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PUBLIC HEARING

before

SENATE EDUCATION COMMITTEE

SENATE BILL NO. 3125

("The Education Reform Act of 1989")

February 23, 1989
Room 334
State House Annex
Trenton, New Jersey

MEMBERS OF COMMITTEE PRESENT:

Senator Matthew Feldman, Chairman
Senator Daniel J. Dalton, Vice Chairman.
Senator Raymond Lesniak
Senator Richard A. Zimmer
Senator John H. Ewing

ALSO PRESENT:

Deena R. Schorr
Office of Legislative Services
Aide, Senate Education Committee

* * * * *

Hearing Recorded and Transcribed by
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MATTHEW FELDMAN
Chairman
DANIEL J. DALTON
Vice-Chairman
RAYMOND LESNIAK
WAYNE DUMONT, JR.
JOHN H. EWING

New Jersey State Legislature
SENATE EDUCATION COMMITTEE
STATE HOUSE ANNEX, CN-068
TRENTON, NEW JERSEY 08625
TELEPHONE: (609) 984-6843

January 24, 1989

NOTICE OF PUBLIC HEARINGS

on

Senate Bill No. 3125
(sponsored by Senator Rice and Senator Feldman)

"The Education Reform Act of 1989".

The Senate Education Committee will hold public hearings as follows:

Tuesday, February 7, 1989
Beginning at 2:00 p.m.

Auditorium
Rosa Park School of
Fine and Performing Arts
East 27 St. & 12th Ave.
Paterson, New Jersey

~~Thursday, February 23, 1989~~
~~Beginning at 2:00 p.m.~~

~~Room 434~~
~~State House Annex~~
~~Trenton, New Jersey~~

An additional hearing will be scheduled in Camden, NJ. The date and time will be announced at a later date.

Anyone wishing to testify should contact Deena R. Schorr, aide to the committee at (609) 984-6843 and should submit copies of their testimony to the committee on the day of the hearing.



SENATE, No. 3125
STATE OF NEW JERSEY

INTRODUCED DECEMBER 19, 1988

By Senators RICE and FELDMAN

1 AN ACT concerning educational quality in the schools, and
supplementing Title 18A of the New Jersey Statutes.

3

BE IT ENACTED by the Senate and General Assembly of the
5 State of New Jersey:

7 1. This act shall be known and may be cited as the "Education
Reform Act of 1989."

9 2. The Legislature finds and determines that:

11 a. Despite the many reforms which have been discussed and
attempted, many of New Jersey's school districts still lack the
resources, programs, and planning to provide a truly thorough and
13 efficient education:

15 b. In order for those districts to provide the quality and
quantity of services to their pupils which are necessary to provide
equivalent and comparable educational programs to those offered
17 by districts which provide a truly thorough and efficient
education, a comprehensive structured legislative program is
19 necessary:

21 c. This comprehensive structured program, in order to be
successful, must include several components, none of which can
be omitted, which together form a comprehensive, unified whole:

23 d. This program is not intended to, and shall not conflict with,
reduce, or lessen the requirements of the Public School Education
25 Act of 1975, P.L.1975, c.212 (C.18A:7A-1 et seq.), but shall
instead supplement, augment, and give detail and definition to
27 that act; and

29 e. To meet these objectives, the "Education Reform Act of
1989," P.L. (C.) (now pending before the
Legislature as this bill) shall be liberally construed to provide the
31 most comprehensive, complete and professional instructions,
services, and support programs as possible, through the use of
33 certified personnel, and appropriately licensed or trained school
support personnel.

35 3. Each board of education shall provide a comprehensive

1 curriculum for pupils in all grade levels, which curriculum shall
conform to the regulations concerning the provision of a thorough
3 and efficient education pursuant to P.L.1975, c.212 (C.18A:7A-1
et seq.). Each curriculum shall include, but not be limited to, the
5 following course offerings:

6 a. Instruction by teaching staff members shall be provided in
7 all academic areas, which shall include but not be limited to
language arts, mathematics, social studies, science, foreign
9 language, and behavioral sciences.

10 b. Instruction by teaching staff members with subject area
11 endorsements in enrichment areas, which shall include but not be
limited to industrial arts, home economics, art, music, physical
13 education, computer use and science, health, drug, tobacco, and
alcohol abuse, and career and vocational development. Each
15 board of education, pursuant to regulations promulgated by the
State Board of Education, shall develop and implement a system
17 of assessment of the scope and efficiency of the district's
academic offerings as defined by this subsection.

18 c. Basic skills instruction, which shall include developmental,
19 supplemental, and remedial instruction in mathematics, reading
21 and language arts. This instruction shall be provided by teachers
hired for the sole purpose of providing that assistance, rather
23 than by teachers assigned to teach in other areas or courses.

24 d. Remedial and supplemental language instruction programs,
25 which shall be designed to meet the individual needs of pupils who
are deficient in the English language, irrespective of the cause of
27 that deficiency. Classroom support personnel shall be assigned
whenever appropriate to assist teachers in these programs. For
29 the purposes of this act, "classroom support personnel" shall
mean noncertified classroom school employees.

30 4. Each school district shall develop and provide programs for
31 all gifted and talented pupils in all grade levels pursuant to
32 regulations promulgated by the State Board of Education, which
33 programs shall include but not be limited to advanced placement
34 programs, advanced courses, and advanced curriculums.

35 5. Each school building shall contain a school library staffed by
36 a certified education media specialist and supplied with adequate
37 equipment and a variety of current instructional materials. The
38 materials included within the libraries shall include but not be
39

1 limited to books, periodicals, newspapers, documents, pamphlets,
2 photographs, reproductions, microfilms, pictorial or graphic
3 works, musical scores, maps, charts, globes, sound-recordings,
4 slides, films, film strips, video and magnetic tapes, other printed
5 or published matter, and audiovisual and other materials of a
6 similar nature. The Commissioner of Education shall, subject to
7 the approval of the State Board of Education, establish
8 regulations governing the type and quantity of materials to be
9 included in the libraries.

10 6. Each board of education, pursuant to regulations
11 promulgated by the State Board of Education, shall develop and
12 implement a system of comprehensive evaluation and assessment
13 by teaching staff members, which shall include pupils' classroom
14 teachers, to determine which pupils should be advanced to their
15 next academic grade. These systems shall not be based upon any
16 single element, process, test, or instrument, and shall include but
17 not be limited to the following components:

18 a. Continuous, comprehensive evaluation and diagnosis of pupil
19 progress in academic and educational advancement.

20 b. Pupil evaluation to assess and alleviate specific and
21 common pupil learning problems.

22 c. Evaluation of pupil interests and aspirations, both academic
23 and vocational.

24 d. Evaluation criteria including individual diagnostic
25 instruments, criteria and referenced tests, teacher-made tests,
26 and appropriate norm referenced tests.

27 7. The maximum number of pupils permitted in each class, in
28 each school district, in grades K through 12, shall be 15 pupils,
29 except for those classes which by the nature of the activity
30 conducted therein, require participation of more than 15 pupils.
31 The maximum number of pupils in prekindergarten classes shall
32 be 10 pupils. Classes consisting solely of pupils classified pursuant
33 to chapter 46 of Title 18A of the New Jersey Statutes shall be
34 subject to the maximum class size prescribed by that section. In
35 the event that classified pupils are included in a class with
36 non-classified pupils, the combined total of all pupils shall be
37 subject to the lesser of the limit contained in this section, or any
38 statute or regulation applicable to those classified pupils.

39 The maximum class sizes prescribed by this act shall not be

1 increased or waived through regulations promulgated by the
Commissioner or State Board of Education, or by any other
3 administrative action.

8. The class size requirements established pursuant to section
5 7 of this act shall be implemented as follows:

- 6 a. Grades PreK through 2 By September 1, 1990
- 7 b. Grades 3 and 4 By September 1, 1992
- 8 c. Grades 5 through 8 By September 1, 1996
- 9 d. Grades 9 through 12 By September 1, 2000

9. There shall be assigned to each school at least one full-time
11 guidance counselor for every 100 pupils or fraction thereof
enrolled in the school.

13 10. a. Each board of education shall have on staff at least one
full-time pupil support staff team, which shall be comprised of at
15 least one of each of the following: guidance counselor, substance
abuse counselor, school psychologist, school social worker,
17 learning disabilities teacher consultant, school nurse, and
certified supervisor. The members of the pupil support team
19 shall not be members of child study teams established pursuant to
N.J.S. 18A:46-3, and shall not be utilized as part of child study
21 teams. The members of the pupils support team shall be utilized
to deal directly with pupils' social, psychological, academic and
23 vocational needs, and shall be responsible for making
recommendations for all services necessary to enable each pupil
25 served by it to succeed academically, socially and vocationally.

b. Each board shall provide sufficient release time for the
27 purposes of training the members of the pupil support system to
understand and comprehend the pupils' community, and the
29 characteristics of the pupils of the district.

11. Each board of education shall employ an appropriate
31 number of school support personnel and utilize high technology
resources in order to relieve its teaching staff members and its
33 pupil support staff team from clerical tasks.

12. Each board of education shall establish pupil attendance
35 policies, which shall not be based on punitive measures, and which
shall be based on measures aimed at encouraging pupils to attend
37 schools. These policies shall be developed in each district
through cooperation and consultation with school administrators,
39 school staff, and pupils' parents. In addition, the policies shall

1 provide incentives for pupils to attend school. Each school
2 district's local business community shall be provided the
3 opportunity to be involved in the creation, distribution and
4 provision of such incentives.

5 13. Each board of education shall provide a program designed
6 to alleviate and reduce pupil absenteeism, and shall employ
7 appropriate teaching staff members and school support personnel
8 for these purposes. The duties of that staff shall include but not
9 be limited to: a. investigation of frequent absenteeism, both on
10 an individual and district-wide basis; b. reporting absenteeism
11 problems, both on an individual and district-wide basis; c.
12 evaluation of the reasons for individual and district-wide pupil
13 absenteeism; d. providing counseling of pupils and parents
14 concerning excessive absenteeism; and e. development of a plan
15 in conjunction with the pupil and the pupil's parent or legal
16 guardian to improve the pupil's attendance.

17 14. Each board of education shall establish programs for
18 pregnant pupils, which shall include but not be limited to:
19 academic instruction; prenatal care; and training and instruction
20 in parenting for pupils. In addition, each school district shall
21 make available day-care facilities and programs for pupils who
22 are enrolled in the district and have children, until such time as
23 the pupils' education is completed.

24 15. The Commissioner of Education shall propose, and the
25 State Board shall adopt, rules and regulations to determine which
26 pupils are eligible for alternative education programs, and
27 procedures for identifying and providing programs for those
28 pupils. However, local districts shall be permitted to adopt
29 criteria which define pupil eligibility to participate in their
30 programs, provided those criteria are not inconsistent with the
31 rules and regulations adopted by the State Board of Education.

32 For the purposes of this act, the term "alternative education
33 program" shall mean a program of instruction, offered to middle
34 school, junior high school or high school pupils, which shall be
35 offered on a voluntary basis to pupils at risk, or who would
36 otherwise benefit from such programs. The term "at risk" shall
37 apply to pupils manifesting consistent disciplinary problems in
38 school, insubordination, tardiness, absenteeism, substance abuse,
39 vandalism, and verbally or physically abusive or threatening

1 behavior. The term "otherwise benefit from such programs" shall
2 mean and apply to those pupils who do not engage in these
3 behaviors, but whose academic or vocational interests and needs
4 are best served through participation in an alternative education
5 program.

6 16. a. Each board of education, according to rules adopted by
7 the State Board of Education, shall provide for the identification
8 of and a prescribed alternative education program for any pupils
9 residing in the district and enrolled in the public schools who
10 cannot be properly accommodated through the regular school
11 facilities and programs.

12 b. The identification of pupils who are eligible for alternative
13 education programs shall be reported to the parent or guardian of
14 the child, and an opportunity shall be provided for consultation by
15 the parent or guardian with the appropriate personnel of the
16 district. Enrollment and participation in these programs shall be
17 voluntary, and shall be based upon consideration of pupil interest,
18 parental approval and consideration of whether the placement
19 will best serve the academic, vocational and social needs of the
20 particular pupil.

21 17. a. It shall be the duty of each board of education to
22 provide suitable facilities and programs for all pupils determined
23 to be eligible for alternative education programs. The programs
24 may include, but shall not be limited to, any one or a combination
25 of the following alternatives:

- 26 (1) Special offerings;
- 27 (2) Special guidance and counseling programs;
- 28 (3) Flexible scheduling of the school program to include
29 attendance in both regular and special program offerings;
- 30 (4) Community action or service programs;
- 31 (5) Work study programs;
- 32 (6) Vocational/technical education programs, which may be
33 provided on a local or county basis, and which shall be funded by
34 the State;
- 35 (7) Alternative school approaches which include satellite
36 schools or a school within a school; and
- 37 (8) Teacher-pupil ratios that foster a close relationship
38 between staff and pupil.

39 b. The alternative education programs may be provided and

1 operated by one of the following entities:

- 2 (1) District boards of education;
- 3 (2) Consortia of district boards of education;
- 4 (3) County vocational and technical schools;
- 5 (4) Educational service commissions;
- 6 (5) County special services school districts;
- 7 (6) Jointure commissions; and
- 8 (7) Such other programs and arrangements as will meet the
- 9 purposes of this act, provided that those arrangements are
- 10 approved by the county superintendent of schools in the county in
- 11 which the district is situated.

12 18. For the purposes of encouraging persons to enter teaching

13 and administration in low achieving areas, the State shall provide

14 funds for a program of loans, grants and incentives for those

15 preparing to seek employment in such areas, which program shall

16 be established through regulations promulgated by the State

17 Board of Education.

18 19. a. All teacher training and preparation programs for

19 teachers and administrators, shall provide, pursuant to

20 regulations promulgated by the State Board of Education, training

21 and experience necessary to assure that the participants are

22 trained in those methods, techniques and content which are

23 required to be successful in low achieving education settings, and

24 also those factors which may make low achieving education

25 different from education in non-urban settings.

