking on the phone -- not with Dr. Cooperman directly, but with his people -- and, like any



citizen, there were times when I was very pleased, and there were times when I was frustrated. None of us can ever say we have never been frustrated from time to time, so, in balance, I would like to say that Dr. Cooperman's strengths -- and since I have a report card here in front of me-- Incidentally, one of the problems I think we have in education is that we have overly inflated grades. I think this is an example. I don't wish to be too critical on this, but I am not a politician, so I suppose I can say that. But, we can't give A's to everybody.

I will say that his strengths have been that he has restored his office with good, honest leadership. That is a fact. There is no question about that in my mind. If there were any question about it, I wouldn't say it. His excellent rapport with the Federal government -- Secretary Bennett -- has helped the State of New Jersey. It is hard to measure it, but I like seeing that. I like seeing the fact that the State of New Jersey is mentioned from time to time as a good example, throughout the country by the Federal government.

I like Dr. Cooperman's efforts with regard to the image of New Jersey, and how he has been working, in his own way, to promote the image of New Jersey with regard to its education and other areas. I think, as a businessman, that that is a kind of intangible that it is difficult to measure, but it is just good for everybody to do that.

I admire his good-faith attempt to amend 18A, the Education Act. And finally, and I think most importantly on his strengths, Dr. Cooperman-- I recall following the Governor's search for an Education Commissioner, and the aborted attempts, and then finally the discovery that in the State of New Jersey we had someone who could handle the job. Not only that, but he was an individual who was a superintendent of schools.

Instead of being the type of person who tries to keep his top people in the background, Dr. Cooperman has attracted

top talent to the Department of Education. That, I think, is the most important thing -- the most important factor -- for any leader. He has attracted people like Commissioner McCarroll, who as an Assistant Commissioner is cautious and careful not to preempt Dr. Cooperman, but, at the same time, is willing, when Dr. Cooperman is unavailable, to deal with things. You know, a lot of people in education aren't very courageous. McCarroll is not afraid -- this doesn't mean that I agree with him -- but he isn't afraid to tackle something.

There is another guy down there who Dr. Cooperman has named Calabrese. Vince Calabrese is the type of guy who is willing to make a decision. He is willing to make a mistake even. He is willing to take heat for it. I admire that. It is hard to find in a State bureaucracy. I admire that kind of courage.

A leader like Dr. Cooperman, who has people like that working for him, is going to be a successful leader. Calabrese has a guy working for him named Ed Kent, who is an auditor. Now, you would never hear a guy's name like Ed Kent at a hearing like this normally, but here is a guy who has the courage and the ability to go in and root things out. I saw him do it in Woodbridge, and it wasn't easy.

You know, I called up one time--

SENATOR O'CONNOR: Excuse me, Mr. Halle.

MR. HALLE: Yes?

SENATOR O'CONNOR: I don't want to cut you short.

MR. HALLE: I am almost done. Can you give me five more minutes?

SENATOR O'CONNOR: We do have an extensive list.

MR. HALLE: I know you do, and they are all lobbyists, and they are all people who are associated with the State. I am the only citizen here. If I could have a couple more minutes.

SENATOR O'CONNOR: We appreciate the fact that you came here today, and I appreciate your comments, but I am going to have to ask you to sum it up.

MR. HALLE: Okay, I will sum up here real quickly.

The things I would like to see the Commissioner be concerned with are-- Number one, I think he should be less concerned with the lobbyists, and more concerned with the children of the State. The NJEA, or the School Board Association-- They all have their own agenda. This new urban initiative, in which the NJEA is proposed to take away the public's right to vote on a budget, seems to be their idea to cure the educational problems in the urban districts. It isn't. I would like to see the Right to Know Law amended and incorporated in 18A, in which citizens are more able to obtain non-restricted information. I would like to see, with regard to all board of education employees-- None of them should be discharged without just cause. I would like to see standards set, much as the State and Federal government has for charitable institutions, where we have standards of how much we spend for support, versus how much we spend for the mission.

For instance, in Woodbridge Township, we spend \$66 million which, with an average class size of 25, works out to \$162,000 per classroom of students. Now, \$162,000 would go a long way if we were to actually spend it on the education of the children. We need to take the standards the government applies to private organizations, and apply them to our own educational organizations.

Finally, let me say that while some of these people in Woodbridge Township are on their way, maybe even to the Gormley Hotel -- Senator Gormley-- I guess he didn't hear me. I think I am wasting my time here. But, I would like to say that while some of these people -- and there may be upwards of 35 who will be charged and indicted or pleaded-- Dr. Cooperman has been there; his people have been there. They have been responsive

to just little citizens like myself. When I call, I get a call back. When I write a letter, I get a letter back. When I need some help, I've got it. On that basis, I, as just a private citizen, highly recommend Dr. Cooperman's confirmation as Commissioner of Education.

SENATOR O'CONNOR: Thank you, Mr. Halle, and thank you for coming here today to advise us of your position.

Dr. Edward Taylor?

D R. E D W A R D M. T A Y L O R: My name is Edward Taylor. I am a resident of Middletown, New Jersey. I also am here as a private citizen. I would like to introduce myself.

I am a graduate of Xavier High School in New York City. I received my bachelor's degree from St. Peter's College in Jersey City, and my Ph.D. and M.A. from St. John's University in New York. Upon graduation, I served on active duty as a lieutenant in the U.S. Army, where I was a platoon leader company commander and, at the post level, served as an assistant adjutant and allied liaison officer. I was promoted to captain in the U.S. Army Reserves, where I served as a company commander and battalion staff officer.

My professional experience includes teaching in New York City, where I taught under the first Open Enrollment Program in New York City, whereby minority students were able to cross district lines and go to the school of their choice. I was an Assistant Professor of Education in the City University of New York, and again served under the first Open Admissions Program, again where minority students were permitted to go to the City University of New York under the first Open Admissions Program where some of the academic -- traditional academic -- standards were waived. In this program, I volunteered my time in the SEAT Program, to help minority students. This was a tutorial program to help minority students under the Open Admissions Program.

I was a department chairman -- a high school department chairman--



SENATOR O'CONNOR: Excuse me, Dr. Taylor. I appreciate hearing your background, but I think, in deference to all of the people who have signed up to speak-- We want to get more into the qualifications of the nominee, so can you start to direct your comments towards Dr. Cooperman.

DR. TAYLOR: Okay, sir, I will try to keep it to 15 minutes.

SENATOR O'CONNOR: No, no, we are not limiting you to any amount of time. I just want you to get to the purpose of why we are here.

DR. TAYLOR: Okay, but I think my background is important, sir. I think it is germane to the--

SENATOR O'CONNOR: We are conceding the fact that you are qualified with respect to the area of education.

DR. TAYLOR: Okay. Then, just briefly, I have been a chairman, vice principal, principal. In 1976, I was employed by the New Jersey State Department of Education. I came to the Hudson County Office of the New Jersey State Department of Education, and for two years in the Hudson County Office I was the T&E coordinator in Hudson County, where I dealt with educational problems in this all urban county on a day-to-day basis.

There is a letter, which I gave you, sir. It is a letter of recommendation from the County Superintendent in July, 1979, which says that Dr. Taylor is an expert in monitoring the T&E process. The reason I cite that is not to give myself a warm fuzzy, but I think it is important for my subsequent testimony.

During that period of time, the State Board of Education had some 10 or 11 priorities. The first priority they had was urban education. Their second priority was T&E. During that period of time, Hudson County was the most urban county in the State. It was the county of highest educational need, as identified by the New Jersey State Department of

Education. Some six of the 26 urban aid districts were located in Hudson County during that period of time, at least for one year. It had the largest minority population in the State of New Jersey, and I might add that, ironically, in the Robinson vs. Cahill case which started T&E in 1975, Robinson came from Jersey City.

Despite the fact that Hudson County was the county of highest need in the State of New Jersey, there was continually inadequate staff in that county. I gave you a letter from the County Superintendent to the then Assistant Commissioner Brooks -- which is ET-2 in the documents I gave you -- which says, in part: "I regret to inform you that the Hudson County Office of the New Jersey Department of Education is presently carrying out its duties in a less than desired manner. Our inability to perform our duties in accordance to the law," and then it goes on and on and on.

In addition, during that period of time, there was a funding change -- and I don't understand the entire funding change -- but what happened during that period of time was that Hudson County lost its Career Education Coordinator, and a county with the high need of Hudson County, therefore, was only given a part-time Career Education Coordinator. Now, this is a county where we are supposed to have an urban initiative. This is the highest need county in the State, and yet it lost its Career Education Coordinator.

In addition to that, the Child Study Supervisor in Hudson County had to take part in the regular monitoring process, and as the letter I gave you -- ET-2 -- indicates, he therefore was neglecting, not through any fault of his own-- He was therefore neglecting some of his own duties as Child Study Supervisor. During the period of time that I was up there, there was a Level II monitoring in the Child Study area, and after I left Hudson County in 1980, there was another Level II. Now, if the Child Study Supervisor had been able to attend

to his duties, perhaps hundreds upon hundreds of hours of State Department time would have been saved.

During that period of time, in Hudson County, what we did -- as all of the counties did -- was approve State compensatory education applications. The gentleman whose job it was to approve the application in Hudson County, who had been with the State some seven years, who had had experience in funded programs, and who, to the best of my recollection, had been given a letter of commendation from Commissioner Burke for his work in funded programs, refused to sign that Jersey City application. As I recall, during that period of time, it was about three and a half million dollars. That gentleman would not sign it because he believed State funds were supplanting local funds. There was a letter to that effect, which I have given you, which I believe is ET-3. That gentleman, for his efforts, was subsequently fired.

I have tried to point out who signed off on this application. I wrote Commissioner Burke a letter in 1981; there was no answer. I wrote Commissioner Cooperman two or three times requesting public documents. Although he did not say I could not have them, I consider that he stonewalled me because he directed me to school districts; he directed me to the Hudson County Office, when these documents, to the best of my knowledge, have always been stored in Trenton. I pointed out to Commissioner Cooperman that I had to go to Trenton to review my personnel file, why could I not review those documents? In my view, Commissioner Cooperman simply made it difficult for me to get them. I am still very curious to see who signed off on that application.

We also monitored, in the Hudson County Office, program improvements. This is a part of the budget, and this is a part of the T&E monitoring. I believe it is A-11 in the old monitoring guide. I gave you a series of documents there -- I believe they are documents ET-4A through ET-4F -- in which

a gentleman in the Hudson County Office found a noncompliance in that funding. He reported this noncompliance. That was in the Hoboken School District. I subsequently took up the monitoring of that school district, and also found the matter noncompliant. I believe I certified almost \$30,000 of the \$124,000 or \$125,000, but the rest I certified as noncompliant. I reported it to the County Superintendent in several memos, which I have also given you.

SENATOR O'CONNOR: Excuse me, Dr. Taylor. Unfortunately, there is just one set of ET-4A through ET-4F. I am just taking a quick look at it, and the dates on these documents are 1979, 1979, 1979. I need for you--

DR. TAYLOR: I think I know what you--

SENATOR O'CONNOR: --to tell us what this has to do with Commissioner Cooperman's nomination.

DR. TAYLOR: All right. Well, the point is, Commissioner Cooperman is aware of this material, or at least his office is aware of this material, and has this material. My personal feeling is that if someone doesn't condemn something, they confirm it. They confirm it if they don't condemn it. At any rate, with these noncompliant funds, I was pressured by the County Superintendent to put them in compliance. I refused to put them in compliance, and I also was terminated from my position.

During that period of time, a representative came down to me from Trenton. He told me the initiative came from the Governor's office through the Commissioner and/or his office, and he was sent down to tell me to back off on this and other issues relating to monitoring and compliance.

Now, I somehow or other suspect -- and I will skip some of my testimony-- I was going to go deeper into my testimony. I'll skip some of that because somehow or other I get the feeling you want me off this desk.



SENATOR O'CONNOR: No. What I want you to focus on, Doctor, is whether or not Commissioner Cooperman is qualified or not qualified for the office of Commissioner of Education. That is what I am trying to direct you toward.

DR. TAYLOR: The point I am trying to make is, Commissioner Cooperman has been aware of this. If he has not personally been aware of it, I think he should have been. His office was aware of it. I was just talking about some three and a half million dollars in Jersey City, plus the money I spoke about in Hoboken. I just wonder how many other millions of dollars in Jersey City and other places in Hudson County have been approved in that supplanting fashion, because people have been terminated from their jobs, people who tried to do their jobs properly and monitor the placement of funds properly.

The other major point I would like to make is, in Hudson County, it is 1987. T&E was passed in 1975 -- Chapter 212. You could have gone through high school three times. It is almost 12 years. You could have gone through high school some three times, and what we do-- We get letter after letter, report after report on Jersey City about noncompliance, about remedial plans, about board plans, about county board plans, about Level I monitoring, Level II monitoring. I gave you one of those letters for your consideration there. It only covers about a seven-month period, and it must cover about three or four different plans and about three or four different delays in Jersey City.

When I was in Hudson County, we had these types of delays. I left there in June, 1980. I can just imagine what has happened between June, 1980 and the present. The point I am simply trying to make is, it is unconscionable to me that after this long period of time, we are only now talking about taking over Jersey City, going into Jersey City, having Jersey City comply. That is totally ridiculous. The documents were in place in 1980, 1981. I have a great many of those documents home on Jersey City, and the pile is about 10 inches high.