26 b. Each school district shall provide specialized in-service

27 training for teachers, administrators and support staff personnel.

28 The content and procedural aspects of that training shall be

29 determined through negotiations with the majority representative

30 of the teachers, administrators, or support staff personnel who

31 will receive the training. The training shall be directed toward

32 methods and techniques of teaching and instruction aimed at

33 creating a favorable school climate, and maintaining a

34 professional, effective and satisfying teaching and learning

35 environment. The training for teachers shall include, but not be

36 limited to, needs assessment, goals and expectation setting, and

37 methods deemed helpful and necessary in achieving those goals.

38 Other appropriate training shall be designated for all categories

39 of school support staff personnel as deemed necessary.

1 c. All funds expended by any school district for purposes of
training under this act shall be matched by an equivalent amount
3 of State funds, which shall be used for activities and workshops of
the same or similar nature.

5 20. a. Each school district shall provide a pool of fully
certified substitute teachers, who shall be under annual contract,
7 for purposes of replacing absent teachers. Those substitutes shall
be considered full-time teaching staff members for all purposes,
9 and shall, notwithstanding the provisions of N.J.S. 18A: 16-1.1 or
any other statute or regulation, be eligible to acquire tenure
11 pursuant to N.J.S. 18A:28-5 and N.J.S. 18A:28-6. Each teacher
so employed shall be entitled to the same benefits, including but
13 not limited to, placement on the salary guide and enrollment in
the Teachers' Pension and Annuity Fund, as other full-time
15 teachers in the district. The number of substitutes included in
the pool shall be sufficient in each district to meet the usual
17 daily teacher absence rate in the district.

b. Each district shall also have available per diem substitutes,
19 who shall be paid at daily rates, which shall be set at no less than
those established on the first step of the district's regular
21 teacher salary guide.

23 21. a. In preparing its budget for each school year each board
of education shall include as an expenditure the estimated
additional costs required to comply with the provisions of this act.

25 b. For each school year, each district shall receive an amount
of State aid equal to the additional costs required by this act.

27 c. If a district's actual expenditures vary from those
anticipated, the district's State aid shall be adjusted accordingly
29 during the year following receipt of State aid pursuant to this act.

31 d. The State aid to be paid to each district pursuant to this act
shall be based upon the actual additional costs as approved by the
Commissioner of Education for that school year.

33 e. Any board of education which is being charged tuition for
pupils receiving services pursuant to this act shall receive State
35 aid in an amount equal to the total tuition charged including any
transportation costs incurred as a result of transporting pupils in
37 connection with those services.

22. This act shall take effect immediately.

1

STATEMENT

3 The purpose of this bill is to assure that those school districts
which do not provide educational programs comparable to those
5 offered in high achieving districts shall include mandated
provisions requiring instruction, services, and programs including:

- 7 a.) academic skills and requirements
b.) limits on maximum class size
9 c.) use of counseling and support systems
d.) programs to address pupil absenteeism
11 e.) provision of alternative education programs
f.) programs for provisions of school staff, and
13 requirements for the preparation, training, and
assistance for such staff
15 g.) provisions of sufficiently qualified substitute
teachers and equitable treatment of such teachers.

17 This bill is not intended to in any way limit, restrict, or
conflict with the requirements of the Public School Education
19 Act of 1975, but rather is intended to supplement, augment, and
give definition and detail to that act.

21

23

EDUCATION

Students

25

The "Education Reform Act of 1989."

FISCAL NOTE TO
SENATE, No. 3125
STATE OF NEW JERSEY

DATED: June 13, 1989

Senate Bill No. 3125 of 1989, "The Education Reform Act of 1989," requires that all school districts provide equivalent and comparable educational programs. The major provisions of the bill are as follows:

1. A comprehensive curriculum for pupils in all grade levels, including career and vocational education, and programs for gifted and talented pupils.

2. Basic skills instruction provided by teachers who are hired specifically for this purpose.

3. Each school building is to have a library containing up-to-date materials and equipment and staffed by a certified education media specialist.

4. Each board of education must develop an evaluation system for assessment of pupils to determine advancement to the next academic grade.

5. Each board of education is to establish pupil attendance policies and a program designed to alleviate and reduce pupil absenteeism by encouraging pupil attendance.

6. Alternative educational programs will be provided for pupils who cannot be accommodated through the regular educational program.

7. Each school shall have at least one full-time guidance counsellor for each 100 pupils or fraction thereof. Also, each board will have at least one full-time pupil support staff team consisting of at least one guidance counsellor, substance awareness counsellor, school psychologist, school social worker, learning disabilities teacher consultant, school nurse and certified supervisor.

8. The maximum class size for all grades shall be 15 pupils, except for those classes where the nature of the activities requires a greater number of pupils. This class size is to be phased in over 10 years.

9. Each board of education is to establish programs for pregnant pupils, including prenatal care and parenting, and is to make day-care facilities and programs available.

10. Each board of education is to provide specialized in-service training for school personnel. Funds expended by the district may be matched by State funds. Also, each board is to provide funds for a program of loans, grants and incentives to encourage individuals to enter teaching in low achieving areas.

11. Each board is to provide for a pool of fully certified substitute teachers under annual contract.

The Department of Education and the Division of Budget and Accounting in the Department of the Treasury have estimated the first year cost of this bill at \$1.5 billion, and have further estimated that after the full phase-in of the maximum class size provisions, the total cost would be in excess of \$3.7 billion in current dollars. This estimate does not include the costs of curriculum revisions, school support personnel and computerization of clerical tasks, pupil attendance policies, alternative education programs, teacher incentive and inservice training programs, and the pool of fully certified substitute teachers.

The major components of this estimate are as follows:

1. Gifted and Talented = \$10,170,600. This is based upon a cost factor of .05 times the state average NCEB times 40,200 additional pupils.

2. Library facilities = \$50,000,000. This is based upon 600 additional librarians times \$45,375 (the state average teacher salary of \$36,300 plus benefits) and the construction of 100 new libraries.

3. A maximum class size ratio of 15 to 1 = \$3,273,666,600 phased in over four equal increases for an annual cost of \$818,416,650. This is based upon 26,111 new teachers at a cost of \$45,375 each and the assumption that each new teacher will require a new classroom for a capital cost of \$80,000 per classroom.

4. One guidance counselor of each 100 pupils = \$385,642,120. This is based upon the need for an additional 8,499 guidance counselors at a cost of \$45,375 each.

5. A seven member pupil support team for each school district = \$185,175,370. This is based upon a salary of \$45,375 times seven times 583 school districts.

6. Absentee reduction programs and staffs = \$5,464,910 based upon the total student population of 1,092,982 at \$5.00 per student.

7. Programs for pregnant students = \$53,520,000. This assumes 6,000 students at a cost of \$8,920 including prenatal care.

The Office of Legislative Services (OLS) does not concur. The major component of this cost estimate is associated with the establishment of a pupil teacher ratio of 15 to 1. The department's calculation of the salary cost of this proposal is based upon the average teacher salary for 1989-90. Since these would be newly hired teachers, it would be more appropriate to use the starting

teacher salary of \$22,000 plus 25 percent benefits for a total cost of \$27,500 per teacher times 26,111 new teachers for a total of \$718,052,500 rather than the \$1.2 billion calculated by the department. Therefore, the first year cost for salaries plus construction would be \$701,733,125.

Based upon a starting teacher salary rather than the State average teacher salary, all of the other staffing components required by this bill would also be reduced. Thus, if we assume 600 librarians, 8,499 guidance counselors, and 4,081 pupil support personnel at an average cost of \$27,500, these programs would require an additional \$362,450,000.

With these revisions, OLS estimates the first year cost of this legislation as approximately \$1.15 billion. There would be a slight decrease in the second year since \$22.5 million for library construction would not be necessary. Thereafter, there will be an annual increase in costs until the phase-in of the class size requirement is completed so that by the tenth year the annual cost would be \$3.2 billion. This does not include any inflation factor.

OLS notes that these costs could be reduced depending upon the actual need for capital construction and for special programs. OLS questions the assumption that each new teacher would require a new classroom, and that it would be necessary to build and outfit 100 new libraries. Without a comprehensive facilities survey of each school and school district, it is not possible to estimate the extent of these reductions; however, a 10 percent classroom vacancy rate would reduce the capital needs for the class size requirement by \$210 million over the ten year period.

OLS further notes that these costs could be increased based upon the programs not included in the Department of Education's computations. In particular, the requirements for alternative education programs and a pool of fully certified substitute teachers under annual contract could significantly add to the fiscal impact of this legislation. At this time, OLS does not have sufficient data to calculate these costs; however, as an example, if we assume five substitute teachers per school district, that provision would add \$80 million to the first year cost of the legislation.

This fiscal note has been prepared pursuant to P.L.1980, c.67.

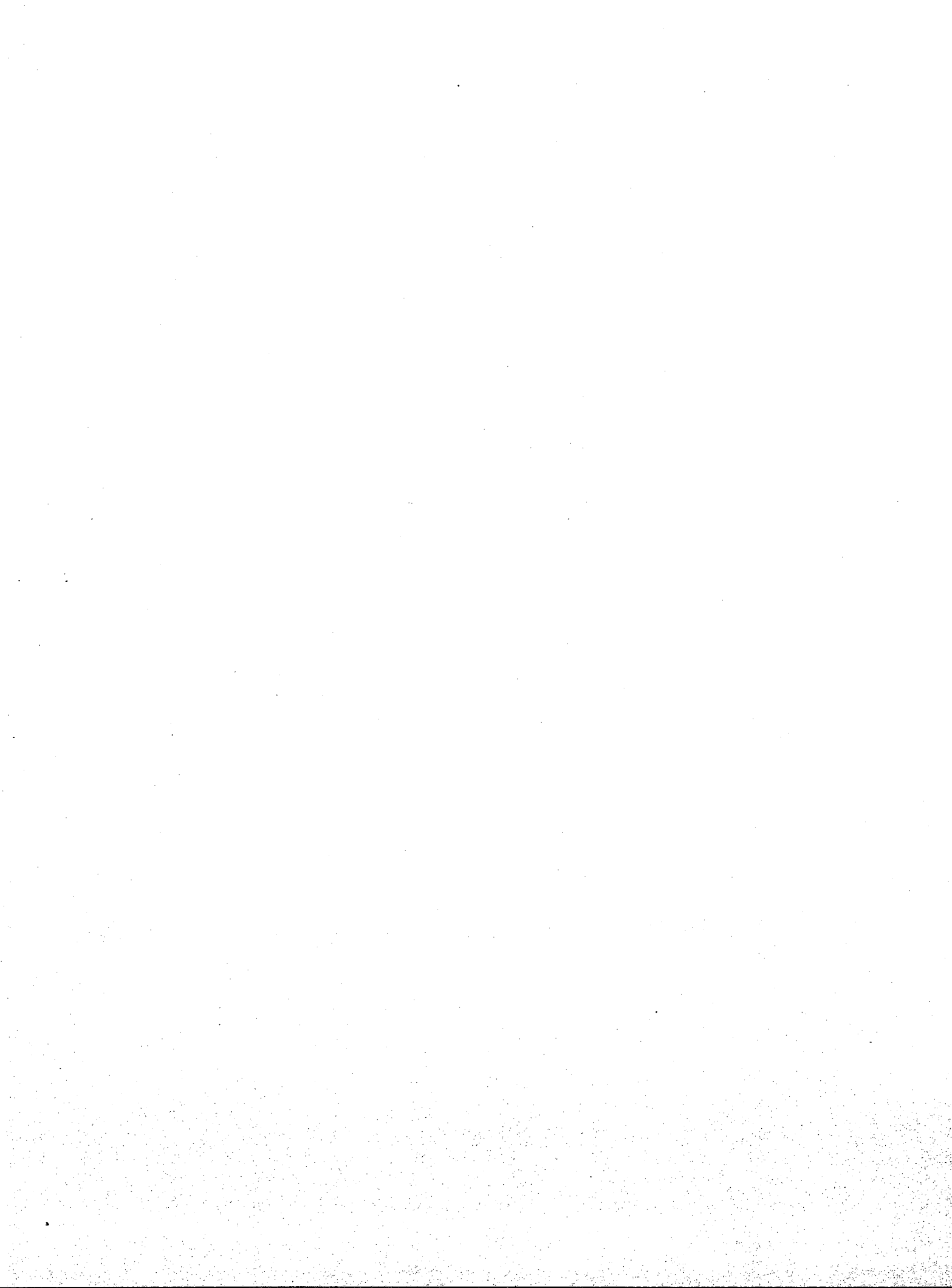


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SENATOR MATTHEW FELDMAN (Chairman): Good afternoon. I would like to welcome all of you to this public hearing this afternoon. May I first introduce the other members of the Committee who are here today? To my left is Senator Raymond Lesniak, representing the great City of Elizabeth and its district. What district is that, Ray?

SENATOR LESNIAK: It's the 20th District. I'm to your left physically and philosophically.

SENATOR FELDMAN: Yes, yes. I would put Senator Ewing over there, philosophically.

SENATOR LESNIAK: Senator Ewing is to the extreme right where he belongs.

SENATOR FELDMAN: Senator Dalton is the Vice Chairman of this Committee, and he loves education, especially for the children from the south. He's very protective of them, which we appreciate. To my right is Senator Ewing, who is from Bedminster, and he is the best polo player to come out of that great suburban region.

And my right arm -- or the right arm of this Committee -- is Dr. Deena Schorr, the Aide to this Committee. Jack, do you want to introduce your--

SENATOR EWING: Michael Meneides is with the Senate Minority. He's replacing Judy Peoples, who is sick today. Can I add something about Wayne?

SENATOR FELDMAN: Yes.