Why has nothing been done prior to this present point in time? Now, it is my recommendation that if the State Department of Education is involved in any way in any of these takeovers, especially in Jersey City, it would be a disaster. You would simply be exchanging one political entity for another political entity. I think the State Department of Education does not have the will, the desire, or the talent to get involved in anything of this nature. I strongly recommend that you recommend to the Governor to establish a panel to investigate the New Jersey State Department of Education -- why they have not moved more quickly -- and to investigate-- Also, I recommend to you people that you establish a search commission to seek out a commissioner in this State who has had some urban background and experience, and who will, indeed, surround himself with people, even if he himself does not have that experience -- who will surround himself with people who have had urban experience on an operational level.

That is all I have.

SENATOR O'CONNOR: Are there any questions? (no response) Thank you very much. Paula Coover?

P A U L A C O O V E R: Good morning. I believe that copies of what I have to say are being distributed to everyone. Yes?

SENATOR O'CONNOR: Yes, we have them.

MS. COOVER: I am Paula Coover, Field Service Chairman for the New Jersey PTA. We represent more than 223,000 members in the State, and provide a network of communication for the exchange of ideas, help deliver services, and advocate for children.

We are very proud to live in a State whose Commissioner of Education is dedicated to children and whose counsel is sought by professionals in other states.

Dr. Cooperman did not seek this position. He was recommended by his colleagues. He stepped into a very controversial situation which required immediate, unpopular,

difficult changes in direction. It was necessary for him to make early decisions very rapidly.

Because he keeps the child in focus and has recognized that parent and community involvement is an essential element in any education system, he has included the New Jersey PTA and its nearly 900 local units throughout the State in the decision-making process, both by keeping local people informed and by using the vast resources of the association.

His deep-seated conviction that public schools and public school teachers are absolutely the foundation of our democratic system has guaranteed that New Jersey's emphasis will be on improvement which will benefit those for whom we work -- the children.

We have argued and disagreed on several occasions, have resolved some problems, and are still working on others. It is not essential that we agree on every minute detail of every program, project, or decree. We have come to trust the man and to respect the need for his office to be free to listen to all positions, to evaluate the situation, and to make the best possible decision for all concerned. We have admired his strength as he has defended his cause. He does not withdraw from a fight nor lose sight of the children in the necessary compromises.

Thank you very much.

SENATOR O'CONNOR: Thank you. Any questions? (no response) The next witness will be Edward Meglish, Executive Director, New Jersey Association of School Business Officials.

EDWARD MEGGLISH, JR.: Thank you, Senator. My name is Edward Meglish. I am here to testify both as an individual and as the Executive Director of the New Jersey Association of School Business Officials on behalf of the reappointment of Dr. Saul Cooperman as Commissioner of Education.

I am not going to be as lengthy as some of our previous speakers and get into any kind of a discourse on some of the situations, but we are here to unequivocally support the reappointment of Commissioner Cooperman.

If I may, let me chronicle some events that have transpired during the Commissioner's early years. Initially, Commissioner Cooperman inherited a Department that was lacking direction and not highly regarded by a variety of practitioners and educational leaders. He immediately instituted a management study that resulted in a streamlining of operations, consolidation of personnel, and a refocusing of priorities.

The Commissioner also surrounded himself with competent, top-flight staff who knew and practiced education within our great State. This early maneuver quickly established credibility within the Department, in the field, and demonstrated Saul Cooperman's competency in management and organizational skills.

I would like to briefly disagree with one of the previous speakers when he talked about focusing on students, for I believe the Commissioner has certainly shown a strong effort and direction in that specific area. Minimum basic skills, high school proficiency tests, the gifted and talented programs, bilingual education, improved special education programs, drug and alcohol abuse programs, a war against illiteracy, and 10,000 jobs for 10,000 graduates, are just a few examples of how far we have progressed under the leadership and tutelage of Saul Cooperman.

However, students, although the Commissioner's main concern, are not the only group that has benefited from his long-range planning, dedication, and visionary direction. His agenda for improving teachers' salaries, recognizing meritorious teaching staff, establishing an alternate route of entering the profession, offering forgivable loans to our brightest and best high school seniors and encouraging them to



make teaching their career goal, all have attempted to catapult the teaching profession to its rightful place in our society.

Many other initiatives are now or will be in progress dealing with certification requirements for principals and, yes, even school business officials. We realize that many of the aforementioned initiatives were instituted because of the farsightedness of our Governor, Thomas Kean; however, it is imperative to have a Commissioner who can work closely with the Governor, the Legislature, and the State Board of Education in implementing these programs and allowing them to come to fruition. Saul Cooperman has certainly exhibited that quality.

Do we always agree with Dr. Cooperman? The answer to that is no. One area of disagreement deals with compliance intervention, where we have expressed our concern to the Legislature. However, I am not here to give discourse about compliance intervention, but to point out that even in such a sensitive and volatile area, we have never questioned Saul Cooperman's motives or integrity. Whether facing a friendly or hostile group, the Commissioner has always been highly visible and receptive to individuals and organizations, and just recently gave an inspiring speech at our annual conference. His present and previous dialogue with our Association on a variety of pertinent educational issues prompted our President, J. Raymond Ganim, to state that we now have both the respect of the Commissioner and the State Department of Education.

In conclusion, we believe the Commissioner has accomplished a great deal in his initial term of office, although many issues still need to be addressed. We therefore respectfully urge the Senate Judiciary Committee to confirm the Governor's recommendation of Saul Cooperman as expeditiously as possible, and allow our educational system the opportunity to grow and be nurtured under his most capable guidance.

I thank you for the opportunity to present this testimony.

SENATOR O'CONNOR: Thank you, Mr. Meglish. Are there any questions for Mr. Meglish? (no response) All right, we will go on then to Mr. John Klagholz, New Jersey State Board of Education.

J O H N T. K L A G H O L Z: Good morning.

SENATOR O'CONNOR: Good morning.

MR. KLAGHOLZ: I am pleased to be here today to present to you a resolution of unanimous support from the State Board of Education for Saul Cooperman's renomination as Commissioner of Education.

Saul has fulfilled his responsibilities during the past five years by initiating reforms which have children as the foremost concern. As State Board President, I have reviewed his policy work for the last five years. We have had reports from subcommittees, from work groups, from panels of experts, from a task force, and from study committees. A broad array of resources and expertise have been called into service to form and refine areas. The Commissioner's policy development has an impressive list of high quality, credible, and student-focused reforms for our schools, such as the revision in the seniority system for teachers, the \$18,500 minimum salary for teachers, the alternate route to certification, the new high school proficiency test, revised high school graduation requirements, and the new system for monitoring and certifying school districts, as well as the Academy for Teaching and Management.

These reforms are plans that have been implemented. They have taken root, and it is important that the momentum continue. These initiatives have been recognized nationally by the Secretary of Education, as well as by others. For example, last year Saul was asked to represent the United States at an International Conference in Rome on the Education of Teachers. This year he was invited to represent education at a United States Department of State Conference in Costa Rica, to discuss New Jersey's education reforms.

Each of these policies has been formulated with the full involvement of the State Board of Education. I realize that as a leader, indeed as a reformer, one does not serve without criticism from some individuals. Although I think this criticism is rather infrequent, the one that concerns me most is that which has sought to portray the Commissioner as a leader who does not listen, and who closes out advice on important policy. If there is one point that I make today, I hope it is that Saul has always listened. He has been open to change where it is warranted, and he has had a healthy variety of groups, committees, task forces, and individuals to assist him in the formulation of recommendations and initiatives.

Saul has consistently come to the State Board to keep the members advised of the ideas he is pursuing. When his study of an area is complete, he discusses his recommendations with the Board and listens to the advice which he receives. He is always well-prepared. He always informs us of all sides of an issue.

I became a State Board member about three months before Saul became Commissioner. I came from the Board of Education of Central Regional High School in Ocean County, and I had certain feelings about the task which I had at that time agreed to assume. To be honest, I was a little bit hesitant. I wasn't sure exactly what I would face when I came to Trenton, whether or not I would be able to accomplish anything, to make a difference. I wondered whether or not I would have the opportunity to participate in the decision-making process in areas that would count, or whether instead I would come to Trenton for no real reason.

Three months after I was appointed to the State Board, Governor Kean nominated Saul Cooperman as Commissioner. Almost immediately I knew that I would no longer have to worry about whether or not I would have anything to do. After almost five years as a member of the State Board, and after 26 major

initiatives dealing with virtually every aspect of public education, and with more work to be done, I have come to realize that this Commissioner of Education is one of the most significant and energetic forces for educational improvement that our State has ever seen. He works hard, so hard that those around him, including the State Board of Education, also have to work hard just to keep up with him.

After all the time I have spent working with Saul, I realize that even in the face of the hottest debate, he never loses sight of why he is here. His dedication to the quality education of children is always paramount and it prevails over all other interests. It is these qualities and achievements which led the State Board of Education to adopt the resolution of support which you have received. I would like to read that into the record, if I may.

WHEREAS, Saul Cooperman has served as Commissioner of Education for the State of New Jersey for the past five years, and

WHEREAS, Saul Cooperman has proved himself to possess exceptional knowledge and understanding of his responsibilities and has served with honor in his position as Commissioner of Education, and

WHEREAS, Governor Thomas H. Kean has deemed it desirable to nominate Saul Cooperman to continue serving as our Commissioner of Education, and

WHEREAS, the nomination of Saul Cooperman has been forwarded to the Judiciary Committee of the New Jersey Senate, and

WHEREAS, the State Board of Education has found Saul Cooperman to be competent, compassionate, innovative, and sincere in his mission to improve the educational system of the State of New Jersey, now therefore be it

RESOLVED, that the State Board of Education by this resolution expresses its faith, confidence and trust in Saul

Cooperman's abilities to serve well the State of New Jersey, and be it further

RESOLVED, that the State Board of Education supports the renomination of Saul Cooperman as Commissioner of Education for the State of New Jersey.

I would request on behalf of the State Board that you act favorably on his nomination to continue as Commissioner.

Thank you, Mr. Chairman.

SENATOR O'CONNOR: Thank you, Mr. Klagholz. Are there any questions? (no response) Dr. James Jones? Is Dr. Jones here? (Dr. Jones not present) We will then go to Ted Reid, Executive Director, New Jersey School Boards Association.

O C T A V I U S R E I D: Thank you, Mr. Chairman. It is a great pleasure and an honor for me to be here today to speak in support of Commissioner Cooperman's renomination.

Many of the things I thought about outlining for you as examples of his contributions to the State have already been mentioned, so I will try not to repeat the entire list, which is, indeed, numerous. I think the one thing that is clear is that there have been more initiatives under Commissioner Cooperman than any other Commissioner in recent memory. But it is not just the number of initiatives, but the quality of those. It is clearly a coordinated and consistent attack upon all of the identified problems in the public educational arena, and an attempt to draw the most creative possible solutions to help improve what we are doing in this State.

There has been an explosion of ideas, all of which are designed to improve education, and going to the very heart of the matter. Many of those have been reiterated -- the attempts to improve the quality of our teaching staff, the quality of our administrators, the efforts that have been put forth with respect to students, and the improvement of public instruction.

As several of the speakers have mentioned before, do we, as an organization, or as individuals, always agree with

the Commissioner? Certainly not. There have been some notable areas in which we have had some considerable disagreement; for example, with respect to students -- HSPT -- our organization had taken a position with regard to that that was different from that of the Commissioner, and the Board engaged in considerable debate about the issue. The thing that is important here, however, is that our argument had to do with the implementation process, not with the substance. But, even more importantly, it was always conducted in an atmosphere of open exchange. There was always respect given to the opportunity for other people to have a different point of view and, in the final analysis, what it meant was that there was an evident adherence, as there always is on the part of this Commissioner, to try to see to the final goal, the purpose and mission of doing whatever it is he conceives to be the most appropriate and the most helpful towards the improvement of public education in the State.

I think he has been unswerving in attempting to reach that goal and, in spite of disagreements, the things we have never disagreed about are his motivations, his intent, and his desire, and his sense of commitment and purpose.

With respect to many of the other initiatives in areas like the Governor's school, the urban initiatives, the attempt at attacking the urban problems, and the systematic approach, the effective schools' grants, the desire to try to get New Jersey to address the results of effective school research and to demonstrate how that can work, with the ultimate purpose in mind of securing that wisdom and making it available to all other districts in the State, just represents one of many, many approaches and attempts in that direction.

I think he is an extremely capable manager. That opinion is agreed to by virtually everyone we talk to in the field. His ideas become plans with time lines. There is an inexorable march to realization with respect to his sense of



commitment and purpose once an idea has been formulated and brought together. There is always the opportunity for interchange, and he has been open and willing to subject himself to considerable scrutiny and review and debate, and has walked into the hot seat on many, many occasions, in an attempt to either try to convince people of the veracity of his ideas, and also to allow himself to be subjected to the critical scrutiny, to listen to, to internalize, to review, and to respond to the suggestions and ideas of others.

He is an extremely impressive man. he commands considerable respect. He is hard-driving. He surrounds himself with capable, hard-working people, in contrast to what one of the previous speakers said. With respect to personal qualities, I think that the one thing the State should be honored about is that we have an individual who is obviously very intelligent; he is extremely committed; his integrity is without question. Even when we disagree with him, we respect his intention, his process, and his integrity. He is courageous; he is willing to take on the hard battles because he believes they are absolutely necessary, and he does so without equivocation.

I think in answer to the final question which you asked one of the speakers to answer, which was about the qualifications of Dr. Cooperman to become Commissioner, I would simply say to you-- I am reminded of a speech that Russell Conwell, who is a former President of Temple University, used to always give, called "Acres of Diamonds," where he talked about an individual who spent his life searching the world trying to find acres of diamonds, only to come home and find them in his back yard. The analogy there is simply that if you were to conduct a national or an international survey, I do not believe you could find anyone who would bring more in the way of greater leadership, commitment, integrity, honesty, intelligence, background in education, and more of a desire, a

commitment, and a demonstrated performance in the improvement of public education. He is an asset to the State of New Jersey, and I commend him to you and hope that you will favorably approve his nomination.