SENATOR EWING: Many of you know Wayne Dumont, I talked to his wife the night before last, and Wayne has a long recovery period ahead of him. He's up in Heath Village. So, if any of you can drop a card, it will be greatly appreciated. And as Helen said, Heath is closer-- I think two teachers have stopped in to see him already. He tires quickly, so you don't have to plan to stay for too long. Heath Village is in Hackettstown. I'm not sure of the exact address, but Hackettstown is not that long. His walking is better. I

gather they are not working on his arm -- I don't know whether they are going to -- but he is still having problems swallowing. That's one of the major problems, because there was a slight paralysis regarding his swallowing when he had the slight stroke. So, anybody can drop him a card or even stop by, that's even better. Thank you.

SENATOR FELDMAN: Thank you, Jack.

SENATOR LESNIAK: Mr. Chairman?

SENATOR FELDMAN: Yes?

SENATOR LESNIAK: I just want you to know, for the record, I have an appointment with Governor Kean, so I'll be leaving early.

SENATOR FELDMAN: I'm fully aware of it. The Governor asked me to release you at 3:30. I said, "Fine."

SENATOR EWING: He's usually late, so you can stay till five.

SENATOR FELDMAN: As most of you know, this is the second in a series of hearings which this Committee will hold on Senate Bill No. 3125, the Education Reform Act of 1989. Under this bill, each school district in the State will provide a comprehensive curriculum, basic skills instruction, remedial and supplemental language instruction, library and media facilities, and gifted and talented programs.

The bill also requires a comprehensive student evaluation and assessment coupled with adequate counseling and support services. Local boards of education would have to establish pupil attendance policies and implement programs designed to alleviate and reduce pupil absenteeism, including programs for pregnant pupils and alternative education programs. In short, it sets forth what has generally been agreed to be necessary to deal effectively with at-risk pupils. In fact, many aspects of the program are already being implemented throughout the State on a pilot program basis.

The testimony at our first hearing in Paterson clearly indicated the magnitude of the problems which many of our school districts are facing in their effort to provide a quality educational program to all students of this State. Not only did this Committee hear from many dedicated, professional educators, we also had the opportunity to hear from many parents and other members of the community and to discuss their views and their concerns. Through these hearings, we have initiated a dialogue about these essential educational reforms. I look forward to continuing that dialogue here today. This process will provide the Committee with the insight necessary as we proceed to consider the legislation.

Moreover, I hope that it will generate the support and the commitment which will be required, if meaningful reform is to become a reality. We've heard enough rhetoric over the years; now is the time for action. May I conclude by saying nothing is cast in stone. Nothing is etched in this bill that will go into perpetuity. We're creating a dialogue. When the Committee finally considers this bill, the bill may be radically different with the substance still the same -- education reform -- because some people are picking out some parts of the bill, such as class size, which is not unusual today. We have it in kindergartens, and we have it in special ed. But this is not what the bill is all about. The bill is about bringing the best of quality education to those who are deserving the best -- our children in the State of New Jersey.

Now for our first witness I'd like to call, at this time, Dr. Brian Carter, representing the Seventh-Day Adventist Church of Paterson. He happens to be the minister there. I've heard Dr. Carter speak in the past. He really can move the hearts of all of us, and he is very much interested in this bill. Dr. Carter, I welcome you to Trenton.

D R. B R I A N L. C A R T E R: Thank you, Senator Feldman. Other distinguished and honorable Senators, ladies

and gentlemen: It is indeed a pleasure to be invited back to address this hearing this afternoon. As we look at the proposed legislation, a number of questions come to mind. I believe that the passage of this bill will be determined not so much by facts and figures, but by attitudes; for people with one attitude looking at this bill will come to one conclusion, and people with another attitude looking at the symbol will come to another conclusion.

It is, therefore, critical that we approach this piece of proposed legislation with the best interests of the students at heart. If it is the desire to protect one's self-interest, then one will find much fault with that which is designed to do good. If it is the desire to reform the educational system in New Jersey and propose and present a system that will best maximize the educational opportunities of the students of New Jersey, then one must say that this legislation deserves one's support; there is really nothing in this piece of legislation to object to.

Counseling and support systems, pupil absenteeism, alternative education programs, provision of school staff and requirements for the preparation, training, and assistance of staff, provision of sufficiently qualified substitute teachers and equitable treatment of such teachers, academic skills and requirements, limitations on class size: What in that list would one find objectionable? That question, however, can best be answered if we were to examine one's concept of education. For one's concept of education often affects what one sees in "the laundry list." If one sees education merely as a project, then one may find some things are not necessary. For a project is but an event which occurs at a point in time, and when that prescribed period has ended, the project ceases to be.

However, if one sees education as a process, then one realizes that it's an ongoing experience and not subject to a defined period of time, but rather impacts upon society for as

long as that individual has the opportunity to function within the society.

Education is a developmental process. It is a process designed to prepare the student to enter -- in an integrated manner -- to be integrated into the total fabric of society. As we seek to integrate students into the total fabric of society, we want to be sure that the student is prepared to function as a part of the group; interdependent, as well as with a degree of self-reliance, to be an initiator, to be creative, to be one who brings some self-sufficiency to society. If one is going to be properly integrated in society, one must be prepared with the tools and the skills. One must bring the skills to do the job, the confidence necessary to function within the society, and the vision to advance the society. Very often when we look at our educational system, we don't see the skill, we don't see the confidence, and we don't see the vision. Therefore we must ask ourselves the question, where is the system failing?

The system has difficulty, because very often the educational process is seen only as a process of instruction, rather than the process of instruction, examination of encounter, and experience. The broad range, the total experiences of the students must be taken into consideration, as we look at the need of the process to develop and allow each student to develop to his or her maximum potential, realizing that not all students -- even though they are equal in value -- are equal in potential. Therefore, the development of each student will be at a different level based upon the potentialities that student brings to the process. Yet, each student must be given the opportunity to develop his or her potential to its maximum capabilities.

Is the educational system of New Jersey doing that today? I think we must answer that question, "No." For when we see a disparity in the system, then we must say the system

has failed to provide each student with the opportunity to develop to his or her maximum potential.

Is education a privilege? If it is a privilege, then isn't every student entitled to the same privilege? If there is disparity in the system, does that disparity not negate the reality of privilege? Can disparity support privilege? Is privilege a viable opportunity within a system that is filled with disparity, or is disparity the result of what I may choose to call, for want of a better word, "prejudice." I don't want you to think of that in terms of black or white; I want you to think of that in terms of an indifference to the need of each student to have the same privilege for the same opportunities -- to be exposed to the same resources of material and resources of personnel. Each student should have the opportunity to learn in an environment that is conducive to learning. Each student should have the opportunity to develop his or her maximum potential. Yet when we look at systems across the State, we find a great disparity in the quality and the level of education from district to district.

I happen to have a unique opportunity in that I live in the district that is among not only the best districts in the State of New Jersey, but it is among the best districts in the country. I live in the Maplewood school district. But I also happen to work in a district that is among the worst districts in the country. I happen to work in Paterson. As I look at the educational system in New Jersey from those two extremes, I must ask myself the question, "If public education is the privilege of every student who desires it, shouldn't that student have the opportunity to find quality education whether he or she be in Maplewood, in Paterson, in Jersey City, or in Princeton?"

If the answer to that question is "Yes," then it becomes incumbent upon the State to guarantee each student the opportunity to a quality education. The State constitutionally

has that right, and the State fails in its mandate to the constituency if it does not provide that opportunity for each student. I'm afraid that as we look at the educational system today, we must conclude that we have failed in our efforts to provide quality education for each student, because you look at the class size in Passaic where there are some 25 to 30 students to a class, and then you look at the class size in Clifton where there are 16 students to a class. You look at the fact that if a teacher in Passaic is out sick one day, there is not a substitute to be brought in. Then you look at another district, and you find that there are substitutes knocking down the doors. You look at the educational system in Jersey City, in East Orange, you look at the system in West New York, and you ask yourself the question, "Why?" Why is there this disparity? Why must students function in a building in the winter which is supposed to be heated, that is cold? Why does the paint come off the walls and the ceilings fall? Why are we attempting to fool ourselves that we are providing quality education when we see such great disparity from district to district?

The proposed legislation before us attempts to correct some of this and address these problems; to reverse the disparity that we find. And brethren, this is not a suburban/urban issue. This issue is not one of those who have and those who do not. For if we do not address the crisis in the system, you will find that those districts which enjoy quality education will become the victims of a system that ekes itself out. For one of the problems that you're facing now in many districts -- I know it's certainly true in the Maplewood district -- is the falsification of addresses. People living in surrounding communities where the educational system is not a viable system are finding means and ways to get their children into the Maplewood system because it's a better system. That places a tremendous burden, and they are not

addressing the problem of overcrowding in Maplewood. Do we move from grades K through four and then put five and six together? Or do we put five, six, seven, and eight together? How do we handle the question of overcrowding?

One of the problems with overcrowding is the number of residents you have coming into the Maplewood system for education. Where are they coming from? They are coming from the areas that we would choose -- that some would choose to ignore -- the urban areas. They are coming from the Irvingtons, they are coming from Newark-- They're coming, looking for a quality education. Therefore, Committee members, you cannot see this as an urban/suburban issue, because the quality of suburban education is being affected by the crisis that exists in the urban centers. No longer can the property owner afford to pay for education based on property taxes. We've reached a point of limitation. You cannot continue to increase property taxes to fund education. The State has to take the responsibility for full funding of public education if each student will be guaranteed funding.

The last point I want to make is if you leave it up to the goodwill of people, it will not be done; for it has been left to the goodwill. One of the things we find when we talk about goodwill, people who are comfortable do not feel the discomfort of those who are uncomfortable -- they often wonder why they are complaining. The comfortable are not about to give up the privileges they have to the uncomfortable.

I must add that mandating, therefore, is necessary if we're going to bring about parity within the system until we can get a system which is able then to function as the norm -- a system of parity. The last point I make, Mr. Senator, as you mandate, as you address the problems that each student needs a privileged education, you must ask yourselves the question, must education become a political game or is education the privilege that each student has if we will advance the

betterment of society? If education is a privilege each student is entitled to, then we must not let our political survival dictate our decision; rather we must choose that which is in the best interest of the student. I thank you.

SENATOR FELDMAN: Thank you very much, Dr. Carter. Any questions? Yes, Senator Ewing.

SENATOR EWING: Dr. Carter, why do you feel that Weehawken in Hudson County has such an outstanding system, and yet the immediate communities around it have a very poor system? I think they are all in the same socioeconomic background?

DR. CARTER: I think there is no single answer to that question. You can look at the need for accountability, and I think one of the issues which this bill addresses is the need for accountability. Very often in the local district, the school board is interested in its own self-interest, rather than in the cause of the students. That's a very real issue. However, notwithstanding the failures of the local board, when you have overcrowding, when you have age-old buildings which are poorly insulated, when you have a poor heating system, when there is a lack of substitute teaching-- When you put these things together, very often the hands of the local district board are tied by the inability to act, because of the lack of funding.

SENATOR EWING: Yeah, but isn't it also up to the administration to make sure they make some improvements every year or try to keep up with it and also to tie-in with the local administration such as in Paterson? I mean, has there been that much interest by the Paterson municipal body in making sure that they had a good school system or were they more interested in other areas and let the schools go down?

DR. CARTER: Well, that may be true in some areas, but--

SENATOR EWING: I'm talking about Paterson, Doctor, and you're right there.

DR. CARTER: Even if the boards of the local district or the political entities in the local district were to prioritize education, you would still have limitations. We are in an economy which is supposedly a healthy economy, but one which has been very slow to trickle down to the not-so-privileged classes. You're beginning to see this difficulty even among the privileged classes, and therefore--

SENATOR EWING: What do you think happened in Paterson?

DR. CARTER: --the resources that the local municipality has to allocate to education are extremely limited.

SENATOR EWING: They are now, definitely with the different social needs, but if you take 15 or 25 years ago, were they letting the system go down then in Paterson? Because this is where you come from. You're talking of Paterson--

DR. CARTER: Senator Ewing, we can talk about the beginning of this crisis 15 or 20 years ago. The reality is where we are today. And we cannot--

SENATOR EWING: Well, I just asked you a question.

DR. CARTER: I'm answering your question. We cannot address this crisis 15 or 20 years ago. There's nothing we can do about that. You know, I ask the question, do you care? If you care, you cannot say, "I cared." The fact that "I cared" is insignificant. It's gone. The fact that "I will care" is of no value. It may never come. The only reality we have is today. We must address the problem of education where it is. Yes, we can go back and find the laundry list as to when the problems developed. I would hope in the final writing of this legislation it will address the correction of those problems as to why the problems developed so that they will not reoccur.

But if we are going to dwell on what happened 15 or 20 years ago which brought us to this point, we will miss a critical need. And this is the need: The educational system

is not only supposed to instruct people in academics, it ultimately must build character. Character is not an isolated act. Character is the habit and the life-style that a person develops. The formation of character is the thinking plus the action equals the habit. If the thinking is distorted, the activity will be perverted.

The life-style, therefore, will be derelict, and we have produced a society of dissident derelicts because we have failed to develop the minds of the young people of society. I'm not talking about underdeveloped minds. I'm talking about undeveloped minds and underdeveloped minds. When you leave people with minds that are not developed, you have left them to express their frustrations then in a physical activity, and we reap the results of the violence we see on the streets today. As a result of that, there is a failure of the church, there is a failure of the home, there is a failure of the political system. Yes, there is a failure in the educational structure to address the needs of our community.

SENATOR FELDMAN: Thank you very much, again, for the encore. Get back before the snow falls.

DR. CARTER: Thank you.

SENATOR FELDMAN: Thank you, Dr. Carter. We appreciate it. Our next witness will be Dr. Joel Bloom, Assistant Commissioner, Department of Education, and he may want to relate to the very vivid and moving presentation made by Dr. Carter. Joel, if you so desire.

A S S I S T A N T C O M M I S S I O N E R J O E L B L O O M:
Thank you, Senator Feldman.

SENATOR FELDMAN: Don't tell me it's a great bill. Senator Rice will be here later. You can tell it to him. But, you know.

ASSISTANT COMMISSIONER BLOOM: Sure.

SENATOR FELDMAN: Okay.

ASSISTANT COMMISSIONER BLOOM: Thank you and good afternoon. I'd like to begin by stating that the bill is very thought-provoking. It may well be a great one. It's certainly thought-provoking.

SENATOR FELDMAN: Listen, it made a Seventh-Day Adventist out of Jack Ewing.

ASSISTANT COMMISSIONER BLOOM: It's also miraculous. The bill certainly cites some of the long-term problems confronting public education, and also certainly points to some of the remedies. The sponsors of the Educational Reform Act of 1989, Senators Feldman and Rice, ought to be commended for their effort and their commitment to propose a comprehensive legislative program.

Within this structure, the bill points to some programs and strategies which have, based on a lot of experience and based on good valuable research, worked for some students -- and I want to underline the word "some" -- and these programs have included alternative education. There's no doubt about it, that alternative education works. You will be hearing a little later on from people from Jackson Township. It's an alternative program that we've become very familiar with, and it's one of the more successful ones in the State. I would certainly listen carefully to what they have to say.

Along with alternative education as in the bill, other programs that have clearly proven to be effective over the years: pupil support, or student assistance personnel, programs for pregnant teenagers, and the whole concept of reducing student absenteeism. If they are not there in the buildings, you're not going to be able to educate them.

The bill points to a strategy, the one that I think is the linchpin of the bill which has clearly worked over the years for all kids, not some kids -- all kids in this case -- and that's curriculum, instruction, and academics; basic skills and enrichment areas that are tied to a comprehensive evaluation and assessment of students.

The point of the focus there is if you have a curriculum, it's going to meet all the needs of the students, but you have to be very tightly tied to evaluation and assessment. They are not two things that work independently. Generally, the above cited programs and strategies proposed in the Reform Act already exist in statute and in administrative code and are being implemented in many school districts in response to specific student needs.

For example, we are well aware of the alternative education programs in the State that now have well over 2000 students; those do not include classified special ed. students. The Department, with some of the Governor's money, has for the past two years funded six alternative ed. programs. We funded them for the purpose of identifying what works -- what's critical that makes alternative education work. We think we now have some of the answers as you all, again, will hear from some of those people in Jackson. The Governor has proposed in his FY '90 budget to expand those alternative ed. programs, and we're looking to start another five or six of them. I think not only have the programs worked, but they've worked to the extent that after the State money has been withdrawn, all six of the State-funded programs are still operational and being taxed by local tax levy dollars.

In addition, we know that alternative education is not a panacea. It's not the solution for all kids. In fact, some of the earlier alternative ed. programs in the '60s and '70s failed miserably. It is not a panacea. It doesn't work for all kids. It's not the answer to at-risk students -- students who may drop out. Too often, the communities around our schools change, as Senator Ewing was referring to earlier. Student demography becomes very different. The school community changes. The family structure-- Single parents may increasingly become the focus of many of the kids in school.

Schools, unfortunately, have historically not changed with the changing constituency. Public education over the past 100 years of its business has gone through eight reform movements, generally initiated by forces external to public education. The reason why there has been so much reform is because schools have been very slow to respond to the constituents. So, it's not so much always looking for alternatives, as it is in some changes or as you often hear, the term now being used, restructuring what some of the public schools do. If your client body changes, you have to restructure, in part, how you deliver educational programs and services to those people. That often doesn't happen in public education. It's too often a sheltered or protected business.

Pupil support personnel, guidance counselors are presently required in statute and in code. However, here too, the client population, the clients' problems, the clients' needs and expectations have changed, but the pupil support personnel have too often not responded accordingly. Due to the lack of response, we're seeing the emergence of new people in new positions who have to help children. Sometimes, we now see people called student assistance personnel, or as we've recently funded, substance awareness coordinators. The Department, with some Federal and State moneys, is funding 69 of these people in 67 school districts.

The role and function of guidance counselors and pupil support services should undergo increased examination at the local level prior to any wholesale increase in counselors. The ideal of a wholesale increase without looking at what the specific needs are in that community, I think, can well become a waste of resources. Programs for pregnant and parent teenagers are needed in about eight counties in the State -- Camden, Cumberland, Essex, Hudson, Mercer, Passaic, and Salem. They are, however, as required by the bill, not needed in every school district.

At present, local school districts are funding 14 such programs. The Department of Human Services is funding 28 such programs for pregnant and parenting teens. They're operating two federally funded demonstration programs in Newark and Camden. Additionally, 19 of 29 Department of Human Services initiatives are offering family planning services. This is one problem in which schools can play a prevention and intervention role. But treatment and delivery of medical care, child care, day-care, pre- and post-natal are best coordinated and/or delivered by more experienced and able agencies. Schools alone cannot respond to all the social and emotional needs of the students. Other community based agencies must be involved in delivering some of these services to our children.

Public attendance policies are presently required in administrative code, and districts that are below standards are required to develop and implement improvement plans. Much of what is proposed in the bill is already required. All students must be exposed to a coordinator curriculum through thoroughly trained teachers with ongoing assessment to determine the effectiveness of the curriculum. The curriculum should include the poor academic subjects, basic skills, elective subjects, and an enriched differentiated curriculum to academically and intellectually gifted students. There must be coordination with the supplemental and remedial instruction, as well.

However, the linchpin, the key to kids learning, is the developmental curriculum. It's not the remedial or the supplemental curriculum. Improvements in sources of funds being directed toward improvement should go toward improving the developmental curriculum. Supplemental reading and remedial instruction should not be as I see in the bill -- intentionally separated from the developmental curriculum. All this is presently required under the existing T&E statute.

The Department and many local school districts have been exerting many efforts to upgrade instruction for all

students through the H.S.P.T., increased graduation requirements, core course proficiencies, a 300% increase in identified and served gifted students, and things like the Governor's schools and bilingual training institutes. The proposed Reform Act considers the above mentioned programs, but it does not recognize that mandates and increased funding are only successful when two other conditions are there. So, it's great to have programs, and we have a lot of programs that work well. It's certainly great to have additional funding. But if the programs and the funds don't fit the need of the students, and if they are not effectively implemented, you're wasting the programs and you're wasting the money. Many of the programs and strategies that work in some schools and districts fail miserably elsewhere.

I mean, the first speaker in some of the exchange with Senator Ewing is-- Why isn't it working in some places, that which works elsewhere? That's because the programs often don't fit the needs of the kids. The programs haven't been effectively evaluated before they are brought into the schools. People haven't been adequately trained. The structure of the school can't work with that kind of program in place.

We can look at new math. The earlier alternative schools were called the Free School Movement. You can look at the open classroom, and you can look at many of the good innovative programs that failed during the well-funded period of education in the '60s and the '70s. The lack of programs and money are generally not the reason for schools' failures. The reasons are again, the programs have not been effectively evaluated; they don't fit the students' needs. It's not a lack of staff commitment due to non involvement in the whole change process. Change from the top down doesn't work.

Schools that have proven that they can educate all children, regardless of the demographic background, have

followed a comprehensive process of school improvement to school-based improvement teams. Often these teams work with minimal additional funds and few or no additional staff. Some of the programs and strategies that Senator Feldman has included in the bill certainly have worked in many of these improving schools in our State and in other states. Others have not, and there's no research basis, whatsoever, for some of what's being composed in the bill as affecting improved student learning. Some of what's proposed in the bill, like library facilities, reduced teacher/student ratios, a massive infusion of staff, curriculum for low achieving students, and substitute teacher pools have had no effect whatsoever on improved student performance or on improved school functioning.

The bottom line for this bill is those programs that have been included in the bill, which have been proven effective, cannot be broadly mandated in every school, in every district. They must fit, again, the students' needs, and the school must have the capacity including a school-based improvement team to implement the programs and strategies that do work. Second, many of the proposed programs and strategies have, under the best conditions, never proven to make any difference for any kids. And last, throwing money at a problem has historically proven not to work.

The Department, therefore, opposes the bill because that which is known to be effective is already either being mandated, or is being tried in pilot programs. It also opposes the bill for what appears, as best we can judge it so far, unreasonable costs -- most likely over \$3 billion. The bill undermines the equalization aim. It appears to lack accountability. Its proposal of some programs and strategies has no record of effectiveness at all, and the lack of recognition that improving student learning is a process. That's what the prior speaker said also: It's a process that is built at the building level by teams of knowledgeable,

skilled, and committed educators working in tandem with parents and the community, using a carefully constructed and ongoing evaluated plan, implemented over a period of years. Thank you.

SENATOR FELDMAN: Thank you, Dr. Bloom. I agree with you. Not all districts need the program that we have enunciated, but, does every district in our State that needs these programs -- do they receive these programs? That's the rationale behind the bill of Senator Rice when he took up the sponsorship. Does every district-- We know that not every district that needs these programs receives them. How would you respond to that? We've had pilot programs on top of pilot programs. We know they've been working. They've been very successful. So, why don't we really jump in and really do it right, rather than a pilot program here and a pilot program there?

ASSISTANT COMMISSIONER BLOOM: Good question. I can talk about the alternative schools and I can talk about the effective school pilots which I know you are all so familiar with, originally in Senator Stockman's bill. We've been working with school districts -- 17 of those schools -- over the past three years. The Governor, in the '90 budget, has proposed to expand them to 50. The reason you can't do it wholesale is because it seems as though there needs to be some relationship between somebody from outside the school district being a change agent. For some reason, schools -- and maybe again, they are too protective a commodity -- don't change unless somebody is out there applying a lot of leverage and a lot of technical assistance. So there just isn't enough assistance to go around.

So, we're moving from 17 to 50. We'll expand the alternative ed. We've taken the pilots, and we've expanded them, for what it's worth. But it's not easy work, and it takes two and three years of planning, and two and three years of training people, and building two and three years of

commitment. So, it's long and tedious work which requires many committed people. You just can't, as you know, wave a wand and say, "Okay, we know what works, and everyone is going to now start doing what works." It just doesn't happen.

SENATOR FELDMAN: Senator Dalton?

SENATOR DALTON: Doctor, I was interested in a couple of the statements that you made. You made a statement that "Change from the top down doesn't work," and then you made a statement, "That which is effective is being mandated." How do you reconcile those two statements?

ASSISTANT COMMISSIONER BLOOM: Okay, we're talking in two different contexts. If you're going to go ahead and improve the school, I don't sit here as the principal or the superintendent or the Commissioner of Education and say, "That's what you're going to do to improve that school," because the people who are going to be involved in the day-to-day operation of that school have to make some of those decisions and be involved in that. So, the top-down change of specific programs, the specific strategies really are best resolved, best worked out, best implemented at the local school building level. As far as what's presently being mandated-- And what State government and State Department of Education mandates best -- its outcome -- we mandate what are the anticipated expected outcomes. How you meet those outcomes -- the changes that you need to make if necessary to meet the outcomes -- those decisions are made at the local level. So, what you're proposing and what you've seen in State government increasingly, particularly during this reform period of education is mandating outcomes, not programs, not specific processes, not what happens day one, day two, day three in the classroom. Two different contexts -- mandate the outcomes and let the educators make the decisions as to how they are going to meet those outcomes.

SENATOR DALTON: Are you mandating or are we mandating in the State government a core curriculum now?

ASSISTANT COMMISSIONER BLOOM: No.

SENATOR DALTON: Are we going to implement a core curriculum or make recommendations?

ASSISTANT COMMISSIONER BLOOM: No, there is no core curriculum in the State of New Jersey. There are high school graduation requirements, there are core cost efficiencies in some of those courses, but there's no State mandated curriculum. There's no core curriculum in the State of New Jersey.

SENATOR DALTON: But nowhere that you are aware of in State government is that being contemplated?

ASSISTANT COMMISSIONER BLOOM: No, I don't believe so.

SENATOR DALTON: Okay.

ASSISTANT COMMISSIONER BLOOM: I can't speak for all of State government.

SENATOR FELDMAN: You're going to do away with phys. ed., you know.

SENATOR DALTON: No, I mean the State Board of Education is not contemplating that anyway.

ASSISTANT COMMISSIONER BLOOM: We are working on core course proficiencies. If you'd like, I can go into that and explain what that is.

SENATOR DALTON: Why don't you give a general definition of "core," whatever it is?

ASSISTANT COMMISSIONER BLOOM: Core course proficiencies.

SENATOR DALTON: Okay.

ASSISTANT COMMISSIONER BLOOM: Right now, there is a mandate for every child in the State to graduate from high school, they must take "X" years of English, science, social studies, math, the arts, phys. ed. -- I'm leaving something out -- career education or career awareness. Within those

subjects, how children meet those "X" number of years is the decision of the local school district. If for example, it is a four-year English requirement, if children want to take journalism as compared to comparative literature, that's their decision. So, we're not mandating a curriculum, we're mandating a number of years. That's the first part of it.

The second part, we're going to say if children are taking algebra to meet the math III requirement, that children should all have a mastery of a core body of knowledge and those skills in algebra I. But is that in the curriculum? No. That's probably as we talked about it, the basis of a foundation of the essential piece of the curriculum. The curriculum is much larger than just the core. You look down at an apple, you can say, "Well, there's the core," but there's much more to the apple than just the core. So, there is no State mandated curriculum, and that's really what the State board is now talking about; those core cost efficiencies.

SENATOR DALTON: You're saying it's a mandated core.

ASSISTANT COMMISSIONER BLOOM: It's mandated. Yet, it's not all kids have to take the mandated core, no.

SENATOR DALTON: We're really getting into an area -- I mean, we're into terminology here. Your non-mandated programs are my mandated programs. I think our verbage is just different. There's a testing requirement. That is also a State mandate, is it not?

ASSISTANT COMMISSIONER BLOOM: Correct.

SENATOR DALTON: I guess my concern is -- and I'm not trying to play a verbal sleight of hand -- the fact is that we do have a tremendous number of mandates, and it seems to me, as I said before, that I just found some-- It opened my eyes when you said a change from the top doesn't work well. It seems to me that this government and this administration has been representative of that type of change. Well, maybe, you know,

the districts that I represent and the members of local school boards and teachers are all wrong, but that's what they are telling me.