Thank you.

SENATOR O'CONNOR: Thank you, Mr. Reid. The next and last witness is Mr. James Morford, New Jersey State Chamber of Commerce.

JAMES MORFORD: Mr. Chairman, distinguished members of the Senate Judiciary Committee: I am James Morford, Vice President of the New Jersey State Chamber of Commerce.

The business community has long expressed its interest and support for a high quality system of public education in our State. We have supported many education initiatives, and maintain a strong and active education committee.

Business has a real stake in the product of our public schools -- the future work force. Employers want to be assured that the graduates of our educational system come to the workplace with a desire to work, to learn, to grow in their jobs and, very importantly, come to the workplace with a sense of integrity.

Shortly after assuming office, Commissioner Cooperman conducted a series of meetings with business leaders throughout the State. He sought out the opinions and concerns of our State's business community with respect to their goals and desires for public education. Dr. Cooperman was the first Commissioner in memory to have sought the views of the employer community. I was recently privileged to represent the business community on the Commissioner's High School Graduation Requirement Study Panel. The input of business was sought and considered.

As Commissioner, Dr. Cooperman has been a strong administrator, a dynamic and innovative leader. He is determined to make T&E a reality for all children in New Jersey's public schools.

The New Jersey State Chamber of Commerce is pleased to support the renomination of Dr. Saul Cooperman as Commissioner of Education, and respectfully urges the Senate Judiciary Committee to approve that nomination.

Thank you, Mr. Chairman.

SENATOR O'CONNOR: Thank you, Mr. Morford.

Commissioner, if you would have a seat now, we would like to ask you some questions. Permit me, if I may, to introduce the members of the Committee who have arrived since we started. To my immediate left is Vice Chairman of the Committee, Senator Raymond Zane. Walking around with some newspaper clippings is the Senate President, Senator John Russo. The distinguished gentleman with the gray hair and the Ben Franklin glasses is Senator Richard Van Wagner from Monmouth County; Senator Gormley, who I don't believe was here when we started; and to my right is Senator John Dorsey from Morris County.

Commissioner, I would like to start the questioning, particularly with respect to the urban initiatives. You visited Central High School in Newark a few years back, and you were very much struck by what you saw. In fact, there was somewhat of a furor raised over conditions you discovered to be in existence at Central High School.

The first question I would like to ask is: What have you done, and what has the Department done since that time to address the conditions you saw at Central High School?

COMMISSIONER SAUL COOPERMAN: One of the things that was very upsetting about going to Central High School was just an apathy and a feeling that it couldn't get better. I thought about just working with Central High School, symbolic and so on. And I thought, no, this is not the way to do it. We've got to have a plan, it has to be a good plan, and we have to try to work our plan.

I will ask Bob Swissler, when I am finished, and I will tick off rather quickly just what our plan is and what we have tried to do in the urban areas to have a concentrated plan. One of the things we did was reduce the State Department by 7% in personnel, and we appointed 11 urban specialists to just work in urban areas -- a commitment. Another thing we did was form a variety of committees so I could hear, because, as one gentleman said, I am white, I was from the suburbs and, therefore, how could I really be sensitive? That is a good question; a fair question.

So, besides the people who are working with me in the Department, I met with black churchmen, mainly from Newark; I met with an Urban Advisory Committee; I met with urban superintendents; I attended black issue conferences and the Alliance of Black Educators; and I met with 100 black women, to listen before I acted. So, I didn't act based on bad information or not being sensitive.

We have an urban initiative. Some of the results are good; some of them are poor. We work with three cities -- Trenton, East Orange, and Neptune -- and then we offer 10 programs to the other 53 urban districts. We are the only state in the United States that has tried to do that, where the State helps districts to help themselves.

We have a program for urban dropouts aged 16 to 21. Forty percent of the people who started the program are still in it. If 22% have passed the GED, that is only one out of five, but what would have happened if we didn't have the program? What would have been the cost to the State? Over 30% of the young men and women have jobs.

We have redirected money from our vocational programs. I met with our Vocational Director about four years ago, because I was a superintendent, and I remember how people used to say to me, "Saul, if you write such and such a grant, you can get money." I once got a rather big computer in

1980-1981, simply because people wanted to use up the money they had, and so encouraged me to write a grant. I want to stop that, and have the money go into urban areas.

So, what we have been able to do by swinging that money around-- We have had over 30 job developers who develop jobs, so the kids can get jobs when they graduate. Another thing, we have a number of programs called the "Summer Lag," when kids are out of school and they drop back and they lag in their basic skills. We are working with our 17 course performing districts on the HSPT. They are all urban districts.

We are working in the area of bilingual. Five years ago -- and I state this emphatically -- the State Department did not look at the bilingual community. Our Bilingual Division was buried down in our Department. Now we have a Bilingual and Comp Ed Division. I won't relate, unless you want to follow with further questions, precisely what we are doing so that all of our children speak English, and speak it as quickly as they can.

We have just kicked off something that is called "10,000 Graduates, 10,000 Jobs," to say to our urban kids, "If you graduate, you pass the HSPT, you have an attendance record of over 92%, pass a course in employability and citizenship skills, we will work with the picks and we will work with the Department of Labor and with industry to get students 10,000 jobs. They will be entry level jobs, but they won't be flipping hamburgers."

I will just skip some other things in basic skills. We have a Minority Teachers Program. That is just a quick overview, Senator, of some of the things we have tried to put together, and a lot of it came from that visit to Central, because when I went to Central I had been to other school districts, but that was when they invited me and, of course, they had everything buffed up and polished up and they led me around only to the people they wanted me to see. So I think we

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have a program. It is not a be-all and end-all, but I think it is the most comprehensive program that any state has.

I would just ask, Bob, if you would, to distribute that material, so maybe you can see some of the things we are doing in urban areas.

SENATOR O'CONNOR: All right. You conceded, when you began your answer, that the results of that urban initiative as a result of the visit to Central, were -- some good, some bad. Some people feel that at best the results are mixed. Perhaps the question is a little unfair because you have only had a year, but to what to you attribute the poor results?

COMMISSIONER COOPERMAN: Partly some inconsistencies on the part of the State Department. We have had three people in the past four years who have had that particular position. One person we hired -- a very bright and energetic woman -- was from St. Louis. She thought her husband was going to come here and work with her. He didn't; she went back. We had a second gentleman who worked for a year. Then he got a promotion within the Department and left. So, we have a third person. So, I think partly we have to take responsibility for the lack of continuity. We have had three good people, but we have had three people.

I think part of the responsibility has to be with the districts. I think some of the districts really thought they were going to get money, and that was it. We said they had to plan their work; they had to have goals and time lines; and they had to fix responsibility with people. I think some of the districts really did not want to do that. They did not want to follow through. They just wanted to get the money and spend it the way they wanted to spend it. So, I think the whole idea of a concerted plan and relentless moving toward that goal was not on their agenda.

SENATOR O'CONNOR: I am very interested in your school intervention legislation, particularly being from Jersey City,

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which everyone reports is perhaps the first district contemplated to be taken over. If your urban initiative is designed to establish operations to improve urban districts, why are you seeking this legislation to allow the State to take over local school districts, when thus far the initiatives have not really been all that promising?

COMMISSIONER COOPERMAN: Well, there are two things. Some of them have been promising; some have not. But I think on one hand we have to help. We have to do everything we can to help. We have something called an "Effective Schools Initiative." I won't go through the research, except to say it is the best research possible in education. We have taken 15 schools in the State. Ten of the schools are urban schools. We are working with those schools. We want to turn those schools around and make them better. So, we will keep trying to help wherever we can. But, on the other hand, we have the law. We have the monitoring law; the law which says every child should have a thorough and efficient education. In monitoring, after the first three years, I found out that there were some school districts that just couldn't seem to get it right. That is why, reluctantly, I feel it is absolutely necessary to carry out the law -- to carry out the legislative law -- where the Legislature said to the Commissioner in '75: "You monitor and tell us whether these schools are thorough and efficient."

What I would like to do is just work on helping districts, but sometimes, whether it is the mix of the people, the inept leadership, whatever it is, they do not get things right. So I felt we had to build in another step, and we call that other step Level III. You mentioned that Jersey City might be the first one. That would be-- I wouldn't go that far. Right now, we have 555 districts out of 597 which have been fully certified. Forty-three out of the 56 urban districts -- fully certified. There are six districts in Level

III. Two of them are very small rural districts -- Penns Grove/Carneys Point in Salem County and Maurice River in Cumberland County. The other four are urban. Two of the urban districts -- Asbury Park and Camden-- After a deep look at those districts, we knew they have considerable problems. We said, "We will work with you. We will help you. If you make considerable progress, we will get you up to T&E, but it's your problem in the districts and we will help."

Jersey City, right now-- We are in Level III, and a report has not been made to me on exactly the disposition of what position we will take in Jersey City. The consistency is, help with all you can. Do everything you possibly can to help a district, but we've got the law on the other hand which requires T&E. We think that the logical extension of T&E is that if the district is educationally bankrupt, the State has an obligation to do something about it.

SENATOR O'CONNOR: Well, the takeover legislation, in some respects, actually diminishes the power of the Commissioner to issue administrative orders at Level III, does it not?

COMMISSIONER COOPERMAN: Would you say that again, Senator?

SENATOR O'CONNOR: The proposed legislation-- Doesn't it actually diminish the authority of yourself -- or whoever the Commissioner is -- to issue administrative orders at Level III?

COMMISSIONER COOPERMAN: No. There is a balance here which we have tried to achieve, which is saying, "The district is responsible for the education of that district -- the board, central administration, principals, and teachers, the citizens of the community." In Level I, we literally don't mess in; only in Level II. If something is wrong, we still allow the local district-- We say, "You form a remedial plan. We will want to make sure there are sufficient bucks to carry out the

plan, but it is your plan." In Level III -- in the beginning of Level III -- if we don't go to something we call "Comprehensive Compliance," we are very specific. We will then issue directives and findings. We will say, "We have found this, and we direct you--" That really gives me a lot of authority to say, "We direct you to do this." If they do not agree, they can, through due process -- the local district -- argue that. They can argue it through the courts.

So, I do have sufficient authority, with the major responsibility being with the district. See, there is always this play. One group of people will say, "You haven't done enough. You haven't used your authority." The counter is, "You have no right to come in, Saul. That's local; let the locals solve the problems." Then if I come in in an assertive way in Level II or Level III, it's, "You're meddling in local districts. Let them alone." I think the balance is: Level I, the district is totally alone; Level II, they have to have a remedial plan; Level III, we have findings and directives. If we have to go to Comprehensive Compliance, that is when we do a four- or five-month deep investigation to find out if there is something in the underbelly which is causing this district not to get it right.

SENATOR O'CONNOR: Well, isn't there some question now that with this change at Level III monitoring that a district might not have a full year to get its act together so it will be in compliance?

COMMISSIONER COOPERMAN: Well, the districts we are looking at have had 13 years. The reason why I started to think this through in my head was because it was manana, manana, manana. It has been going on for 13 years. The gentleman who testified about T&E-- He worked for the Department from 1976 to 1980, and he talked about T&E. It has been going on since '75. Districts have had a long time. Your T&E is not that which defines an outstanding district. T&E is

the minimum that a child has the right to deserve by law. So, I think there has been sufficient time. I honest to God think I would be derelict if I didn't come up with some plan to say, "Look, we have looked." Do we just stay in Level II? Do we just say, "We'll help, we'll help, we'll help"? We have a lot of programs. There are some districts which have just turned their backs and said, "I am not going to participate in those programs." They just brush us off.

SENATOR O'CONNOR: Are there any questions from the Committee?

SENATOR ZANE: Yes.

SENATOR O'CONNOR: Senator Zane?

SENATOR ZANE: Commissioner, a point I would like to have clarified: When we have discussed the intervention -- the takeover proposal -- it has been frequently said that you already have that authority under the law. Is that correct?

COMMISSIONER COOPERMAN: That is absolutely incorrect; no, sir.

SENATOR ZANE: You do not, at the present time, have the authority to go into a local school district and resolve local problems that are resulting in T&E not being delivered?

COMMISSIONER COOPERMAN: Well, there is a distinction -- a different question. I have tried to exert my authority in such places as Hudson County Vo/Tech, in Jersey City, in Newark, and in East Orange. They overspent their budget by \$7 million. Even someone testified -- and I know a little bit about that -- about Woodbridge. So, we have not been shy in going in when the problem is clearly defined, to use that authority. But we are talking about the whole T&E failure to comply in the whole -- the totality of T&E -- rather than a limited intervention for a specific problem. The Special Ed is not right in "X" district. Bilingual is not complying in "Y" district. What I asked for-- I think the compromises that have been made and the amendments that have been put on, with

the exception of one particular one, have been great. They have literally strengthened the bill.

What I asked for was that the present school board should not continue; that the central administration has to be responsible for what would be inept performance; that we would have the right to replace the person who controls the money; and finally, with due process proceedings, we would have the right to remove a principal. Those powers I absolutely do not have. The people who keep saying, "Cooperman, you have the power now--" My stock answer, Senator, is frequently, "Well, if I have the power, then why can't I be humored a little bit, and just put it into legislation." I don't have that power, sir; I absolutely do not have that power.

SENATOR ZANE: Have you, during your term in office, attempted to exert that kind of power and been turned away because you don't have it?

COMMISSIONER COOPERMAN: We have checked pretty carefully about how far my power goes and where my power doesn't go. As far as the four points I mentioned, I clearly, without legislation, do not have that power. If I went through the courts, it might take two or three years to finally establish to what degree do I have power.

SENATOR ZANE: I have another question: Commissioner, what is your position on the current bargaining power of teachers?