ASSISTANT COMMISSIONER BLOOM: Senator Dalton, if I said to you go out and become the most learned you can become in Eastern European studies, how you do it is absolutely your decision, the outcome is you're going to be the most learned you can in Eastern European studies. What am I mandating?

SENATOR DALTON: Let me rephrase the question. I think it's the fact if you say to a student that you must pass this test, it's fairly specific what your mandate is. That's what I'm talking about. There have been top down mandates in this State in the last seven years, and for one to say that there hasn't been or for one to say a top down strategy for implementing change doesn't work, I just find that totally ironic. That's the point that I raised.

ASSISTANT COMMISSIONER BLOOM: Again, I go back and differentiate. There's one that's an outcome issue, which is learning Eastern European studies. How you choose to do it is your decision. A \$7.9 billion enterprise in public education-- Taxpayers are entitled to a measure of accountability. The High School Proficiency Test to which you're referring, over 100 skills-- The test is put together by people representing business, industry, parents, students, and educators. These are skills that everyone -- enough people agree -- children graduating from a high school must have. How do kids learn those skills? Local decision. What's top down? The outcome measure. How you do it? Local decision. What's critical? The educators educating those children know better than the State Department here sitting in Trenton how to get children to learn those skills. That's the kind of top down change that I'm speaking against. But the outcome measure--

SENATOR DALTON: I guess my point is that you are not providing the local districts with very much in the way of flexibility to do anything more than the outcome.

ASSISTANT COMMISSIONER BLOOM: Based on all the experience in all the schools I've been in and all the educators that I meet with daily, there are the majority of the school districts in this State, that go well beyond any of the requirements, any of the mandates. Whether it's H.S.P.T. or 10 hours of drug awareness education, they go well beyond and meet it, and the local requirements well exceed the State's. For years, the State graduation requirement was 92 credits, where the State average, based on local school districts, was 110. What I am saying to you is the State has generally: one, come in with kinds of minimums. Most local boards of education far exceed their requirements set at the State level. The State generally determines, or has attempted to assess outcomes for reasons of accountability, raising academic performance, has not gone in and told any school district how to do it, how much time to spend doing it, how many resources to expend in doing it. Those are local decisions better made at the local level.

SENATOR FELDMAN: Thank you, Dan. Senator Zimmer, may I present him to the witnesses who are here, from Hunterdon County.

SENATOR ZIMMER: Thank you very much. That colloquy was very enlightening. I liked it because it was about some fundamental principles. I'd like to ask you about another fundamental proposition that's included in the text of the bill. Section 2 a. makes a finding. It says that the Legislature finds and determines that despite the many reforms that have been discussed and the attempts, that many of New Jersey's school districts still lack the resources, programs, and planning to provide a truly thorough and efficient education. Would you agree with that statement?

ASSISTANT COMMISSIONER BLOOM: I would say that some school districts lack the programs, some school districts lack the resources or have not reallocated the resources. I don't think it's many. Then you've got many more school districts in

this State performing rather well, whether you do it by behavioral or academic measures.

SENATOR ZIMMER: So, your differences there with resources-- You think in an overwhelming number of cases, the districts do have the resources, they're just not using them.

ASSISTANT COMMISSIONER BLOOM: I'm sorry, I didn't--

SENATOR ZIMMER: They're not using them appropriately.

ASSISTANT COMMISSIONER BLOOM: No. I wouldn't say that.

SENATOR ZIMMER: Okay, well, they are not-- You finish the sentence.

ASSISTANT COMMISSIONER BLOOM: The majority of school districts in the State have the necessary resources and the majority, I'm sure, are using them, based on what I've observed, well. Certainly, there are some school districts in the State which don't have adequate resources. Maybe some are the same or additional ones maybe haven't reallocated some resources where they are more greatly needed. But, I still think those are the minority in numbers as far as adequacy or proper utilization statewide.

SENATOR ZIMMER: You referred to a few school districts where there's been a successful restructuring -- I guess that was the term you used. Could you name some of those school districts?

ASSISTANT COMMISSIONER BLOOM: What I was referring to was some of the school districts. The first thing I was referring to was the school districts in which we have alternative ed. programs. Well, we have different models of them. In Atlantic County, there's a countywide model that services the entire Atlantic County-- And that's being run by the Atlantic County Vocational School. It's housed at the Atlantic County Community College.

Another one is up in the Warren region, serving about seven school districts up there, one in Bayonne, one site in

Montclair, one in Rahway, and Middlesex County Vo-Tech. So, those are six that have alternative ed. programs. As far as school districts which have attempted to restructure in order to meet the very different needs of their schools, the Montclair School System, the Elizabeth School District for sure, increasingly the Atlantic-- I'm talking about urban now, since I think that is what we're primarily focusing on. I'll say the Atlantic School District, definitely the Bayonne School District. I think you're beginning to see some early signs that are really changing in how they are delivering educational programs in the Camden City School District. Those are a couple that, I think, have worked very hard and very industriously to make some changes.

SENATOR ZIMMER: Have you been able to quantify the results in terms of output?

ASSISTANT COMMISSIONER BLOOM: Yeah, we can quantify it using basic skills measures, whether it's performance on grade three, standardized achievement test grade six, or the High School Proficiency Test. Also the districts are able to quantify it on behavioral measures like truancy, absenteeism, and dropouts.

SENATOR ZIMMER: What was the connection in those districts between the improvement and increased financial resources?

ASSISTANT COMMISSIONER BLOOM: You mean, has there been a direct relationship between more money and improvement?

SENATOR ZIMMER: That's right.

ASSISTANT COMMISSIONER BLOOM: I wouldn't be too comfortable in speaking for those school districts since I wouldn't-- I can't say I've sat down and reviewed all their budgets on an annual basis, but to my knowledge, none of those school districts have seen any significant increase in dollars coming into those school districts. I mean, we just haven't had that kind of increase overall in the State. So, again, you

would be better off speaking to them directly about their relationship between dollars and improvement.

SENATOR ZIMMER: How does the Department of Education then go to apply the experience that's been successful in those municipalities to the other municipalities, remembering, of course, that you don't want to do it on a top down basis?

ASSISTANT COMMISSIONER BLOOM: Well, we get them to talk to the other school districts. Sincerely, I mean, they are the best communicators, disseminators -- whatever you want to call them -- of what's worked. So, we get them to talk to all of us. How do we do it? A regional statewide conference where there's training, publications-- I don't think you can come to a monthly State board meeting where some groups, some school districts, some people within the school districts aren't being highlighted for some of their achievements. So, it's a method of communication. Training programs, distribution of publications, those alternative programs that I've talked about. I think in May they'll all be invited into the State board meeting, and their effectiveness in taking well over 350 kids who probably would be out in the street-- They kept them in schools. These are kids who are going to graduate who meet all of the requirements, if you will. They will be honored for doing that, and we'll get them out talking to other school districts.

SENATOR ZIMMER: Will they get any financial reward from the State for succeeding?

ASSISTANT COMMISSIONER BLOOM: They started their work with additional funding. Those six sites-- Between them, they each started up with about-- Well, some of them started with as little as \$100,000, one or two of them about \$200,000 over a two-year period to start their programs and to prove they work. Those are the six programs that have since been picked up by either the local tax levy or other funding sources and continued, without State money.

SENATOR ZIMMER: Money is a recurring thing. You mentioned the cost of this legislation. It's roughly \$3 billion. Is your Department preparing the information for the fiscal note for this bill?

ASSISTANT COMMISSIONER BLOOM: I believe we are.

SENATOR ZIMMER: Can you give me a rough idea where that \$3 billion breaks down?

ASSISTANT COMMISSIONER BLOOM: If you'd like, I can go through some. Do you want that now?

SENATOR ZIMMER: The big ticket items.

SENATOR FELDMAN: Senator Rice has advised me that he has not heard from Legislative Services or the Department regarding the cost. Neither has the Chairman of this Committee.

ASSISTANT COMMISSIONER BLOOM: Yeah, again, it's a real, you know, rough shot at doing some estimates, and we are working on that now. So, maybe I'm better off--

SENATOR FELDMAN: You know, we've got a ballpark figure, but we'll be getting more specific.

SENATOR ZIMMER: Okay. I won't pursue that then, out of deference to the Chair and the sponsor. He should have an opportunity to look at it first. But, I think, sooner or later, whether the crux of this issue is going to be what we're going to be able to buy for the additional money that we spend-- And I think it's as Dr. Bloom said, and I'm sure he meant it, that this is very thought provoking, and it brings about some very important debate. But if it ever becomes law or anything like it becomes law, it would have to be because we're promising our students, not just a thorough, but also an efficient system of education.

SENATOR FELDMAN: That's a good way of putting it.

SENATOR ZIMMER: I have two more questions. The Governor, in one of his speeches this year, said that we're spending about \$7000 a year per student in this State, which

brings us second only to Alaska, and then in his budget speech he said \$8000 per student. Do you have a number that's an accurate one?

ASSISTANT COMMISSIONER BLOOM: No, I don't have an exact number, and I'm not sure how he's arriving at that number. I'd have to go back and see what he's referring to.

SENATOR ZIMMER: I believe it was all components -- State, Federal--

ASSISTANT COMMISSIONER BLOOM: State and Federal funding?

SENATOR ZIMMER: State, Federal, and school district fundings.

ASSISTANT COMMISSIONER BLOOM: Senator, I don't have that with me. I can certainly get back to you.

SENATOR ZIMMER: If any of the subsequent witnesses can, I'll appreciate that. Finally, I'd like to have documentation, if you could, of the statements that you made about there being absolutely no correlation between factors such as teacher/student ratio, substitute teacher pools, and so on. Now, if you could provide me citations, at least for the authority, it would help me as a new member of this Committee.

ASSISTANT COMMISSIONER BLOOM: No problem.

SENATOR ZIMMER: And those who have other views, I'd appreciate having citations for your opinions, too. Thank you very much.

ASSISTANT COMMISSIONER BLOOM: Thank you.

SENATOR FELDMAN: Thank you, Senator Zimmer, Dr. Bloom. I'd like to call upon Senator Cowan. May I invite Senator Rice, the sponsor of the legislation, if you so desire, Ron, to sit up here. Senator Cowan is from Hudson County, Jersey City. Thank you, Joel.

SENATOR THOMAS F. COWAN: Good afternoon, Mr. Chairman, Senator Zimmer. I thought knowing that you were holding this hearing on such an important bill, that coming

from the County of Hudson and the City of Jersey City, presently involved in a rather massive lawsuit with the Department of Education concerning school takeover, and having participated last year in some of the activities when the New Jersey Education Association was holding their hearings concerning the challenges in education, that I, myself, would be remiss if I didn't come and testify on this bill which is part of those hearings. So, I do have a prepared statement, and I would ask you to bear with me for about six minutes, while I read it into the record.

Last year I had the opportunity to participate in hearings conducted by the New Jersey Education Association on how to improve the education of children in our urban schools. In listening to the testimony of the urban educators at those hearings, I was deeply impressed by the dedication and commitment of the urban educators. I was also made acutely aware of how difficult and frustrating it is for many of these teachers to fulfill their commitment while working in overcrowded classrooms and decaying school buildings, with inadequate books and supplies, and insufficient support services.

Those hearings made me aware that we are asking these teachers to perform truly heroic tasks in light of the conditions they must work in and the problems they must confront. I do not think that the success of our urban schools should depend on heroism. I don't think that our urban teachers should have to teach the most educationally and socially disadvantaged children in our society with resources that are far less than the resources that are provided for the education of advantaged children from the affluent suburbs.

The bill that this hearing is focusing on, S-3125 by Senators Rice and Feldman, was developed based on the testimony of the educators at NJEA's Urban Challenge hearings. For that reason alone, I wholeheartedly support this legislation. We

must give our urban teachers the tools and resources to do their job -- the same tools and resources that most of their colleagues in the suburbs already have. We should not have to ask our urban teachers to be heroes. Being a good teacher, should be enough.

I also support S-3125 because it is a very good attempt at finding what a thorough and efficient education should be in terms of input standards. Much of our effort in defining T&E has focused on managerial effectiveness and output standards. We have focused too much on the failure of so many of our school kids to acquire basis skills without focusing on whether they and their teachers have had sufficient resources to accomplish their goal.

The testimony of teachers, such as Sarah Davis of Camden at the Urban Challenge hearings, demonstrates the inadequacies of the resources that we are providing to these city schools. Sarah, in pleading for help, said, "Those of us in urban schools know we are not doing the same job as our suburban counterparts. Because we do not have the money, we do not have the programs, and we do not have personnel to do the job." Money, programs, and personnel are all addressed by the provisions of S-3125. The Education Reform Act of 1989 states specifically that all school districts must have a comprehensive curriculum for all pupils in all grade levels. It states that every school must have a library. It requires sufficient guidance counselors and support staff to meet the special needs of all children.

Perhaps, most controversially, it requires a maximum class size of 15 students. Are these standards necessary? Are they realistic? To see the needs for these standards, we simply have to turn to the data provided to us by Administrative Judge, Steven Lefelt. In the detailed findings that he has provided for the Abbott v. Burke case, Lefelt has shown us that we need to mandate comprehensive curriculum,

because without such mandates, we find such conditions as they exist in Camden where there have been no elementary school art teachers since 1981.

While most suburban schools offer foreign languages throughout the elementary grades, Jersey City and Paterson do not offer foreign language instruction until high school. With regard to science education, suburban schools provide well-equipped science labs, while cities like Camden have to use regular classrooms for biology, chemistry, and physics.

With all the emphasis that we have placed on reading skills, one would think that school libraries would be a must in every school. What better way to encourage young people to read than by bringing them to their school library and putting books in their hands. Yet, in Camden, out of 24 schools, 16 have no libraries. Camden eliminated all elementary school librarians in 1981. In examining a wide range of programs and resources, including programs for the gifted, computer education, music education, and guidance counselors, Judge Lefelt felt that urban school children were receiving services that did not meet their educational needs, and these services were marked, in contrast to the abundant services provided to suburban children with similar needs.

Some might argue that the standards established by this bill are not realistic. I suspect that the class limit of 15, in particular, might be viewed by some as excessive. For those who argue that such a standard is too high, I point out that many suburban districts have class sizes that are already at or close to this standard of 15. Yet as Judge Lefelt noted in his findings, in 1986, 28% of Irvington's and 26% of Camden's elementary classes had more than 30 children. How can we tolerate a situation where our urban students with the greatest need are jammed into classes of 30 or more, while our children of the greatest advantages have classes of 15?

Maybe a class size of fifteen is unrealistic. I am willing to listen to arguments on this point and keep an open mind. There is, however, no doubt in my mind that we cannot tolerate class sizes of over 30 in our urban schools. If someone wishes to argue that there is no research evidence to suggest that teaching children in classes of 30 or more is no less beneficial than teaching children in classes of 15, I would suggest that he reserve his scientific judgment until he spends a week or two teaching such a class in Camden, Trenton, or Jersey City. Others might argue that mandating class sizes is an interference in local board policy. I would counter that the mandates contained in this bill are not intrusions into the local board policy, because the bill also provides that additional money needed to pay for the mandates. This is the case of State mandate with State pay.

The mandate to provide a thorough and efficient education is, of course, not a local obligation as Robinson v. Cahill has so definitely told us, but a constitutional obligation of the State. What is perhaps most significant about S-3125 is that it defines the State's obligations in terms of concrete resources. Judge Lefelt, on the matter of meeting the State's obligation, concludes that children being educated in property poor urban districts do not have educational opportunities substantially similar to children educated in property rich districts. Property poor districts are not providing educational programs to meet all their students' needs. I conclude the existing system is not T&E, since educational opportunity is determined by socioeconomic status and geographic location.

If we pass S-3125, we will be, I am certain, providing educational programs that do provide equal opportunity for all students, meeting all of their educational needs, and meeting our constitutional obligations. I think we should act now, rather than await the mandate of the court. We should act now

to show that we are fully committed to providing a thorough and efficient education to all children, regardless of where they live. Thank you, Mr. Chairman.

SENATOR FELDMAN: Thank you, Senator Cowan, for your encouragement. I'd like to recognize Senator Rice.

SENATOR EWING: (speaks with no mike) Tom, don't you think it would be nice if Jersey City gave you that million dollars -- instead of fighting in the courts, to give it to the school system?

SENATOR COWAN: If the State Department of Education, John, had been doing their job for 20 years, we wouldn't have it going on right now, and we wouldn't need a court case.

SENATOR FELDMAN: Why do you always deny lawyers the opportunity of making an honest living?

SENATOR EWING: But what lawyer makes an honest living?

SENATOR FELDMAN: I've never seen one. Senator Rice.

S E N A T O R R O N A L D L. R I C E: Thank you, Mr. Chair. I'm going to be very brief. I wanted to stop down. I'm up dealing with guns today. I think it's appropriate that we have a public hearing on educational needs at the same time we're addressing the gun situation, because one certainly affects the other.

Let me just say that I'm not here to debate anyone as we relate to 3125. I'm here to thank the Committee and the Chairman for once again having a hearing so that the people and those that are interested can have input in the legislation. I recognize that the bill appears in this phase to be very broad, and in fact, it is broad. I suspect there will be some compromises.

But let me just say this: I never expected the Department of Education to support that legislation, because it makes sense, just like full funding makes sense. So, that should not be any criteria for us to now reject that legislation and now try to work with it. By the same token, I

would like to see the Department of Education's statistics and whatever research they have done to even try to determine whether or not the elements of that bill such as classroom size, quality of teachers, well-trained teachers, substitutes, the conditions of schools, and their other variables -- whether or not it makes a difference. I would like to see that, because when people talk statistics to me, what they normally do is talk to the average layperson who does not understand how you work statistics, academically. I have some basic knowledge of it. It was part of my academics, and I think that I know how they play games.

You see, without even seeing their research, I will contradict the Department of Education and say to them that statistics do prove out that the things that are in that legislation make a difference; and I can prove that by not even doing any great in-depth research. All we have to do is point to the successes of education in the State of New Jersey's public schools, and we will find that those school districts and those school systems that have smaller classrooms have better schools, and have the kind of elements that are in that bill. And if, in fact, that is true, and they are being successful, then that indicates to me that that's at least one variable that's making a difference in those people's lives.

Last week I was in Edison speaking for Black History Month before a classroom there. There were not 30 students in the class. It was interesting because there were two or three brand new schools next to each other -- nice green grass and fresh air, and pleasant, qualified teachers. In fact, one of them came from Newark.

So, my point is that there is a difference, and I defy anyone to tell me there is no difference. There's a difference when a youngster stands on a corner. See, these are the statistics that I look at, and these are the comparisons that I make, because they are real life comparisons. When a youngster

stands on a corner and sees a Mercedes-Benz on the street and his friend -- and I'm talking about one at the driving age -- has a run-down 1970 Chevrolet, you know, that plays with that youngster's mind for a while. That youngster is going to do one of three things: He can forget that he wants a Mercedes because he cannot have it; or go out and work very hard to get a Mercedes; or stick someone up or steal one.

So my point is that when you're in the classroom and you start thinking about students -- as you watch TV and listen to your peers -- having computers and you hear about how nice the school is, you sit there and you daydream and you think about the things that should be in your life. So these things do make a difference, and I will defy anyone who says they do not.

But the point I wanted to make to the Committee is to thank you once again and encourage you to continue to listen to the input, so that we can have that feedback. There's going to be both negatives and pros for it.

The final thing is that, once again, I have requested a fiscal note which I have not received yet. The bill is going to cost money, but everything in life that's worthwhile costs money. That's why we work everyday to try to get those kinds of things we want. The bill does not ask for anything that's really not necessary, such as something miscellaneous or a substantial amenity. It asks for what is right. It's not a rural versus urban issue. If you look at the number of schools and those schools at level two and three and those that may be heading that way, it is definitely not rural versus suburban. It's about quality education and those areas of our State where the system happens to be failing our young people.

So, thank you very much for just hearing me out. I'm not going to be here to hear my friend from AFT who comes from my city, but I hope that his notes get to me so I can see just what his concerns are. I would hope that AFT, like other

education groups, is supportive of the legislation that makes a difference. If there are amendments that are necessary and are meaningful, I would certainly like to see them since we are so close to that city. Thank you.

SENATOR FELDMAN: Thank you, Senator Rice. Now you are going to face New Jersey's militia.

SENATOR RICE: That's right. We're going to do that for the sake of education and kids.

SENATOR FELDMAN: Our next witness is Betty Kraemer, Vice President of the NJEA, and she will be followed by Ruby Williams who must catch a 5:00 train. Betty?

UNIDENTIFIED SPEAKER FROM AUDIENCE: Mr. Chairman, Betty Kraemer will also be accompanied by Ed Gallagher, who is the Director of our Communications Department.

B E T T Y K R A E M E R: Good afternoon.

SENATOR FELDMAN: Good afternoon.

MS. KRAEMER: I'm Betty Kraemer, the Vice President of the New Jersey Education Association, and I come before you today on behalf of the 130,000 members in our Association. We consider the Education Reform Bill, S-3125, to be the most crucial child-centered reform legislation to be introduced in this State in many years.

Senator Feldman, as Chairman of this Committee and co-sponsor of that bill, your support is absolutely essential to this legislation, and for that we thank you. All the children of the State of New Jersey in public education and our members who work in our schools also thank you, and we wish to thank the prime sponsor, Senator Ron Rice. His efforts on behalf of public school children and education set a shining example for all to see and emulate. And now Assemblymen Wayne Bryant and Jack Collins have sponsored the legislation in the Assembly where it is A-4126.

It's gratifying to see this bill sponsored by legislators from both political parties and from all parts of

the State: urban, suburban, southern, and northern. This year almost 1.1 million children will be educated in our public elementary and secondary schools. But everyone in this room knows that equal educational opportunities for all those students do not exist in the State of New Jersey. To paraphrase George Orwell, "All children are created equal, but some are more equal than others."

Isn't it true that the level of equality that children can expect depends on how much their parents are worth, or where they can afford to live, or the language that they speak, or the color of their skin? All of us know this to be true, but few dare to speak out. This is the harsh reality of education in the '80s in many of our public schools today. This educational caste system cannot continue into the 1990s. It is wrong. It is dead wrong, and it must end.

Members of the Committee, NJEA isn't really interested in anyone's convenient definition of "fiscal reality." We are sick of hearing that things for kids are too expensive. Nobody bats an eye at spending tens of thousands of dollars to keep someone in prison. But when we talk about \$3000, \$4000, or even \$5000 to educate a child in this State, we hear a lot of griping. It isn't too expensive to provide tools and supplies and facilities that spell educational opportunity to the children of Princeton, but it's too expensive for the children of Trenton.

No, it doesn't cost too much for the children in Haddonfield, but there isn't enough money for the children in Camden. And it's not too expensive to supply the best for the children in Franklin Lakes, but we can't afford that for the children in Paterson. Children in poor districts deserve the same opportunity for a quality education as children in wealthier districts. It makes no sense in the America of the 1990s to maintain a system where so many children are denied access to the chance for quality education.

The New Jersey State Constitution calls for every child to receive a thorough and efficient education. But those fine words do not ring true in the Garden State of New Jersey. Despite its promise in the 1975 T&E Law, it just hasn't brought equality in academic programs and resources to the New Jersey public schools.

Until all of our State's public school children can attend classes in buildings that are clean and safe; until all our State's public school children have enough textbooks that are up-to-date, rather than torn, outdated, and ragged; and until all our State's public schools have enough supplies to meet the children's needs; until all of our State's public school children can attend schools with reasonable class sizes, enough substitutes, proper alternative education programs, and enough counselors and support systems; and until all of these goals are accomplished, equal opportunity to learn is nonexistent, and words about a thorough and efficient education for all are nothing more than a lot of empty words. And it's a cruel charade to play on the children of the State of New Jersey.

Our State expects -- Our State Department expects-- They demand that our children perform at higher and higher levels every year. Our children in our public schools are assessed ad infinitum. "Raise that bar. Raise those test scores." That's become the cry from the State Department. School districts are monitored and judged against a checklist. They are told to formulate improvement plans. School successes and accountability are equated with standardized test scores and newspaper articles about the results.

Those assessments are worth very little because not all children are provided a chance to learn; a standard of opportunity that should be theirs by right and not by virtue of where they happen to be living. District assessments are worth little because the State only judges; it doesn't help.

How many times has Camden City failed the facilities test in the State's monitoring? Ever wonder why? Let me give you some dates on the cornerstones of some of those Camden City schools.

Bonsall Elementary School, 1913; Broadway, 1886; Camden High School, 1916; Cramer School, 1913; Davis, 1925; Dudley, 1904; Parkside, 1907; Powell, 1926; Sharp, 1921; Sumner, 1926; Washington, 1907; Veterans, 1939. I wonder how many people ever work in a building 100 years old? And not one of the elementary schools in Camden even meets the State's requirements.

S-3125 can go a long way toward ending inequity. This legislation cuts through the inaction. It cuts through a lot of rhetoric. It gets to the children, and that's what we're talking about. It requires the State to live up to its major portion of its educational responsibilities.

Ladies and gentlemen, this bill's message is clear. Our State must have the courage to demand that all students in all of our public schools are given an equal opportunity for learning. The student in Trenton should be provided with the same standard of opportunity as the student in Princeton or in Hopewell; and the student in Camden should be provided the same standard of opportunity as the student in Haddonfield or Cherry Hill; and the student in Paterson should be provided the same standard of opportunity as the student in Franklin Lakes or in Essex Fells. The student in the poorest rural school should not be forced to suffer just because the district happens to be small or it lacks sufficient funding.

As with nearly every piece of legislation, there will be those who lack the vision to see beyond the present. To those detractors, NJEA would say, "Show us one portion of this bill that will not improve education for the children of the State of New Jersey. Point out one section of S-3125 that is bad for children. Justify the educational inequities that exist in our schools. Explain why our sons and daughters, the

very future of our State and nation, do not deserve the right to a truly thorough and efficient education. And convince our Association why New Jersey's public schools children should not all enjoy an equal opportunity to learn."

Certainly this bill doesn't guarantee that every child will learn. No one and no bill can ever do that. But rather, it provides the things that children need if they are to have a chance to learn and to be productive members of society. It guarantees small classes so that primary school youngsters in Vineland and Atlantic City, Elizabeth and Fairfield won't have to compete with 30 or 40 others as they try to learn that difficult skill called reading.

Certainly we agree with Governor Kean when he calls for restructuring of education. This is the bill -- the answer for that restructuring plan. This is the prescription for educational reform. It guarantees an alternate education program, so that Paterson's children will have another option besides dropping out. It guarantees that children in Jersey City and Trenton won't be divvied up between three or four teachers because their teacher happens to be absent. Increasing those class sizes and making sure no one gets a chance to learn, is what happens when you divvy up classes.

It guarantees that the class will stay together and continue to learn by providing a substitute who not only knows the system, but knows the curriculum. Every day teachers all around this State spend countless hours trying to make education come alive for children that we teach. And every day the same teachers strive to inspire an understanding of equality, freedom, and justice in our young people. Every day we work hard to plant the American dream in children of every race, color, and creed -- rich or poor. That's a job that we take seriously, but it's a job that we can't do alone. The State must carry its rightful share of that burden.

NJEA intends to press vigorously for adoption of this much needed legislation. With this legislation goes the hopes, dreams, and future of every public schoolchild in the State of New Jersey. And if the promise of equal opportunity is not fulfilled in our schools, then I submit to you, it is not fulfilled at all.