COMMISSIONER COOPERMAN: Current bargaining power?

SENATOR ZANE: Yeah. I guess really what I am asking you is: Do you believe the scope of negotiations bill is appropriate at this time?

COMMISSIONER COOPERMAN: My basic position is that there are too many adversarial relationships. There is too much the "us's" against the "them's." The basic thing which school boards and teachers talk about throughout the year is negotiation. It alone subsumes every other thing they talk

about. The board's most powerful committee is negotiations; the teachers' most powerful committee is negotiations. They talk adversarial demands and counter-demands, and the cooperation is frequently not all that it could be. That is the first point.

The second point is, I think negotiations is an absolutely bona fide way of discussing certain things in business. I think it's got to be-- Back when I was a principal, I argued for it, and I argued for some things in it -- and I can be checked out; it was Belvidere, New Jersey -- that I thought teachers ought to have -- the rights that were in the negotiating agreement.

As for the scope and how far the scope should go, I look at each particular thing that is advanced in scope on its own merits. The Governor has asked me for counsel, and in several areas I have said things that are reasonable; in other words, to consider things for an expansion of scope. But, generally -- generally -- I think that to just keep expanding at the bargaining table -- to make everything bargainable -- you get an us against them, you get demands and counter-demands, and that is not the way we should primarily do business.

SENATOR ZANE: But the scope of negotiations legislation, as I understand it -- and, please, someone correct me if I am wrong; it has been kicking around for a number of years -- basically says, as a major premise, that those things that both sides agree to negotiate could be negotiated, and unless both sides agree to negotiate, they couldn't be. Is that your understanding as well?

COMMISSIONER COOPERMAN: Well, it depends on the specific of what is put forward. I took a position -- and I could send a copy if anyone would like it; it was in '82 or '83, when I came in -- and I said, "Teachers must be involved more." I said specifically where teachers had to be involved



by our initiatives. I have tried to live by my words of teachers being recognized, rewarded, grant programs, academies, and whatnot. But I took a position against 585 -- and on that type of bill I would continue to take a position against 585 -- when there were specific delimited areas, and said, "What about this? Should this be brought over -- an expanded scope?" Then I said I would look at that and would advise the Governor accordingly, and I have.

SENATOR ZANE: My understanding is that presently, in that area of legislation, the Administration and the NJEA, I guess, have worked out some sort of a compromise. I don't believe it is in bill form yet -- maybe it is -- but conceptually some sort of a compromise as to what the scope of negotiations should look like. Have you been involved in that process?

COMMISSIONER COOPERMAN: I sure have.

SENATOR ZANE: Are you in agreement, at this time, that the legislation that is, I guess, going to be proposed shortly would be acceptable to you?

COMMISSIONER COOPERMAN: I have advised the Governor that in certain areas there are certain things which are certainly acceptable.

SENATOR ZANE: Would it be anticipated then that you would not be in opposition to the successor, if you will, to 585?

COMMISSIONER COOPERMAN: It depends on what it is, Senator, because many times, you know, I will see something one day, and then it is, "But, I have another thing to add." And you say, "Oh, wait a second, where did that come in?" So, as far as the things that the Governor has asked my advice on, there are several areas where I have advised -- where I have said, "Governor, I think that is fine." But, you know, it would get down to very specific areas.

SENATOR ZANE: I understand. Thank you very much.

SENATOR O'CONNOR: Senator Ambrosio?

SENATOR AMBROSIO: Commissioner, in 1975, our Supreme Court held the method of financing public education unconstitutional. Then we adopted a new method of funding education, which was designed to reduce the inequity between the richer and poorer districts. Here we are, a decade or more later, and that gap has, in fact, widened, and we are back in court on the same issue again in the Abbott vs. Burke case. Would you care to comment on that predicament?

COMMISSIONER COOPERMAN: I guess where I can comment, because I will probably be part of that area. I think every child has to have enough money for a thorough and efficient education. There has to be enough money in the till. How much? That is the critical argument. What is enough for T&E? Right now, the formula is being challenged. I have made suggestions on how to change the formula, and will continue to make suggestions on how that should be changed. I said the current year funding, or forward funding is something I think that could really help -- really help some urban areas.

But, as far as is the challenge made in Abbott vs. Burke, a reasonable challenge, I have to wait until the stuff comes out of the OAL and is sent to me. I guess that is the way I would answer that.

SENATOR AMBROSIO: Is it your opinion that there is a minimum number of dollars per pupil that is necessary to provide a thorough and efficient education?

COMMISSIONER COOPERMAN: I don't think there is a finite number. As part of the formula now, there is a guaranteed valuation, and that gets cranked into the formula. So I don't think there needs to be a finite dollar for a child. I don't think that is necessary. But, we have to have a formula which stands the test of constitutionality -- thorough and efficient. Whether this one does or not-- That is what is being hammered at right now.

SENATOR AMBROSIO: What about districts that go beyond the minimum and spend more dollars and provide a high quality education? Does the State have an obligation, either ethically or morally, to deal with the right of all students in the State to get the same high quality education?

COMMISSIONER COOPERMAN: I think so, yeah. I think one of the things we try to do in monitoring-- We said that instead of monitoring every year, we would monitor every five years. So, with 555 districts already monitored successfully -- that is 94% -- we can give our help, and also put some pressure on to the 6% which don't seem to be getting it right. Now, how much money it takes is always a very vital argument. We have some districts that do a hell of a good job, with apparently little money. There are, conversely, other districts which appear to have sufficient money, but they can't get things right. I could give example after example of that.

SENATOR AMBROSIO: I'll come back again.

SENATOR O'CONNOR: Commissioner, the hour is 12:15, and there are extensive other questions I know the individual Senators want to ask. In fairness to them, we are not going to get through all of this today because we have to break at 12:30, and we do have another nomination on our agenda which we would like to take up. That being the case, I am going to carry the nomination until June 11, which is the next date that the Committee meets. We will continue the questioning at that time.

SENATOR GORMLEY: Excuse me, Ed. I'll work through lunch. I have no questions.

SENATOR O'CONNOR: Yes, but there are others who do. In fairness, Senator, we are not going to reach it today. So, we will continue the nomination on the eleventh.

We are going to take up now the nomination of Noreen Bodman to be the Director of the Division of Travel and Tourism. Noreen, I know you were here when the Committee was

introduced, so I am not going to go through introducing everyone again. We have all had an opportunity to take a look at your questionnaire. Are there questions from the Committee before I ask my questions? (no response) All right, I will start then.

Since 1982, the estimate for tourism revenue generated has doubled from \$7 billion to \$14.2 billion. Over that same period of time, the commitment of dollars to advertising and promotion has increased ninefold, from \$850,000 to \$7 million. Why hasn't the growth -- if you are able to tell us -- in tourism kept pace with the growth in our advertising and promotional budget?

N O R E E N B O D M A N: That is a good question. As you know, I have just been here. It is generating \$11 billion annually in revenues. We do spend the \$7 million, and we are fifth in the nation. So, I can't really comment on what has happened in the past, but what has happened since I am here, and we are fifth in the nation in tourism revenues. So I think we are getting the bang for our advertising dollars, if you look at it that way.

SENATOR O'CONNOR: It is also reported that the growth in tourism jobs is only 50% over the seven-year period -- only up 50%. To what would you attribute the growth in that category, you know, with the increase in the amount of dollars we are putting into advertising?

MS. BODMAN: To what do I attribute the growth in jobs?

SENATOR O'CONNOR: Right, the fact that jobs have-- We have only generated 50% more jobs, but we are spending ninefold more in advertising.

MS. BODMAN: Well, maybe we have only generated 50% more jobs, but we have well over 200,000 jobs attributed to the tourism industry. It is tough, as I am learning, to attribute what exactly is the tourism industry. We use restaurants, hotels, motels, and things like that, but it is not unaffected

by a lot of other different divisions in the State and other businesses.

I think that is a good growth. I think we have a potential to grow even more as New Jersey's image has been raised and its visibility. I think we will continue to grow in the area of jobs and in revenues generated.

SENATOR O'CONNOR: Back in 1984, Bozell and Jacobs conducted-- Well, okay. Have they conducted any tracking studies since 1984? Specifically, I am interested in knowing whether there have been any findings with respect to the "New Jersey and You" campaign.

MS. BODMAN: There have been tracking studies conducted. We tracked the recognition of "New Jersey and You, Perfect Together." My predecessor tracked that; we still track that, which is why we have maintained the same theme. It is very well-known in the 55 markets we advertise in. It has recognition in those markets, and is helping again in the image of New Jersey. So, Bozell does track it, as we do also.

SENATOR O'CONNOR: The State Auditor found, in 1985, that Governor Kean had appeared in some 92% of the radio and television commercials that were aired since 1984. Has that percentage changed since then?

MS. BODMAN: I do not know the exact percentage. As you know, the Governor is still the chief spokesman in our television commercials. So, if it has changed, it has not been drastically.

SENATOR O'CONNOR: In that regard, either Bozell and Jacobs or the Division or someone concluded at some point that Governor Kean was the best salesman for New Jersey. The question is, were any other personalities sampled for that position, such as Senator Bradley, or others?

MS. BODMAN: The other personalities, as you know, who have been used in the advertising have been Bill Cosby and Brooke Shields and other people. I can just tell you what I

know since I am there. When they test for recognition on our commercials, the Governor has a high recognition. The "New Jersey and You, Perfect Together" theme is one of the recognitions. The Governor and Bill Cosby are the recognition in those commercials. What has been thought of in the past as to who else to use, I do not know.

SENATOR O'CONNOR: What are your plans for the Division?

MS. BODMAN: What would I do differently in the Division?

SENATOR O'CONNOR: Right.

MS. BODMAN: Well, we plan very much to continue the "New Jersey and You, Perfect Together" theme. Again, I want to reiterate that it has been extremely successful in raising the image of New Jersey, not only outside of the State, but with our fellow friends. One of the things we are looking to do, though, now that we have raised the image and we are attracting people to the State, is to focus on the attributes and the attractions of the State. I think most of you know that Atlantic City has become the number one tourist destination in the country, attracting some 30 million visitors a year. That is real good for New Jersey, and we plan to use that to promote the rest of that area. The Meadowlands is very well-known in the country as one of the premier recreational facilities in football and other sports, and we plan to use that to not only bring people to that area, but to promote the rest of that region.

Some of the other things we have done since I have been there-- We had a conference to promote partnerships between the historic sites and cultural attractions and tourism. They are very much a part of tourism. I think we are focusing more now not on building an image, but on more specific attributes and attractions, to let not only our fellow New Jerseyans know that they have a lot to be proud of here,



but to also let people outside the State know that there are a lot of things to do in New Jersey. There is a lot of diversity, from our colonial history and the year of the 200th anniversary of the Constitution to our Meadowlands Sports Complex.

SENATOR O'CONNOR: If I may, just another area I am interested in. In 1985 and 1986, we funded tourist matching grants for counties at a level of \$250,000 per year. This year, there was a supplemental appropriation of \$100,000. Could you explain what that money is used for and how it is distributed?

MS. BODMAN: The Division has a matching grant program and, as you said, it is \$350,000. People apply for that money through their regional councils to the Division for programs that will promote tourism to the State of New Jersey. They do have to use the umbrella theme, "New Jersey and You, Perfect Together," and it has to be something that promotes tourism. It cannot just be a one-town focal celebration.

We had a total in requests this year for the matching grants of over \$1.3 million for funding. So, it is a successful program. The things we fund are things like the Waterfront Marathon, which has come in for a matching grant before. As everybody knows, the Pre-Olympic Trials are next year, and that is attracting people to the State. So, it is those kinds of programs that we fund that promote the tourist industry in the State of New Jersey.

SENATOR O'CONNOR: I am advised that no funding at all was requested for this program in the 1988 budget. I am wondering why that would be.

MS. BODMAN: For the Waterfront Marathon?

SENATOR O'CONNOR: No, matching grants for counties.

MS. BODMAN: That no funding was--

SENATOR VAN WAGNER: No increase?

SENATOR O'CONNOR: No funding at all.

SENATOR VAN WAGNER: No funding at all.

MS. BODMAN: No increase was applied for, but the-- I was under the understanding that no increase was applied for, but that the same funding was applied for in the budget for '88. I could be wrong.

SENATOR O'CONNOR: Okay. Are there questions? Senator Van Wagner?

SENATOR VAN WAGNER: I am interested in the effectiveness of the advertising campaign, since that is such a large portion of your budget. The apparent findings are that we have stimulated a great deal more interest in this State, and have attracted, in fact, more tourists. Maybe this was mentioned already, but recently 28% of surveyed respondents named New Jersey as their first choice for a vacation or visit. Is that pretty much your understanding?

MS. BODMAN: Yes, sir.

SENATOR VAN WAGNER: Do you know what increase that represented over the 1982 survey that was done?

MS. BODMAN: No, sir, I do not. I have not seen the 1982 survey.

SENATOR VAN WAGNER: It was an 8% increase. I would like to point to the fact that in 1982, there was a substantially reduced amount spent, as opposed to the following years 1983, 1984, 1985, up through 1986. That increase has been substantial -- \$850,000 in 1982 to a 1987 level of \$7 million, with steady increases all along -- and yet from a cost-effective point of view, only 8% more respondents have, in fact, indicated New Jersey as their first choice. Would you consider that kind of advertising, in your own view, cost-effective?

MS. BODMAN: I can't speak for past times, and I have to say that because I wasn't here. I would like to say that I knew everything that happened, but I didn't. I think our advertising is effective. I would defend the advertising. We

advertise in 55 markets based on geographic access to the State of New Jersey. A socioeconomic study that was commissioned before I took over showed that that advertising has impacted. It shows that 60% of the people interviewed said they would come back to New Jersey again. I feel the advertising campaign is a viable campaign.