SENATOR FELDMAN: I may sound prejudiced, but it was a great speech. Thank you, Betty. Any questions?

SENATOR EWING: Did you say that some classes in Paterson didn't have desks?

MS. KRAEMER: Textbooks. No, I don't think I used the word, "desk." I think it was textbooks. But I venture to say that there are plenty of places I can show you in the State of New Jersey where children do not have desks and sit at tables.

UNIDENTIFIED SPEAKER FROM AUDIENCE: If I might add, there are classes in Paterson that don't have classrooms.

SENATOR EWING: Do you mind if I finish my question first? Thank you. What textbooks are they missing in Paterson?

MS. KRAEMER: Senator, I would like you to come to Paterson with me.

SENATOR EWING: No, I'm asking you. I was up in Paterson the other day for part of a hearing.

MS. KRAEMER: You want the names of the textbooks? Pardon me?

SENATOR EWING: I was in Paterson the other day for the first hearing with Senator Feldman.

MS. KRAEMER: Well, have you been into the schools in Paterson?

SENATOR EWING: There was a very nice one that we went into. I'm sure Mayor Graves made sure we used the best one.

MS. KRAEMER: I'm sure. When the Governor took his trip to Vineland, it was nice too.

SENATOR EWING: He had the police out there and everything for us.

MS. KRAEMER: I'm sure.

SENATOR EWING: No, but what sort of textbooks are they missing in Paterson?

MS. KRAEMER: Well, they are sharing many of their textbooks. They don't have up-to-date textbooks. They are tattered and torn textbooks, particularly in the areas of science and social studies. The math textbooks are old, and they haven't been updated. Math is one of the areas that the State complains about that we've been falling back on. But I can also take you to school districts where we don't have classrooms for kids, where they're in a cafeteria or perhaps using a corner of the stage area.

SENATOR EWING: I was down in Shell Pile years ago, and I went down to a room that was behind the boiler room.

SENATOR FELDMAN: Thank you, Betty. And if you will, will you send us the schools that have no desks?

MS. KRAEMER: We would really like you to come visit those schools with us.

SENATOR FELDMAN: If you just-- For the Committee, so that, you know, we're not speaking in a vacuum. Thank you very much.

MS. KRAEMER: Sure. Thank you.

SENATOR FELDMAN: Our next witness is Ruby Williams from Washington, Assistant Executive Director of Public Affairs for the NEA.

R U B Y W I L L I A M S: Thank you, Senator, members of the Committee. My name is Ruby Williams, and I am an Assistant Executive Director for the 1.9 million member National Education Association, of which the New Jersey Education Association is an affiliate. NEA represents this nation's public school teachers and educational support personnel, as well as higher education faculty and staff in many of the nation's public institutions. My remarks that I'm going to give you today are a condensed version of the written testimony that I've submitted.

I'm very pleased to testify on behalf of the Education Reform Act of 1989, S-3125, a comprehensive measure that NEA believes will go far toward improving education for all students in New Jersey, as well as to set a standard for other states.

Since the publication of "A Nation at Risk" in 1983, proposals aimed at boosting student achievement have been many and wide ranging. Initially there were few calls for the kinds of comprehensive programs that would boost the achievements of all students. NEA and its affiliates were often lone voices in speaking out for education reform aimed at achieving both excellence and equity, values which we believe to be inextricably linked.

Recent news from the demographic and economic fronts, however, have brought to national attention the importance of achieving excellence with equity; namely a less economically competitive U.S. confronted by an increasingly competitive global economy, and demographic trends showing growing numbers of poor people and of people of color who are disproportionately found in the ranks of the educationally deprived and economically disadvantaged. If the United States is to recover its competitive edge economically, we as a nation must invest in our human resources to ensure their full participation in that economy. This investment represents not only common sense but our survival.

Because we at NEA and NJEA have kept an eye to the future in these matters, we cooperatively undertook work on NJEA's Urban Challenge project several years ago. This project aimed at developing ways to overcome the severe crisis faced by students in the State's urban districts, called on NJEA, school and community leaders, school finance experts, and others to investigate the problems of these districts, which educate roughly a quarter of the State's students, and to develop comprehensive responses to their, in some cases, dire needs.

Among the worst problems facing New Jersey urban schools uncovered by the Urban Challenge initiative, were the disastrous impact of large classes when so many students needed individual attention, the lack of adequate facilities and financial resources, the lack of staff or teams of specialists, the lack of special programs, and the general lack of adequate educational programs; hence, the comprehensive nature of the legislation born of the Urban Challenge campaign. NEA supports New Jersey's Educational Reform Act of 1989 precisely because it does not attempt to gloss over the most fundamental problems, but addresses the special needs of the urban districts directly. It is clear as well with passage of this important bill that all students throughout the State stand to benefit.

I will speak to a few issues that make S-3125 Educational Reform Bill deserving of your support. The bill's call for comprehensive curricula offerings in all school districts is vital. One of the starkest findings of NJEA's Urban Challenge effort was the lack of academically advanced course offerings in the sciences or other areas in many of the urban districts. In addition, NJEA found that many of the urban districts offered no gifted and talented programs, so that few students had few incentives to strive for and attain increased achievement. Harvard psychiatrist Alvin Poussaint noted in an article in the 1987 anthology, "Educating Black Children": "If inner city schools are to be transformed from communities of failure into centers of learning, the vast majority of the school community -- students, teachers, and administrators -- must share in the experience of success before they can begin to believe in it and expect it."

The introduction of full curricula offerings and programs for gifted and talented students go a long way toward motivating students to be academically successful. And this, in turn, would lead to that experience of success that Poussaint sees as critical to educational achievement.

Another of the bill's strengths emanates from its call to limit class size. The class size proposals in S-3125 represent a most enlightened approach to the issue. Class sizes of 15 or less are noted in the resource literature for their positive effects on student achievement. Class size literature is consistent, as well as showing that small classes in the primary school years and with economically disadvantaged students can be an especially meaningful factor.

We must also remember that studies focusing on class size most often measure quantitative factors alone -- mostly standardized test scores. But any teacher will tell you that lowering class size, even by two or three students, makes for an important qualitative difference in the teaching and learning experience for students. These qualitative factors can be particularly important in urban settings where, as the Urban Challenge noted, "Families spend so much of their time being concerned with physical and economic survival." It is clear that with student populations whose learning is complicated by such factors and others, more individualized instruction from a teacher can make a large difference.

Recognizing that each student learns in an individual way, we at NEA have long supported the call for alternative programs within the public schools. We believe, in particular, that students with special needs should have access to school programs that will enable them to be in school, be stimulated by their school environment, and achieve academic success in that environment.

We love the Education Reform Act's call for the availability of alternative education programs for eligible students. We urge the notion of alternative schooling to include, but not be limited to: restructured primary schools aimed at being transitional programs for students in need, vocational schools that provide full, comprehensive four-year programs, and accelerated magnet schools, among others. We

encourage the State to offer a broad range of activities to respond to differing behavioral patterns, interests, needs, and learning styles.

The National Governors' Association, as part of its 1991 plan aimed at augmenting the State leadership role in education, stressed the need for alternative education programs to aid at-risk youth, particularly those in high school. The NGA urged all high schools to provide access to some range of alternative learning experiences.

At the same time that we note our support for the availability of alternative schooling for students, especially those considered at-risk for academic failure, we emphasize the need to preserve the integrity of each school district to promote community involvement in the schools and to support democratic governance of schools.

Senators, in concluding, I urge your Committee to support S-3125 in this current form. Support of this bill will help bring equity to students who have been sidestepped by the reform movement, and by helping those most in need, it will bring improvements to all students in New Jersey. I thank you very much for the opportunity to speak to you here today. Thank you.

SENATOR FELDMAN: Thank you, Director Williams for coming up from the nation's capital to discuss the bill with us. Thank you.

MS. WILLIAMS: And I thank you for allowing me to catch my train on time.

SENATOR FELDMAN: Thank you. Our next witness is Dr. Robert Boose, the Deputy Executive Director of the New Jersey School Boards Association, accompanied by Ms. Jeane Reock.

D R. R O B E R T E. B O O S E: Senator Feldman and members of the Committee, thank you. On behalf of the New Jersey School Boards Association with over 5000 members, we're here today to present some testimony on S-3125. I'll just take

a couple of minutes to paraphrase some of the comments that we're going to make. We'll be dealing hopefully in the platform that you set forward today -- the ongoing dialogue on the bill, and nothing is, in fact, etched in stone. So, some of our remarks may be pointed, but we're hoping there will be some flexibility down the road when the Committee decides on the final version of the bill. So, with that in mind we'll be talking about flexibility and targeting resources, and some of the ways and means in which the bill is structured. We may be different with the approach, but not necessarily with the goal of that. So, our dialogue today will be basically about some approach and ultimately the funding of that approach.

We're happy that you've created this forum. We know that you brought this through these hearings-- Part of the table is coming apart here. (referring to witness table) The public awareness of the condition--

SENATOR FELDMAN: That's only for Senator Ewing. We want him to know that desks are not only in poor condition in our schools, but also in the State House. This building is 100 years old.

DR. BOOSE: I think this building is over 100 years, too.

SENATOR EWING: I live in a house that's 100 years--

DR. BOOSE: I think that the hearings have underscored the fact that New Jersey does have--

SENATOR FELDMAN: Excuse me. He mentioned his house is 100 years -- with a swimming pool that's indoors, with air conditioning, with polo ponies--

SENATOR EWING: And a squash court.

SENATOR FELDMAN: Right. Okay. I'm sorry.

DR. BOOSE: We'll go to his house after the hearing. The hearings have underscored the fact that New Jersey does not provide equality of educational opportunity for all its children. There are schools where classes are too large and

counselors are too few. You just heard from other speakers that situation -- schools that may have too limited an offering of academic courses, too little art, music, enrichment programs. All these kinds of programs add the zest to school life and learning. In some of these schools, alternate programs are desperately needed -- programs that are tailored to the specific needs and learning styles of these students.

There are serious problems. We share the sponsors' concerns and their desire to see all students receive the kind of education that will make their lives productive and satisfying. But we are going to differ in some ways with the means by which this will be accomplished. The bill is based on the assumption that all schools have the same problems and require the same solution: Class sizes of 15 to 1, a mandated ratio of counselors to students, pupil support teams, alternative programs, smaller classes for mainstreamed special students, and so on. This approach is a broad-brush approach -- a series of State mandates that sweep across all districts, regardless of how well they are doing or what particular problems they are experiencing.

Just as educators try to deal with each child as an individual, to diagnose problems so that the appropriate remedies can be applied, we believe that the State should deal with school districts as separate entities, each with its own characteristics. Across-the-board solutions are not the answer. Education is too complex for that. We need tailor-made solutions to carefully defined problems.

The most successful reforms are those which build from the ground up, involving the local boards of education and their staffs. The staffs, by the way, are the people who are the closest to the problems and who must implement the solutions. Local boards and their staffs are in the best position to identify their problems, establish priorities, and determine the most workable solutions. If the State will

provide technical assistance -- and even more important, the financial resources necessary for local districts to implement their own reforms -- then New Jersey can become a place where all students can be well educated for this century and the next.

In addition to local involvement, the State needs to establish priorities for its funds so that, when the most pressing needs are met first and resources are spent where they will do the most good-- State funds should be directed to students who are most in need and to the programs that offer the most return. Those programs will vary from district to district.

The State also needs to recognize that if a district is doing well, it may not need the measures as suggested by S-3125. The old adage may still apply, "If it ain't broke, don't fix it." In many districts, students are learning and are learning well in classes of 20 or even 23. Why force these districts to split into smaller classes, doubling both their staff cost and their facilities?

Although we're pleased to see the provisions in the bill for State funding of the full cost of implementation, the history of State funding for education in New Jersey leads inevitably to a position of skepticism concerning the State's ability and desire to provide the necessary moneys. We fear that districts will be left holding the bag, complying with a bevy of new and expensive mandates, even when the State funds are not appropriated.

I think it's safe to say that the bill will provide additional costs and will require additional costs, probably far more costly than any set of mandates yet imposed on local districts. Tremendous numbers of additional staff would be required. There would be many more classroom teachers needed, possibly a doubling of present staff in some districts to meet the 15 pupil maximum on class size and also to reduce class sizes below that, when special education students are

mainstreamed. New guidance counselors would be needed to meet the 1 to 100 ratio, along with more than 4200 special services personnel staff and the new seven-member pupil support teams, part of the bill which is suggested for each district. When we add to that the cost of expanding the curriculum at the elementary level to include a number of special subjects not universally taught at present, as well as the many special programs called for at the secondary level--

The greatest of all costs isn't mentioned in the bill nor are the funds provided. Many of the bill's mandates require additional space. If classes are to be no more than 15, many districts will have to double the number of classrooms, and even go beyond that if they are to continue to mainstream special education students, as they must by law.

Are we to believe that the State will find money for this tremendous expansion of facilities when it has not funded the upgrading or replacement of the very old and deteriorating buildings in which children are going to school everyday? Just last year, the Governor vetoed a bill for \$150 million in additional building aid, saying the money just wasn't there. The facilities' costs for S-3125 could easily be in the billions. Even if the money were available, a strong argument could be made that it should first be spent to correct known deficiencies, a cost estimated to be well over \$1 billion.

We propose some alternatives to the bill. To begin with, there should be a restructuring and full funding of the school aid formulas, with State aid given on a current year basis, so that districts can make the necessary improvements without bankrupting their local taxpayers. Adequate State aid would permit many districts where students are not having difficulty to lower class size, broaden their programs, and hire additional counselors.

Beyond the infusion of aid to provide greater equity in resources available to local districts, we urge -- as we

have in the past -- that special grants be made available to districts that qualify through need, through limited resources, and commitment. These would include State grants for such things as preschool programs, parental involvement, parent education, programs for pregnant students, day-care for teen parents, school-based youth services -- including medical, counseling, and employment -- and dropout prevention programs for at-risk students. We very much like the approach taken, Senator, in your bill S-3125, the L.E.A.P. Bill called the Local Elementary Assistance Program, which is sponsored by you and in the Assembly by Assemblyman Pascrell. The bill targets money to those districts where there is a serious need and does so through a competitive grant process. It requires grant proposals to incorporate certain measures which the sponsors believe will make for better education, such as school-based planning, pre-kindergarden programs, and an articulated program.