Tourism is in the top five industries in the country right now, and when you are talking tourism dollars and you are talking \$11 billion in revenues a year, it is becoming an extremely competitive business. I do not think we can stay competitive without a good advertising campaign.

SENATOR VAN WAGNER: I totally agree with what you are saying, but the point I am trying to make is, doesn't it give you some-- Forgetting about what happened in the past, wouldn't that statistic give you some pause to think about--

MS. BODMAN: I would like to check the statistics, very definitely.

SENATOR VAN WAGNER: Staff, I think, has done a fairly exhaustive study, and I think these figures are available. The Commissioner of Commerce, Mr. Putnam -- I have trouble with people with two last names-- The Commissioner of Commerce, Mr. Putnam -- and I am getting better, because I used to call him Mr. Borden -- indicated before the Joint Appropriations Committee, I guess, perhaps in 1985, that fully 70% of the amount of the money spent-- Of the advertising money available, 70% was spent on in-state advertising. We don't have a breakdown of what percentage included the Governor and what percentage included Brooke Shields or Bill Cosby. But, that 70% was spent inside the State of New Jersey. I can appreciate that. I think it is good that we would spend 70% of that money to make our New Jerseyans aware of the sandy beaches, "Perfect Together," etc. As a native New Jerseyan, I also share that kind of chauvinism about the State.

However, given the last review and analysis you presented, since tourism has become so competitive, and since tourism has become, as you put it, such a big industry, wouldn't we be better served to spend 70% of our money outside the State, and perhaps 30% inside the State?

MS. BODMAN: I think that is why in the last couple of years -- and I don't know the exact percentage; I will be honest about that -- the markets have been expanded out to Ohio, up into New England, and down into the D.C./Virginia/Maryland markets. The markets have been expanded to 55 different advertising markets. That has happened within the last couple of years -- the last year or so.

SENATOR VAN WAGNER: It is remarkable that it occurred after '85. I find that particularly interesting--

MS. BODMAN: I can't speak to '85.

SENATOR VAN WAGNER: --that the market shift took place from '85 through '87. Perhaps we will see it shift back in '89. But, anyway, I realize that is not something-- I would assume from your background and knowledge -- and you seem to display a good grasp of just what the budget is and what the demographics are--

MS. BODMAN: I'm learning.

SENATOR VAN WAGNER: Would you say -- just trying to take this into an area of objectivity -- you are going to go out there and sell New Jersey and compete-- Would you say you are probably going to be looking to direct more of that tourism dollar -- or that advertising dollar -- outside the State?

MS. BODMAN: As a matter of fact, the advertising agency was in yesterday for a full-day meeting with the people, to reassess our campaign plan in terms of advertising, and to make sure that we are getting a good bang for our dollar. That is what we are doing. As of yesterday, we had not completed that, and if it takes another week, then we will spend the time doing that, to make sure we are advertising in the right

markets on the right stations and we getting the bang for the dollar that we need.

SENATOR VAN WAGNER: I sense, between the lines there, that you are saying I am not too impressed with an 8% increase in awareness and the amount of money that is being spent out-of-state.

MS. BODMAN: I have to be very honest with you, sir. I am learning; I am learning real fast. I have been there for just about four months, and I am learning real quick on a dead run. I have had some people come in who are working with me now who have more expertise in the area than I do. They are looking that over and studying it, and I am taking their recommendations on what they think is the right path to go.

SENATOR VAN WAGNER: Okay. I liked your answer. Are you going to be looking at somewhat broadening the amount of personalities you are going to involve? Do you have any ideas along those lines?

SENATOR GORMLEY: Senator Russo, for the ads.

SENATOR AMBROSIO: He is available -- Richard.

SENATOR VAN WAGNER: I want you to know that I am considered very photogenic. In '87 I am definitely available for advertising. I will give you the towns I live in on the shore, you know.

SENATOR GORMLEY: In fact, something in Hudson in the next two weeks, we could use.

SENATOR O'CONNOR: Thank you, Senator Gormley.

SENATOR GORMLEY: No problem; no problem.

SENATOR VAN WAGNER: No, seriously, are you--

MS. BODMAN: I will be honest with you. My personal -- and this is a personal opinion--

SENATOR VAN WAGNER: That's all right.

MS. BODMAN: I would like to just see some real down-home New Jersey folks in our advertising. That is my personal opinion. I think the people of New Jersey make this

State what it is. They make the tourism industry happen, and I think they are our best asset. We should promote them as well as we do our attractions.

SENATOR VAN WAGNER: I want you to know that Ms. Bodman and I have not talked before this, correct?

MS. BODMAN: We have not. I haven't seen you in a long time, as a matter of fact.

SENATOR VAN WAGNER: You stole my next question. I saw some very effective advertising done, I think in Massachusetts, if I am not mistaken, and other places, where they did just that. They used down-home folks, good filming, you know, good production techniques, and it was very effective, because, you know, who better to sell the State to people coming in than those citizens who actually live here and enjoy the quality of life we have?

MS. BODMAN: I agree with you wholeheartedly.

SENATOR VAN WAGNER: I think that is a great idea. Thank you, Mr. Chairman. That's all.

SENATOR O'CONNOR: Thank you, Senator Van Wagner. I think at this point we are about ready to move the nomination. I know we are about ready to lose Senator Gormley if we don't.

SENATOR GORMLEY: I am going down to audition for the ad. (laughter)

SENATOR VAN WAGNER: See what I opened up for you, Bill.

SENATOR O'CONNOR: I had the good fortune of working with the nominee, on the New Jersey Vietnam Veterans' Memorial Committee.

SENATOR VAN WAGNER: She did a fine job.

SENATOR O'CONNOR: She did an outstanding job there. I know she has done outstanding work with the Statue of Liberty Bicentennial Commission.

MS. BODMAN: Thank you.

SENATOR O'CONNOR: Before I be presumptuous and move the nomination, I will ask if anyone in the audience would like to address the Committee on it. (no response) Hearing no one, I will then move the nomination.

SENATOR VAN WAGNER: I'll second it.

SENATOR GORMLEY: I'll second it.

SENATOR O'CONNOR: Seconded by Senator Gormley and Senator Van Wagner.

MR. TUMULTY (Committee Aide): Senator O'Connor?

SENATOR O'CONNOR: Yes.

MR. TUMULTY: Senator Ambrosio?

SENATOR AMBROSIO: Yes.

MR. TUMULTY: Senator Van Wagner?

SENATOR VAN WAGNER: Yes.

MR. TUMULTY: Senator Gormley?

SENATOR GORMLEY: Yes.

MR. TUMULTY: Senators Dorsey, Laskin, and Zane also wanted to be voted in the affirmative. The nomination is released.

SENATOR O'CONNOR: Congratulations.

MS. BODMAN: Thank you very much.

SENATOR GORMLEY: The new Atlantic City spot starts tomorrow. We all want you to tune in.

SENATOR O'CONNOR: We need a motion with respect to the balance of the nominations which do not require an interview. That being made by Senator Ambrosio, seconded by Senator Gormley.

MR. TUMULTY: Senator O'Connor?

SENATOR O'CONNOR: Yes.

MR. TUMULTY: Senator Ambrosio?

SENATOR AMBROSIO: Yes.

MR. TUMULTY: Senator Van Wagner?

SENATOR VAN WAGNER: Yes.



MR. TUMULTY: Senator Gormley?

SENATOR GORMLEY: Yes.

MR. TUMULTY: The nominations are released. -

(MEETING CONCLUDED)

## APPENDIX





**New Jersey Association of School Administrators**  
**920 W. State Street, Trenton, New Jersey 08618**

Telephone: (609) 599-2900

**OFFICERS 1986-87**

**President**  
John J. Howarth  
**President-Elect**  
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**Secretary**  
James H. Murphy  
**Treasurer**  
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**Hunterdon**  
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Eric A. Cicchetti  
**Middlesex**  
John S. Olexa  
**Monmouth**  
Eileen J. Smith-Stevens  
Michael J. Klavon  
**Morris**  
Benedict A. Cucinella  
Douglas S. Frech  
**Ocean**  
Suzanne Reilly  
Rocco Gambacorta  
**Passaic**  
D. Raymond Orsi  
**Salem**  
William H. Adams  
**Somerset**  
John A. Pastre  
**Sumner**  
Wayne L. Threlkeld  
**Union**  
Robert A. Lachenauer  
**Warren**  
John A. Mulhern  
**Member-at-Large**  
Karen G. Hall  
**County Supt. Rep.**  
Virginia A. Brinson  
**Higher Ed. Rep.**  
Joseph T. Hancock  
**AASA Past President**  
John B. Geisinger

**TESTIMONY**

before the

**SENATE JUDICIARY COMMITTEE**

May 21, 1987

I am James A. Moran, Executive Director of the New Jersey Association of School Administrators, speaking on behalf of the Officers, Executive Committee and members. My mission today is to urge this Committee to recommend, with some immediacy, the confirmation of the appointment of Commissioner of Education Saul Cooperman to a second term as Commissioner.

The New Jersey Association of School Administrators, an organization representing over 1,200 top educational leaders in the state of New Jersey, expressed significant pleasure when Governor Kean appointed, and the Senate confirmed the appointment, of Dr. Cooperman approximately five years ago. We find nothing in Dr. Cooperman's first term that would dissuade us from our original stance and, in fact, based on his performance, we find a strong basis to recommend his continuance as Commissioner.

No doubt there have been times when even his colleagues may have seriously disagreed with his direction; but on balance, the Association believes that his performance has been outstanding. We therefore render the highest recommendation that one can make by stating that we commend him to you without reservation.

In addressing this matter, considerable thought was given to the characteristics and qualities essential to the position, and it was determined that NJASA should develop a "report card" relative to the aforementioned. Said "report card" is attached herewith.

Thank you on behalf of myself, the Officers, Executive Committee and members.

**New Jersey State Library**

N. J. A. S. A.

REPORT CARD

Saul Cooperman, Commissioner of Education

1982 - 1987

Integrity	O
Intellect	O
Courage	O
Scholarship	O
Conviction	O
Commitment	O
Vision	O
Initiative	O
Managerial Skills	O
Listening Skills	O
Communication Skills	O
Political Skills	O
Advocacy of Public Education	O
Advocacy of Children	O
Knowledge of Public Education	O
Experience and Background	O
First Term Record	O
-----	

O = Outstanding  
S = Satisfactory  
N = Needs Improvement  
U = Unsatisfactory

State of New Jersey

DEPARTMENT OF EDUCATION

HUDSON COUNTY OFFICE  
555 DUNCAN AVENUE  
JERSEY CITY, NEW JERSEY 07306

ET - 1

RUSSELL W. CARPENTER, JR.  
Superintendent

FRED G. BUCK  
Commissioner

July 10, 1979

St. John's University  
Placement Director  
Grand Central and Utopia Parkway  
Jamaica, NY 11432

Dear Sir:

This is a letter of recommendations for Dr. Edward M. Taylor, School Program Coordinator II in the Hudson County Office of the New Jersey State Department of Education. He has been assigned, in this capacity, the most important responsibility of coordinating the monitoring of the local districts' T&E Process.

Dr. Taylor must not only schedule the visits of our office in the districts, but he must also assign county staff to various individual responsibilities. Once the visit is completed, he must assimilate the staff's findings into one meaningful document which is then sent to the Superintendents and Boards of Education in all the districts in the County.

\* Dr. Taylor is an expert in monitoring the T & E Process. His expertise has been recognized by others in the State Department of Education and he has also been asked to speak on the subject throughout the state.

In the three years that Dr. Taylor has worked for me, I have witnessed him grow professionally, exhibiting depth in legal and curriculum matters pertaining to the State Department's mandates concerning processes of education. I can state, without hesitation, that Dr. Taylor will be an asset to any district, program or office in which he works.

Very truly yours,

*Russell W. Carpenter*

Russell W. Carpenter  
Hudson County Superintendent of Schools

RWC:nal

## State of New Jersey

## DEPARTMENT OF EDUCATION

HUDSON COUNTY OFFICE  
555 DUNCAN AVENUE  
JERSEY CITY, NEW JERSEY 07306

RUSSELL W. CARPENTER, JR.  
Superintendent

FRED G. BURKE  
Commissioner

January 2, 1979

Dr. William Brooks  
Assistant Deputy Commissioner  
N.J. State Dept. of Education  
225 West State Street  
Trenton, N.J. 08625

Dear Dr. Brooks:

I regret to inform you that the Hudson County Office of the New Jersey Department of Education is presently carrying out its duties in a less than desired manner. Our inability to perform our duties in accordance to the law is due to the illness of Mrs. Norma R. Edreira, Program Coordinator II and the freezing of our Program Coordinator I and II vacancies.

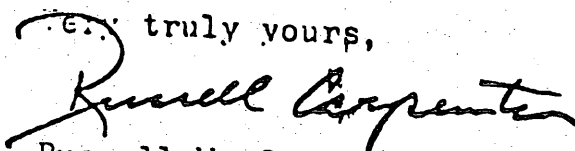
We now have three people monitoring the districts. One of these three is the Child Study Supervisor who is neglecting his primary responsibilities. Our shortage of staff does not allow us to cope with usual human frailties such as illness without disastrous results.

Therefore, I appeal to you, to at least let us fill Jesse Brown's position (a candidate was selected and the recommendation was sent to Dr. Lataille.)

I shudder to think of monitoring Jersey City with three people.

Thank you for your cooperation in this matter.

Sincerely yours,



Russell W. Carpenter  
Hudson County Superintendent of Schools

RWC:nal



4-3-84

Dear Ed,

I just thought that I would send you a little note of encouragement in the pursuit of your case against the Dept. of Education.

As you will remember, I was terminated by the Dept. of Ed. ( specifically Russel Carpenter) for refusing to sign-off on the Jersey City SCE application because I believed that they were supplanting local dollars with State dollars,

If I can be of any help to you, feel free to call me at any time.

Sincerely,

A handwritten signature in dark ink, appearing to read "Gary Deutsch", with a stylized flourish at the end.

Gary Deutsch

MONITORING LOG

District/School

District Hoboken

County Staff Member

CEA

Date of Visit	Person Involved (Contact)	Code Req. (Item No.)	Remarks and Recommendations
1/30/77	John Depp Nicholas Spina	A-11	Verification from business office of \$124,000 appropriation for program improvement
		D-4	Bd. has not adopted 77-78 curriculum
		D-9	Insufficient guidance services at elem. level.
		D-11	Phase of S.C.E. program not yet implemented
		E-8	Materials & supplies list not yet submitted
		<del>G-7</del>	<del>Budget (prior)</del>
		<del>G-8</del>	<del>Brought up to</del>
		<del>G-2</del>	<del>Insufficient CSI staff</del>
		H-1	Budget recommendation on accounting procedure
			<del>What is status of \$124,000 appropriated for improvement program.</del>

As per memo from Daniel Binetti

ET-4B

BOARD OF EDUCATION

HOBOKEN, N. J.

07030

ADMINISTRATION  
OFFICE

THOMAS A. CALLO  
SECRETARY

January 12, 1979

Mr. Russell Carpenter  
County Superintendent of Schools  
555 Duncan Avenue  
Jersey City, N. J.

Dear Mr. Carpenter:

I have been requested to write you concerning the 1977-78 Program Improvement by George Maier, Superintendent of Schools in our school district.

Please be advised that due to the critical financial limitation in the particular school year, as evidenced by our over expenditure of \$652,000. only \$27,775. was expended for the Program Improvement and \$95,700. originally appropriated was not expended.

I trust this information is sufficient for your purposes.

Very truly yours,

*Robert W. Taylor*  
Robert W. Taylor  
Counsel

RWT/VMT  
cc-Mr. Maier

C-5

7X

*This is most nice  
I have received.  
4/24/79 R Carpenter*

ET-4C

State of New Jersey

DEPARTMENT OF EDUCATION

HUDSON COUNTY OFFICE  
685 DUNCAN AVENUE  
JERSEY CITY, NEW JERSEY 07306

MEMORANDUM

FRED G. BUN  
Commissioner

TO: Mr. Carpenter  
FROM: Ed Taylor  
RE: Hoboken Monitoring Problems

1. The fall monitoring of Hoboken's CAP Waiver (\$150,000) revealed that approximately \$12,234 was spent on 1978 summer workshops. The district plans to conduct a major needs assessment in the spring, purchase materials and train staff. This would account for a substantial portion of \$34,000, some of which is marked for new supervisory personnel. Under CAP Waiver \$48,000 was allotted for improvement of guidance services. This has not been done as of January, 1979.

RECOMMENDATION:

- 1) A determination should be made as to the appropriateness of crediting the \$12,234 summer workshop money to the CAP Waiver allotment.
- 2) That the entire matter of CAP Waiver be recorded as "in progress" until spring monitoring is completed provided that such a course of action does not prejudice the current budget review process.

2. The district still has only verified Part I of 1977-78 Program Improvement in amount of \$27,775 of \$123,475 total as promised in their 1978 Annual Report, A3. Balance to be verified is \$95,700.

RECOMMENDATION:

- 1) A determination should be made as to what effect, if any, this item will have on the current budget review procedures.

EST:nal  
2/26/79

cc: Mr. Louis C. Acocella

C-28X



ET-4.D

## State of New Jersey

## DEPARTMENT OF EDUCATION

HUDSON COUNTY OFFICE  
885 DUNCAN AVENUE  
JERSEY CITY, NEW JERSEY 07306

L. W. CARPENTER, JR.  
Superintendent

FRED G. BURKE  
Commissioner

M E M O R A N D U M

TO: Mr. Carpenter  
FROM: Dr. Ed Taylor  
RE: Hoboken Monitoring Problems

\*\*\*\*\*

On Friday, May 11, 1979 at 11:30 a.m., Mr. Acocella and I will meet with Mr. George Maier, Hoboken Superintendent of Schools, to discuss several budget problems which are still outstanding in the district.

Please find listed below the budgetary issues we face as well as some of the accompanying legal problems that may exist. Hopefully these items can be resolved before we enter the district for our spring monitoring visit.

1. A determination should be made on the district's entire 1978-1979 CAP Waiver program (\$150,000) which was determined to be "in progress" as a result of the fall T & E monitoring. This program should be considered in light of the district's March 28, 1979 letter and enclosed budget materials which adjust funds in the district's present budget. However, in my judgement, a decision should first be made on the specific question as to whether a district may legally transfer CAP Waiver funds as opposed to regular budgetary account transfers.
2. A determination should be made as to the appropriateness of crediting the district's \$12,234 summer workshop expenditure to the 1978-1979 CAP Waiver allotment (Office Memorandum, 2/26/79, Ed Taylor).
3. As of this date, the district still has only verified Part I of the 1977-79 Program Improvement in the amount of \$27,775 of \$123,475 total as promised in their 1978 Annual Report, A3. The balance to be verified is \$95,700 (2/26/79 Memorandum).

EMT:nal  
5/3/79  
cc: Mr. Louis C. Acocella



ET-4E

State of New Jersey

DEPARTMENT OF EDUCATION

HUDSON COUNTY OFFICE  
655 DUNCAN AVENUE  
JERSEY CITY, NEW JERSEY 07306

W. CARPENTER, JR.  
Superintendent

FRED G. BURKE  
Commissioner

M E M O R A N D U M

TO: Russell W. Carpenter  
Hudson County Superintendent of Schools

FROM: Edward M. Taylor (J)  
School Program Coordinator II

RE: Status Report-Spring Monitoring

=====

JOINTURE

The Jointure has not as yet been completely monitored. I would expect that Mr. Weening would complete the task when he returns from jury duty. Mr. Weening took it upon himself to assume responsibility for the complete monitoring of the Vocational school; consequently, he should be able to complete the Jointure which is in his speciality area as Hudson County Child Study Supervisor.

HOBOKEN

During the 1978 spring monitoring I verified \$27,775 of \$132,475 of the 1977-78 district Program Improvements. The balance to be verified was \$95,700. This item was originally placed on the record by Mr. Deutsch and left to me for verification. The district was to clarify this issue on the A3 form, 1978 Annual Report. However, we did not receive written correspondence until January 12, 1979 when Mr. Robert W. Taylor, District Counsel, stated that the "\$95,700 originally appropriated was not expended."

RECOMMENDATION

This item should be carried as "non-compliant" on the June 1, 1979 Letter.

On March 28, 1979, Hoboken asked for an adjustment of their 1978-79 cap waiver. Also, we received a Progress Report from the district regarding their adjustment of cap waiver as a result of the meeting held on May 11, 1979.

Page 2  
Status Report

The following people were in attendance: Mr. Louis Acocella, Mr. Joseph Schultz, Mr. Edward Taylor, Mr. Maier, and several members of his staff.

RECOMMENDATION

Based upon the premise that the County Superintendent will authorize the transfer of funds, I recommend that the report be accepted with the exception of Item 6 which calls for the hiring of three guidance counselors. However, as of this date, the counselors have not been hired. Also, you may recall that in my memorandum of May 3, 1979 I raised the question as to whether these funds can legally be transferred since they are cap waiver appropriations rather than regular budget items.

JERSEY CITY

On our finding letter of April 10, 1979 and my letter to Dr. Michael Ross of February 28, 1979, we asked for a Progress Report on the district's 1978-79 cap waiver programs. I also made several calls to the district regarding this Progress Report. As of this date, the report has not been received. The district takes the position that since the cap waiver was not accepted that they have no legal responsibilities. However, the district did promise to prepare a Progress Report.

RECOMMENDATION

The district should continue to be recorded as "in progress" on the June 1, 1979 Letter.

TRANSPORTATION

As of this date I have not received any monitoring reports from Mr. Acocella with the exception of Kearny.

RECOMMENDATION

This issue should be resolved before the County Superintendent signs off on the June 1, 1979 Letters.

As of Monday May 21, 1979 all the June 1, Letters have been completed with the exception of Jersey City and the Jointure.

EMT:fm

5/23/79

cc: Mr. Louis Acocella

(C-4, con't)



June 1, 1979

ET-4F

PAGE 2

HOBOKEN

RECOMMENDATIONS

DISTRICT

<u>NO</u>	<u>YR</u>	<u>MON/SUM IDENT</u>	<u>CITATION NJAC 6</u>
1R	79	D4	8-3.5 (a)

The board has not yet adopted curriculum inclusive of career planning activities. (1R 78 D4)

2R	79	G2	8-4.3 (d)
----	----	----	-----------

There are insufficient Child Study Team services. (2R 78 G2)

3R	79	K4	44-2.3 (d)
----	----	----	------------

Mr. Calabro has been assigned by the board as administrator (director) of adult education. He does not hold an administrator or supervisors certificate. The board is aware of this, and consequently they have lost all reimbursement for the Director's salary. Mr. Calabro will be replaced during the next fiscal year with a certificated administrator.

4R	79	All	8-5.1 (a)
----	----	-----	-----------

Inadequate verification of Part I of 1977-78 Program Improvement in the amount of \$27,775 of \$123,475 total was found. The balance to be verified is \$95,700. (2R 78 H1)

BRANDT SCHOOL

1R	79	H3	8-4.3 (f)
----	----	----	-----------

There are not enough lunch aides for hot lunch services. (4R 78 H3)

2R	79	G2	8-4.3 (d)
----	----	----	-----------

Additional Child Study Team services are needed. (6R 78 G2)

3R	79	F4	8-4.8 (c)
----	----	----	-----------

The school needs comprehensive facility repairs and refurbishment. There are potential safety hazards due to poor state of repairs. It is recommended that the district comply with the 1976 Report of visit by the County and Bureau of Facility Planning. (8R 78 F4)

4R	79	D9	8-3.5 (a) 5
----	----	----	-------------

There is no guidance service for K-6 students, a majority of whom are Spanish speaking. Only one counselor is provided for Junior High School students in grades 7 through 9. Since last year, one counselor has retired and there has been no replacement.

12X

(C 1 - con't.)

HOBOKEN

The cooperation and assistance of your staff during the past year is appreciated. If you have any questions or require assistance, please contact this office.

Sincerely yours,



Russell W. Carpenter  
Hudson County Superintendent of Schools

RWC/EMT:nal

ET-5

State of New Jersey

DEPARTMENT OF EDUCATION

225 WEST STATE STREET

P. O. BOX 2019

TRENTON, NEW JERSEY 08625

May 5, 1980

Dr. Edward M. Taylor  
School Program Coordinator  
Department of Education  
Hudson County Office  
555 Duncan Avenue  
Jersey City, NJ 07306

Dear Dr. Taylor:

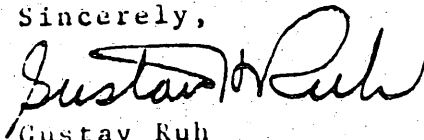
Commissioner Burke has referred your recent correspondence to me for review and reply. Dr. William Brooks has also shared with me his information on the matter.

As a result of my review, I am asking Dr. Brooks to do the following:

1. Advise Mr. Carpenter, if he wishes, to prepare revised evaluations of Brenda Grier, yourself and other office staff without regard for the constraint placed by the previous Deputy Commissioner
2. Advise county superintendents with staff vacancies of your interest in reassignment

I hope these directions will lead to resolution of the difficulties you describe.

Sincerely,



Gustav Ruh  
Deputy Commissioner

cc: Russell Carpenter  
William Brooks

P115-111  
Conclusion P116

[COMMITTEE PRINT]

ET-6

SUBCOMMITTEE STAFF REPORT ON INVESTIGATION  
OF NEW JERSEY DEPARTMENT OF EDUCATION IN  
THE ADMINISTRATION OF CERTAIN PROGRAMS  
UNDER THE ELEMENTARY AND SECONDARY EDU-  
CATION ACT OF 1965

PREPARED BY THE  
SUBCOMMITTEE ON ELEMENTARY, SECONDARY, AND  
VOCATIONAL EDUCATION  
OF THE  
COMMITTEE ON EDUCATION AND LABOR  
U.S. HOUSE OF REPRESENTATIVES  
TOGETHER WITH  
VIEWS OF REPRESENTATIVE MARGE ROUKEMA  
FROM THE STATE OF NEW JERSEY  
AND  
MINORITY STAFF VIEWS



SEPTEMBER 1983

This report has not been officially adopted by the Subcommittee on Ele-  
mentary, Secondary, and Vocational Education and may not therefore  
necessarily reflect the views of its members.

U.S. GOVERNMENT PRINTING OFFICE  
WASHINGTON : 1983

24-689 O

## VIEWS OF REPRESENTATIVE MARGE ROUKEMA OF NEW JERSEY, ON COMMITTEE REPORT CONCERNING TITLE III/IVC STUDY

I commend the Committee Report on allegations of abuses of Federal education funds by the New Jersey Department of Education under Titles III and IV-C of the Elementary and Secondary Education Act (ESEA).

The investigation of the Subcommittee on Elementary, Secondary and Vocational Education, including four public hearings, numerous private interviews and thousands of pages of documents, was prompted by a series of articles appearing in the Newark Star-Ledger in January of 1983. When those articles first appeared, they were most disturbing to myself and the other citizens of New Jersey and at my request an investigation was initiated to explore the allegations and determine what could be learned and applied to other Federal programs.

The facts, as determined by the Subcommittee, reveal a disturbing pattern of nonchalance towards and outright disregard for Federal requirements under the programs, resulting in the expenditure of huge sums of Federal dollars on activities which were not in accordance with Congressional intentions. In addition, the near total lack of fiscal checks and balances raises serious questions as to where exactly the money was spent—questions which may never be answered.

### OVERSIGHT RESPONSIBILITY

With the issuance of this report, the Committee produces a substantive document. Congress' responsibility for oversight of the programs it has enacted is among its most important functions. Sadly, it is exercised all too infrequently. When oversight is performed, it is almost always directed toward ongoing or recently completed activities where the ability to ascertain the truth is hampered by the fact that those who are closest to the programs are also loyal to the programs thus lacking the objectivity to permit serious flaws to be uncovered.

This report examines a program that is not only extinct but where most of the events examined are five to ten years in the past. What has been lost through the failures of memory has been more than offset by a lack of peer and employer pressure to shroud the facts. In addition, the passage of time to some extent has eased access to confidential documentation that would have been inaccessible in its day.

Meanwhile, the relevance and significance of the matters examined goes without question at a time when the federal role in education is under close scrutiny, with some leaders espousing a vast expansion of the role. Furthermore, the report paints a telling pic-

(116)

ture of tension between federal requirements and those charged with implementing them. The report contains lessons that are applicable to all.

For this valuable study, we are particularly indebted to individuals. First, the Committee's attention on this matter had it not been for the report by Robert Braun, the reporter for the Newark Star-Ledger, in a 13-part series in January 1983 on Title IV-C programs. While the Committee was reviewing the charges contained in the series, I was attending the hearings held by the subcommittee on those matters. The news reporting on those matters was invaluable.

More importantly, we are indebted to the leadership of Chairman Carl Perkins, who devoted the resources of the Committee to a partial examination of the facts, even when the Committee's seldom-invoked subpoena power was required.

The report has cast a critical light on government regarding how public funds are spent. This tendency was best illustrated by a case involving the Willingboro School District in response to a request from the New Jersey Department of Education for a study of the district for which the district was responsible. The study, against the necessity for an audit, the study concluded: " \* \* \* there is substantial merit in the fact that the project did result in a product which was approved and acceptance \* \* \*. In this instance, the project itself and their approval for national publication the objective of demonstrating that the project was not merely expended in pursuit of an end but that it attained it." In other words, despite clear evidence of failure the financial accountability (which is the American taxpayer is supposed to have) the project has all of the trappings of success. To regard financial accountability as a mere formality to erode American confidence in federal programs.

### PROJECT HEAR

Assuming that Project HEAR (Human Resources) was a successful project, let us look at the Project HEAR situation and decide if the financial accountability issue should be a conclusion is that it should.

The New Jersey Department of Education has been studying Project HEAR through the Willingboro school district over the course of the next five years, would be a project, with \$408,725 going to Congent, a firm that developed and disseminated the pattern in the funding, with large amounts of money over the five-year period.

ET-7

**MONITORING GUIDE  
FOR  
COUNTY OFFICE STAFF**

Fred G. Burke  
Commissioner of Education

Ralph H. Lataille  
Deputy Commissioner of Education

State of New Jersey  
Department of Education

September 1977

ET-7

17X

H. EFFICIENT ADMINISTRATIVE PROCEDURES; N.J.S.A. 18A:7A-5 h

POSSIBLE QUESTIONS

H1. Have efficient administrative procedures been adopted by the district board of education which include sound district and school fiscal operations and effective management procedures, pursuant to law and regulation? N.J.A.C. 6:8-4.7 (a) 1

Was this done after consultation with the chief school administrator and teaching staff members? N.J.A.C. 6:8-4.7 (a)

- a. How have teaching staff members been involved in the budget process?
- b. How have teaching staff members been involved in the implementation of effective management procedures?
- c. What administrative procedures have been adopted by the district board of education?

H2. Has the annual report describing the progress of the district and each school within the district in achieving goals, objectives, and standards been completed and submitted? N.J.A.C. 6:8-6.1 (b) (c)

No questions

H3. Do support services include secretarial, clerical, janitorial, buildings and grounds maintenance, cafeteria, and pupil transportation? Are these services sufficient? N.J.A.C. 6:8-4.3 (f)

- a. Do you feel you have sufficient support services?
- b. Has a needs assessment been conducted which includes support services?
- c. How are priorities in the areas of support services determined?

H4. Are the current expense and capital outlay budgets adequate to meet the long- and short-range objectives in the district's annual report? N.J.A.C. 6:8-5.1 (a)

and

H5. Has the proposed budget been reviewed and approved by the County Superintendent prior to its advertisement? N.J.A.C. 6:8-5.1 (b)

- a. Note: These questions will be monitored by the County Office at the time of budget review.

What plans are being made in your budget preparation to achieve the long- and short-range objectives of the district?





FT-8

State of New Jersey

DEPARTMENT OF EDUCATION

HUDSON COUNTY OFFICE  
COUNTY SUPERINTENDENT OF SCHOOLS  
555 DUNCAN AVENUE  
JERSEY CITY, NEW JERSEY 07306

LOUIS C. ACOCCELLA  
Superintendent

SAUL COOPERMAN  
Commissioner

December 20, 1984

Dr. Henry Przystup, Superintendent  
Jersey City Board of Education  
241 Erie Street  
Jersey City, N.J. 07302

Dear Dr. Przystup:

On two separate occasions (August 10, 1984 and October 24, 1984) you informed this office that the district's board approved self-study team report, as a result of Level I Monitoring would be submitted. As of August 10th, the process was ~~one month~~ late as per department timeline for identifying members of the self-study team. The date of December 15, 1984 was stated as the day for submission of the final report to the county office. Again, this date was off timeline according to the monitoring process which indicates submitting a report within three months of identifying the team.

Due to the nature and depth of the Jersey City Level II Monitoring process, the December 15th date was accepted. An oversight on our part resulted in a letter to you on October 18, 1984. In this letter the district was put on notice that according to the written report (June 15, 1984), the district's report was late. On October 24, 1984 you responded to my letter reminding us that the team's report would be submitted to the board on December 1, 1984 for approval. You also stated that the county office would be in receipt of the report by December 15, 1984. December 15th (a Saturday) came and went and still no report was received.

On December 17, 1984, you again sent a letter to me explaining another delay in keeping with your timelines. I cannot let this matter go by the wayside without expressing my extreme disappointment. In conducting a second review of the members on the self-study team, I cannot identify one person who has been involved in a major administrative change. You, yourself, have been involved in the monitoring process since the delivery of the exit conference on June 7, 1984. At that time you put yourself on record as saying, whatever the district needed to do, it would do and any reports would be submitted according to schedule.

The district continues to submit worn out excuses which further hinder the educational rights of its students. It is our major concern that all students receive an education as contained within Chapter 212 of Public School Education Act of 1975. My own personal interest was expressed by

by appearance before you and the Board on October 17, 1984. At that time I afforded those in attendance the opportunity to pose any questions and concerns that may have been considered unresolved. Considering the above, I felt I had brought closure to any areas of uncertainty or confusion.

Please be advised that failure to submit a Board approved self-study team report by January 17, 1985, will result in turning this entire situation over to the Commissioner of Education.

Sincerely,



Louis C. Acocella  
Hudson County Superintendent  
of Schools

LCA/as

cc: Dr. Walter J. McCarroll, Assistant Commissioner  
Division of County & Regional Services  
Willard Sueoka  
Monica Tone  
File

## URBAN EDUCATION IN NEW JERSEY: 1987 UPDATE

Under the New Jersey Public School Education Act of 1975, local districts are required to provide their students with a "thorough and efficient" education. New Jersey urban districts, which serve nearly 400,000 of our school children, face particularly complex problems as they endeavor to comply with this mandate. Because of the magnitude of the need, the New Jersey Department of Education has made a special commitment of staff and funds to help the 56 urban districts improve the educational opportunities of the students they serve. This report describes the continuing programs and special events developed by the Department to assist urban districts in planning and achieving educational goals.

### BACKGROUND

During 1983, the Department of Education was reorganized to better respond to educational issues in New Jersey. The department defined its core mission as "continued educational improvement for all public school students in kindergarten through grade twelve." The local district planning process was strengthened and the monitoring process for local districts was streamlined and improved. New units of the department and a new system for coordinating curriculum services were established to deliver assistance to all districts.

The problems in urban districts affect all of the state's citizens. A well educated population is an independent and vigorous population, able to contribute to the continued growth and economic stability of the state. Thus, it is in the best interest of the state to seek aggressive solutions to questions of educational effectiveness.

Although it is clear that the primary responsibility for public education rests with the local district, the Department of Education has taken steps to answer the challenge of urban education and create positive alternatives.

### The Challenge of Urban Education

Fewer than ten percent of the operating school districts in the state are responsible for educating 36 percent of the public school children. Problems that exist in all school districts are magnified in urban communities by the sheer number of people affected. Demographic analyses of the population show that there are more poor children, more poorly nurtured children, more children with special physical and emotional needs, more high school dropouts, more teenage parents, more unemployed youth, more deaths of children under the age of eighteen, and more crimes against children concentrated in urban centers. The conditions are critical, chronic enough to overwhelm most school administrators and reformers, and yet, education is the only proven remedy to the declining urban condition.

The conditions of the home and community affect planning, management and instruction in the schools. Urban schools report high incidences of disruptive behavior, chronic absenteeism, and below expected levels of student achievement. Indeed, the failures of students in New Jersey's urban schools are well publicized and cause for alarm. Educators do not control the environment in the homes or the community they serve, but they can, given assistance and information, control the learning environment of the school.

It is clear that urban students, like any other students, can learn and are learning in schools in New Jersey and across the nation. It is also clear that urban students must be held to the same academic standards applied to students in suburban and rural school districts. At the same time, recognizing the barriers to effective education in urban districts, more needs to be done to develop sound instructional programs, efficient assessment and evaluation systems, and a climate conducive to learning. The real challenge for urban education is not merely to recognize the social and economic problems but to find ways to insure that students excel.

#### Effective Schools Research

A relatively recent body of studies in education popularly referred to as the "effective schools" research describes characteristics of schools where students achieve. Generally, the studies report that students in the effective schools, compared to schools serving similar populations of low socio-economic status, achieve high scores in reading and math.

Where the student characteristics are similar, researchers hypothesize that factors in the school organization, personnel, climate or instructional program make the difference in achievement scores. While the conclusions and methodologies of these studies are not totally consistent, they do suggest a general pattern of characteristics that can be observed in effective schools.

- Strong leadership by the principal
- A clear set of goals shared by the staff
- Teacher accountability for student progress
- A collegial atmosphere and support for experimentation
- High expectations for student mastery of basic skills
- Time spent on academic tasks
- A school atmosphere that is safe and orderly, but not oppressive
- A tendency to structured learning activities
- A system for monitoring student progress

These characteristics have been observed most often in natural settings as an evolving response to the conditions of urban education. Issues of how best to replicate these findings for school improvement remain. The New Jersey Department of Education intends to help urban districts of the state apply the lessons of the effective schools research in our schools, to improve educational opportunity and increase student achievement.

### ACTIVITIES ON BEHALF OF URBAN DISTRICTS

In keeping with its mission and in recognition of the special problems in urban school districts, the Department of Education has introduced programs and activities that are specifically designed to help urban districts ameliorate conditions and improve educational outcomes.

#### DEPARTMENT OF EDUCATION REORGANIZATION

To better define the particular needs of urban districts and respond to the special problems of urban education, the department under Commissioner Cooperman has taken several actions.

##### Urban Specialists

Although by gubernatorial directive, department positions were reduced by seven percent during the 1982 reorganization, 11 new positions were created for Urban Specialists in county offices. These professionals work exclusively with urban districts to help resolve problems related to planning, monitoring and compliance.

##### Regional Curriculum Service Unit

The Regional Curriculum Service Unit - North (RCSU-N) was deliberately located in East Orange, an urban community, as an indication of the commitment by the Department of Education to be accessible to urban districts.

##### Special Assistant to the Commissioner for Urban Education

This position, with direct access to the Commissioner, was created expressly to represent the perspective and investigate the special conditions of urban education within the broader spectrum of educational concerns and policies.

##### Urban Education Advisory Committee

The only standing committee appointed by the Commissioner, this advisory group serves as a forum for discussions of policies and practices that impact on urban education. Members, who include school administrators, researchers, parents, and business representatives, have contributed valuable insights and suggested ways the department can better serve urban districts in New Jersey.

## URBAN EDUCATION SEMINAR

The first major curriculum project of the present administration was a seminar designed to bring information on effective urban school programs to New Jersey's urban educators. The three-day workshop in May, 1983 signaled the beginning of the department's focus on urban education, a focus that continues through new programs, products and seminars from the Department of Education.

## URBAN INITIATIVE

Launched in 1984, this is a comprehensive, long-term effort of the New Jersey Department of Education on behalf of urban districts and, as such, it is unique in the nation. The Urban Initiative is an attempt to bring all of the resources and knowledge of the department to bear on urban school improvement.

There are two major components, the Broad Based Component and Operation School Renewal. The Broad Based Component uses a variety of approaches to provide help for 53 of the state's urban districts. Operation School Renewal is a more concentrated program to develop and implement comprehensive improvement plans in three urban districts. Operation School Renewal is in its third year of funding and the second year of implementation.

### Broad Based Component

The Broad Based Component addresses ten objectives critical to improving educational delivery and student outcomes:

- improve reading skills
- improve writing skills
- improve math skills
- increase graduation rates of compensatory/bilingual students
- reduce the incidence of disruptive behavior
- increase jobs and diplomas for dropouts
- increase job placements for vocational graduates
- improve options for secondary special education students
- increase instructional uses of computers
- prevent and treat substance abuse

State department staff, primarily from the Regional Curriculum Service Units, provide on-going training and technical assistance to participating local districts in pilot projects, seminars and workshops. Seven of the objectives are addressed through pilot implementation projects: reading, writing, math, disruptive youth, bilingual education, substance abuse/prevention, computer education. Districts elect to participate in pilot projects after attending awareness forums, open to all 56 urban districts. Currently, the total number of pilot projects is as follows:

Reading -----	5
Writing -----	5
Mathematics -----	5
Disruptive Youth -----	3
Bilingual Education -----	3
Substance Abuse -----	10
Computer Education -----	3

Under the aegis of the Urban Initiative, the department also offers direct grants to interested districts for improvements in special education at the secondary level (5 pilots), graduation and employment rates among young dropouts (16 pilots) and vocational graduate placements.

#### Operation School Renewal

Three districts were selected by open competition for Operation School Renewal: East Orange, Neptune and Trenton. Operation School Renewal is designed to help these districts improve in five areas, identified by the Urban Education Advisory committee as "symptomatic of urban district problems":

- student attendance
- reading, writing, math achievement scores
- principals' effectiveness
- disruptive behavior
- youth employment

To help the three districts address these objectives the Department of Education awards grants to purchase consultants, equipment, and staff development training. One planned outcome of the initiative is substantive improvement in the districts; an equally important outcome will be a knowledge base on urban education improvement. To advance both outcomes, rigorous evaluation is an integral part of Operation School Renewal.

In the 1986-87 school year, the Urban Initiative office will offer seminars, mini-conferences and technical assistance emphasizing increased principals' effectiveness and stronger programs of basic skills instruction.

#### PROGRAMS FOR URBAN DROPOUTS

Because urban districts suffer higher dropout rates, the department funded seven experimental programs in the 1984-85 to provide basic education services to young (16-18 year olds) dropouts in urban areas. In 1985-86, two types of programs were funded at \$1 million. One type of program provides instruction in preparation for the GED (General Equivalency Diploma) and includes personal counseling, career counseling and job-related services. The second type of program developed jointly by the Departments of Education and Community Affairs provides youth aged 16-21 with intensive basic skills instruction and employment opportunities through the New Jersey Youth Corps.

For the 1986-87 fiscal year, the Department of Education received \$2.1 million from the state legislature to expand both types of programs and to increase the number of youth served to a projected 1,600. In addition, under the Job Training Partnership Act, local Private Industry Councils are offering employment and training opportunities to urban youth. As a result, sixteen urban districts are currently offering programs for dropouts.

#### VOCATIONAL PROGRAMS

Recognizing the problems the HSPT poses to urban vocational students identified as "high-risk" for graduation, the Division of Vocational Education implemented a program in the summer of 1985 for students who failed the HSPT. The program focused on remediation in reading, writing, and math and provided part-time employment for the students. In 1985 and 1986 the division funded county vocational schools to operate the program for students in Middlesex, Camden, Essex, Passaic counties.

For the 1984-85 year, the Division of Vocational Education funded 23 job placement counselors and four job developers in urban districts. In 1986-87, the division funds, totally or in part, 34 job placement counselors or job developers in urban districts. The division continues efforts to help districts increase the number of cooperative education placements and school-to-work apprenticeships available to urban vocational education students. There are also career guidance centers in 19 urban districts, 12 of which include computerized career guidance systems.

#### THE HIGH SCHOOL PROFICIENCY TEST -- SUMMER ASSISTANCE

In the summer of 1986, the Department of Education awarded \$1.5 million in grants to the 17 lowest performing districts in the state -- all of them urban -- to develop comprehensive remedial plans for students who failed the HSPT. For the summer of 1987, the department will award \$2 million in grants to the 26 lowest performing comprehensive and county vocational school districts.

Districts use the funds to hire summer school teachers and to employ "at-risk" students in part-time summer community service jobs. In addition, the department through the RCSUs helps districts review test data for program planning and trains teachers in instructional strategies appropriate for teaching HSPT objectives and related skills in summer school and during the school year.

#### THE HIGH SCHOOL PROFICIENCY TEST -- CURRICULUM ASSISTANCE

Because the High School Proficiency Test (HSPT) is more rigorous than the Minimum Basic Skills Test (MBS) that it replaces, the Department of Education is concerned that urban students will experience difficulty in passing the test. Consequently, the department has undertaken a comprehensive effort -- the most ambitious in the recent history of the state -- to help urban districts prepare their students for the HSPT.



### Curriculum Alignment Workshops

One role of the local district in the effort to raise standards and student performance is to make revisions in curriculum as called for to ensure that the skills tested on the HSPT are included in the instructional program. A total of 28 urban districts have participated in a special four day workshop on curriculum alignment between 1985 and 1987.

### HSPT Institutes

Districts are encouraged to use the results of the annual testing program to identify deficiencies in curriculum or instruction. The RSCUs, in cooperation with the staff of the Division of General and Academic Education, prepared and delivered regional HSPT Institutes. In 1985-86 teachers from 50 of the urban districts learned how to use instructional materials and strategies developed by the the Department of Education to help students in grades 7-9 learn HSPT related skills. It is expected that teachers from 45 of the urban districts will participate in institutes again this year. Teachers from 5 of the largest districts will participate in department sponsored institutes in their districts.

### COMPENSATORY EDUCATION FUNDING

Based on trial administrations of the High School Proficiency Test, large numbers of urban students were predicted to fail one or more parts of the test in 1986. Anticipating a critical need for remedial programs in urban districts, the Department of Education received over \$48 million in state compensatory education aid in FY87 for these programs. This money is available in addition to the \$110 million in state compensatory aid previously budgeted.

### YOUTH EMPLOYMENT

The Department of Education has introduced a program to place 10,000 urban high school graduates in jobs between 1989-1992. The program "10,000 Graduates--10,000 Jobs" is designed to capitalize on the anticipated increase in the number of well-prepared graduates and the predicted growth in labor market demand. The program, operated by the Division of Vocational Education, will coordinate -- among employers, school and state agencies -- the placement of qualified high school graduates in full-time jobs.

### ACTIVITIES WITH RELEVANCE TO URBAN SCHOOL POPULATIONS

The New Jersey Department of Education has introduced a number of policies, incentive programs, competitive grant programs, and conferences that have particular relevance for urban districts. That is, the targeted populations and problems are concentrated, although not exclusively found, in urban schools.

#### REVISION OF THE MONITORING PROCESS AND STANDARDS

The three-level state monitoring process defines elements of the school program that are integral to students' achievement and helps districts identify those elements in need of improvement. Districts certified at Level I are freed from annual reviews for five years to concentrate on local initiatives. Less successful districts receive assistance at Levels II and III in developing plans to raise programs to approved status. Plans are underway to allow for direct state intervention, as a last resort, in chronically deficient districts.

As of March 4, 1987, 563 districts have been monitored and 524, including 42 of the 56 urban districts, were certified at Level I. Because these districts will not be subject to state-level monitoring for five years, Department of Education staff have more time to devote to those districts working toward certification. There are, currently, 39 districts in the latter category including 14 urban districts. Of the 14 urban districts, 10 are in Level II (i.e., implementing plans to correct deficiencies) and four are in Level III (participating with department staff in extensive reviews of district deficiencies).

#### BILINGUAL GRADUATION REQUIREMENTS

The New Jersey State Board of Education faced an issue that had been avoided for years by adopting a set of graduation standards for limited speakers of English. The standard ensures the integrity of the state-endorsed high school diploma. The Department of Education is also developing Special Review Assessment materials and procedures in ten foreign languages as part of the plan to upgrade graduation standards.

#### CERTIFICATION OF BILINGUAL AND ESL TEACHERS

The Division of Compensatory/Bilingual Education has designed provisional teacher training programs for bilingual and ESL teacher candidates. The program was adopted by the State Board of Education in August, 1986.

#### BILINGUAL EDUCATION TRAINING INSTITUTES

Between 1985 and 1987 staff from 34 urban districts have attended regional Bilingual Education Training Institutes. The institutes are designed to help administrators and teachers improve planning, management, pedagogy and evaluation in bilingual and migrant education programs. Three urban districts are developing local site plans with assistance from the division.

#### BASIC SKILLS PROGRAM IMPROVEMENT PROCESS (BSPIP)

The Department of Education offers interested districts the opportunity to participate in BSPIP. A thorough program review helps schools identify areas of compensatory education program improvement. To date,

staff from 22 urban districts have attended training sessions on the process. Eight urban districts have received on-site technical assistance for planning and implementation. Staff from urban districts also participated in a conference showcasing exemplary basic skills improvement programs.

#### BASIC SKILLS INCENTIVE PROGRAM

This program will reward basic skills programs that are exceptionally successful in remediating student deficiencies. Beginning in the 1987 school year, schools can apply for awards of up to \$300 for each student above a baseline of achievement (set in 1986) who performs well enough to leave compensatory basic skills classes. The money can be used for innovative or support programs developed by the school. Although this program is open to all districts, urban districts with large populations of compensatory basic skills students, stand to gain the most from participation in this initiative.

#### ACADEMY FOR THE ADVANCEMENT OF TEACHING AND MANAGEMENT

The Academy offers professional renewal and help for educators who want to sharpen their instructional management skills. Of the 61 school teams accepted for the first training cycle in 1984-85, 13 were urban districts. For the 1986-1987 school year, teachers and administrators from 28 urban districts will participate in one or more of the Academy's programs. Four urban districts have requested and will receive assistance from Academy staff in designing local staff development programs.

#### REFORM OF TEACHER CERTIFICATION

Teacher certification standards have been revised and raised. At the same time, the Department has expanded the pool of talented, qualified teaching candidates available to local districts by introducing alternative route certification. In the 1985 and 1986 school years, 22 urban districts employed provisional teachers. An unanticipated benefit of this initiative has been an increase in highly qualified beginning teachers from racial/ethnic minority groups. Currently, 22% of provisional teachers are minorities.

#### MINORITY TEACHERS PROGRAM

Minority high school students who want to be teachers are eligible for a program of pre-college summer enrichment and state-backed tuition loans at a New Jersey college. The state will forgive loans to the graduates who teach in urban districts for four years. The GOVERNOR'S TEACHING SCHOLAR program offers the same loan forgiveness provision to New Jersey students in the top 20 percent of their class who plan to be teachers.

Taken together, these three initiatives to increase and improve the teacher pool have the potential to bring more, highly qualified minorities into education. Perhaps, more important, all students -- elementary and secondary, urban and rural -- will have increased opportunities to learn from strong, positive minority role models.

#### EDUCATIONAL TECHNOLOGY

Three regional educational technology centers have been opened as resources for teachers statewide. By design, at least 50 percent of the teachers trained in the centers are to be from urban districts. As noted under the URBAN INITIATIVE, eighth grade students and teachers in three urban districts are participating in a pilot project to use computers in basic skills remediation.

#### MATH/SCIENCE IMPROVEMENT GRANTS

The 56 urban districts received federal allocations totalling \$568 thousand in FY86 to improve instruction in science, mathematics, computer learning and foreign languages. In addition, 18 urban districts have received one or more grants from a total \$84 thousand to improve curriculum and instruction in math, science, and thinking skills or to increase computer networking capabilities.

To inform and train educators in secondary science instruction, the Department of Education is funding a secondary science consortium. Twenty-one urban educators are involved in the project. Participants are trained in the information exchange and conferencing capabilities of computers, in the application of the technology and in new instructional content.

In order to improve achievement in mathematics a pilot algebra project has been funded by the Department of Education. Seven urban districts are involved in the project that trains teachers in the implementation of an innovative curriculum.

#### PROGRAMS FOR DISRUPTIVE YOUTH

To reduce student disruption in the classroom, the department is sponsoring a \$1 million grant program that enables districts to create alternative programs for chronically disruptive students. Of the six awards, three were made to urban districts and two were made to consortia that include urban districts.

#### EFFECTIVE SCHOOLS GRANTS

This program, funded by state legislation, provides \$500 thousand and departmental assistance for selected schools. The grants are intended to help schools implement the findings of the effective schools research. The grant program encourages systematic efforts to link the findings of research on school effectiveness to research on the process of school improvement. Of the 15 schools that received awards, ten were in urban districts.

#### EDUCATION FOR THE GIFTED

The department sponsored a statewide forum and regional workshops on gifted education. A specific focus of the sessions included programs for minority and disadvantaged students. In FY86, three urban districts received grants to implement and evaluate gifted education programs.

## SECONDARY SPECIAL EDUCATION GRANTS

In 1983, the Division of Special Education announced an initiative to enhance the development of secondary education programs and services for educationally handicapped students. The program is designed to improve handicapped students' achievement in basic skills and to increase their employment opportunities. Five urban districts, including the three Operation School Renewal districts, were among the 12 districts awarded grants in FY86.

## STATE LIBRARY SYSTEM

Initiatives to upgrade libraries in urban communities were launched by the New Jersey State Library for the FY87 school year. Five urban library systems received a total \$150 thousand to initiate adult literacy programs. Five urban school districts were among the ten districts awarded grants to improve library services to children and youth. These projects include Black History Month study guides, career information centers, and computerized lists of reference materials.

## CONCLUSION

Urban schools, any schools, do not become ineffective or effective overnight. The needs of urban schools are complex, the problems pernicious. The New Jersey Department of Education has focused attention and resources on urban education by introducing comprehensive policies, services, activities and initiatives directed specifically to the needs of urban districts. In addition, by constant, uniform monitoring of the entire state public education system, the department is in a better position to develop new policies and design new programs that will benefit urban as well as suburban and rural districts. As a consequence, it is expected that many of the learnings from urban school improvement efforts will have generalizable and far-reaching implications for all students and all schools.

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