We believe that the grant program approach is more efficient and effective than the current bill's sweeping mandates. The grant approach respects the ability of the local board and staff to identify and deal with their own problems, and then provides the necessary resources to make it possible. Grant programs also ensure accountability by requiring evaluation of the programs' effectiveness, a measure which is not currently identified in S-3125.

And what if a district doesn't meet its responsibilities, even when the funds are provided? In those rare instances where a district may lack the will or the ability to resolve its problems, the State, through its elaborate monitoring system, will provide strong direction and make certain that the district corrects its deficiencies. The authority is there, and the State only has to use it.

In summary, the New Jersey School Boards Association recognizes the serious problems that your bill, S-3125, is intending to address, but we believe that there are measures

that would be both more effective and more efficient in meeting these needs than the current mandates required by S-3125.

SENATOR FELDMAN: Thank you, Robert. I have no questions. Jack?

SENATOR EWING: I would just like to compliment him on the various pragmatic alternatives.

SENATOR FELDMAN: Well, you gave us some alternatives. If we take something out, we could put some of your recommendations in. Thank you very, very much.

DR. BOOSE: I'd be happy to work with you on it.

SENATOR FELDMAN: Vincent Altieri of the AFT.

V I N C E N T E . A L T I E R E: I'd like to thank you, Senator Feldman and the other members of the Committee, for the opportunity to address you today on S-3125, the so-called Education Reform Act of 1989, sometimes referred to as the New Jersey Education Association Omnibus Reform Bill. By the way, I would just like to digress in a couple of instances from my written remarks. Having heard the previous speakers, I can probably agree with almost every one of them to some extent, and I'll illustrate that as I go on.

The publicity surrounding this legislation has reached an unprecedented level of hyperbole. And I agree with you, Senator Feldman, this afternoon when you said, "Let's tone down the rhetoric," so to speak, "and get to the hard facts of the matter." The NJEA has called it, "So important that it will change the very nature of education reform and school improvement in New Jersey." They might well have called it the most important thing since the invention of the ballpoint pen.

We in the New Jersey State Federation of Teachers, the statewide affiliate of the American Federation of Teachers, AFL-CIO, have never hesitated to confront difficult issues, even when doing so risked offending others in the educational community, and we will not do so now. In truth, we believe this bill is simply a dressed-up version of the so-called More

Effective Schools Program developed by the American Federation of Teachers, promulgated back in the 1960s. But what was good for the 1960s will not be good for the year 2000 and beyond.

In essence, this bill is, as Dennis Giordano, the President of the NJEA said, a wish list. Taken individually, the items listed in the bill are desirable and even helpful, and I might even add, harmless. I mean, no one is going to argue with smaller class sizes and more counselors. I, certainly, as a teacher/leader would not argue with having more library materials, resources, etc. I can't argue with that.

However, we in the Federation are concerned that if this bill were passed into law in this current form -- and I recognize Senator Feldman's comments about amendments -- it would raise public expectations far beyond what is actually possible or what is able to be accomplished in the reasonably foreseeable period of time. Therefore, we are concerned about unfulfilled hopes and crushed aspirations of students and parents that are likely to cause a backlash that will set back public education in this State 20 years.

We are being told, in effect, that to pass this bill will solve the problems of the public schools. That is simply not so. As a matter of fact, a few minutes ago Ms. Kraemer did say that to pass the bill would not guarantee that the students learn, and I'm glad she did say that for the record. If this bill were enacted tomorrow, some problems might be alleviated, but others would remain, and others might even get worse. Furthermore, we are concerned about the public image of our profession as the result of the NJEA rhetoric. What the bill really adds up to can be summed up in a single word: "more" -- more of everything.

We are concerned about our profession being portrayed as self-centered or, at best, carelessly indifferent to other social needs and concerns. And may I add, Senator, that I'm sure when the full debate gets into high gear, we'll be hearing

from other constituents in the community about the needs of housing, the needs of crime, the needs of highways, etc., and I'm sure some people will say, "Well, if we give it all to the schools, there won't be anything left for anyone else."

We in the AFT are aware of the real-world limits on resources, both financial and otherwise. Might I add, for example, in terms of the 15 to 1 ratio and the 100 to 1 ratio, you may, in fact -- and no one has even begun to discuss this yet -- have a staffing problem. If you want to double, for example, the size and the number of teachers in this State -- and I, in one sense, wouldn't argue with that -- we want to be sure that the State is going to get the cream of the crop -- top quality professionals. We would not want to see the bottom of the barrel scraped just to fill a numerical ratio.

More of everything that we are developing-- I'm sorry. We are sensitive to the needs of others, and we are developing ways to improve educational quality without bankrupting the public treasury. More of everything, we are told by the NJEA, will enable us to succeed. While it is true that some problems, such as old dilapidated school buildings, cannot be solved without money, it is also true that money cannot solve other problems. Absenteeism, for example, will never be solved until students and teachers alike are motivated to want to be in the school, and until the oppressive and sometimes humiliating treatment they receive is eliminated. We must recognize the simple truth that using more resources to do the same old thing the same old way, will not work.

In our view, S-3125 has serious flaws and omissions that require significant amendments.

We are working with our national organization, the American Federation of Teachers, to develop specific proposals. We will bring them to the Legislature when the bill is ready for a vote.

What are some of the flaws? One, this bill fails to come to grips with the need for a fundamental restructuring of our entire system. For example, it talks in rather vague terms about, and I quote from the text of the bill: "Alternatives for pupils who cannot be properly accommodated through the regular school facilities and programs." In effect, what that does is to reinforce the status of the regular programs -- precisely what we in the AFT feel needs to be changed. It's not just, for example, the so-called at-risk student that we are concerned about who cannot fit into the typical factoring mold that we have in public education. We are concerned with changing the mold itself.

Two, the bill says nothing about recognizing classroom teachers as instructional leaders of the schools. The bill says nothing about allowing teachers to take on newer responsibilities in individual school budgeting, scheduling, and other things that heretofore have been done by administrators. This bill says nothing about developing mentor/teacher, peer assistance, and peer review programs. This bill says nothing -- and this is nothing and is one of the key things, I believe -- about freeing districts, local districts, from State regulations where necessary.

In fact, the bill repeatedly talks about conforming -- I'll repeat the word and emphasize it, "conforming" -- to rules and regulations adopted by the State Board of Education. This is precisely the opposite of what successful AFT-sponsored districts around the country are doing: Toledo, Ohio; Miami, Florida; Rochester, New York; Cincinnati, Ohio; and others are building reform and school restructuring from the bottom up and not imposing it from the top down. It's about time New Jersey got on the bandwagon.

If I may digress for a minute. When Dr. Bloom was speaking and said just that, I was somewhat surprised and also very happy to hear that, because I agree fully with what

Senator Dalton said, which is that until now, in our opinion, the full thrust of every single education reform initiative in the last eight years has been top down from the State Department of Education, and I'd even limit it further; to a small office -- maybe a handful of people, and that many of the initiatives coming out of Trenton are not the result of bottom up involvement -- widespread grass roots involvement by the people who are out there in the schools.

Three, the bill avoids the real issue in school funding; for example, coming to grips with the Abbott v. Burke decision. It doesn't discuss it at all. And that is another serious omission if we're talking here about improving public education. The list of what we consider to be omissions or failures goes on, but time is limited. As was stated earlier, we will be working on specific amendments and bringing them to you. As Albert Shanker, who is the President of the American Federation of Teachers, has stated, "The only thing that's going to turn the schools around is to start turning the decision-making -- real decision-making authority as to what works and what doesn't work over to the people who are actually doing the work, and who know what's happening in the classrooms."

And I mean that specifically to say, teachers and paraprofessionals; not necessarily the local board of ed., not necessarily local building or individual building administrators either. Again, the bill does not get into this area, and I submit it's a key flaw that has to be remedied.

Even if we -- "we," meaning teachers -- receive better salaries, teachers will not stay to work in a place where they are not trusted, where they are time clocked, where they are closely supervised, where they are observed, where they are treated as people to be pushed around and instructed and regulated. The future of education depends very heavily on making teaching a profession and giving teachers, like even the

assembly line workers in the Ford plant, a modicum of control over their environment.

If I may, let me give you an analogy right here in the State of New Jersey: A few years ago, the Governor really was the prime force behind the \$18,500 minimum salary for teachers. And certainly, we could not disagree with improving the entry-level pay to get qualified personnel. However, one fatal flaw in that has been that it did not do anything at all for anyone other than new level people. As a result, many teachers in this State, with one to five years of experience were compacted into a single step on the pay scale. The result, in fact, was worse morale, and I submit, to some degree, less than optimum performance because of that poor morale because the ramifications of this were not thought-out fully.

Another analogy, directly with what I'm talking about here in New Jersey, and when I say humiliating treatment-- Money alone will not cure the problems. When, for example, a building -- and many of the people, such as Senator Cowan and Ms. Kraemer mentioned, and I come from Newark and have worked there for 20 years, I know the district-- We've got the same problems there about poor buildings, boilers breaking down, and it takes the local administrator two hours to get around to getting the nerve up to call the local superintendent to ask if the kids can be released. And after they get released, the teachers are told that their kiddies can go, but they have to stay. You know, that kind of treatment and that kind of lack of freedom to be a professional is what's wrong and what's missing in this bill.

If I may, one or two other items that were mentioned by the other speakers that I'd like to just point out. Like I said, our objective is to get freedom from--

SENATOR FELDMAN: Of course, this is not a debate. You know, you're making some very concrete proposals, and I do

hope that you will bring to the Committee specific proposals, and please, don't wait. Have it, so we can incorporate them into the transcript.

MR. ALTIERE: Fine.

SENATOR FELDMAN: I would appreciate it. We have at least one or two more meetings. One is a public hearing in March -- March 6.

MR. ALTIERE: Well, we'll do that. Several things that are discussed in the legislation which are being discussed in this State in other proposals: public choice, the core curriculum, as you know, came up before and I again agree fully with Senator Dalton. It is absolutely sophistry for Dr. Bloom or anyone else to say that they can mandate a core proficiency and by implication not mandate what is being taught. You can say mandate, as he said, Middle-Eastern studies. That forces the teachers in the classroom to teach certain specific items tied to what is tested.

Let me give you another example of a problem that is not going to be solved with this bill: In Newark and Irvington, for example-- Newark is number one in the country, unfortunately, I am told by police authorities, and I believe Irvington is number two in the country on a per capita basis, of dealing with the problem of stolen cars, and the frequency with which teachers' cars are being stolen is becoming so severe that we have had meetings with the Mayor of Newark, the Council, the police, etc. They, in effect, are all trying to do what they can, but they say, "We can only do so much." Now my point here is, again, if you pay somebody \$25,000 minimum salary, and they know or find out the odds of their car being stolen are excellent, how long are they going to stay in that system -- especially good teachers?

So, I'm saying there are other issues -- one of the speakers here addressed this -- that are related, but not part of the legislation. Again, my concern isn't that it's

automatically part of the legislation, but what is the public going to say if the other problems are not dealt with, as well? Some of the other things such as the class size, I agree with some of the speakers. You know, you can sit here all day and say you need 15 or 20 or whatever. It's very difficult to generalize and make those generalizations stick.

Finally, I would just like to say to you that we stand in New Jersey at a critical juncture. We see reform imposed, rather than mutually agreed upon. We see change coming from the top down rather than from the bottom up, and we honestly and sincerely and sadly see S-3125 as failing to come to grips with the underlying assumptions upon which our current factory model schools are based. We can do better than this, and we must try. Continued failure is not an available option. I will certainly, as you requested, Senator, as soon as possible, bring our proposals to you, hopefully for inclusion into the bill. Thank you.

SENATOR FELDMAN: Thank you, Mr. Altieri. Our next witness is Frank Totten of the New Brunswick Education Association.

F R A N K T O T T E N: Good afternoon, Senator Feldman. I'm here along with my Vice President, Barbara James. Barbara James is going to go through our testimony, and I'd like to make a couple of comments in relation to the testimony, if that's all right?

SENATOR FELDMAN: Okay, sure.

B A R B A R A J A M E S: Good afternoon. My name is Barbara James. I am the First Vice President of the New Brunswick Education Association. I teach fourth grade in New Brunswick's Roosevelt School on Livingston Avenue. I'm here today to testify on behalf of S-3125, the Education Reform Act of 1989, introduced by Senators Feldman and Rice. I am testifying for myself, for my colleagues at the Roosevelt School, and the members of my Association.

I do have some background in urban life and urban schools. I was born in the City of New Brunswick, raised there. I attended the elementary schools there and graduated from New Brunswick High School. After taking my college degree in education, I returned to New Brunswick where I began teaching in the high school and now teach in the elementary school.

I believe my experience allows me to endorse the Education Reform Act of 1989, and it prompts me to urge you to move it through the legislative process and into implementation with all possible speed.

I wish to call your attention, once again, to the important provision regarding small class size or a maximum limit of 15 students per class, as stated on line 27, item 7. Nothing could be more important than this single provision, although many others are equally vital. It is this provision in this bill which I shall concentrate upon in my testimony because so much else in the bill depends upon it or contributes to its success.

Limiting class size to 15 in urban districts -- or less as the conditions and needs of the students require -- would allow every teacher to give far more attention to each student in the class than is now possible. My fourth grade students now require my constant and undivided attention all day, every day. Each one comes with a built-in need for me, for instruction, and all sorts of things. I provide group and individual instruction as well as classroom tutoring daily. I provide -- or attempt to -- inspiration, motivation, affection, and stability, daily. I try to allow time for reassurance, listening, hugging, and all sorts of other activities to help my students through, and well beyond, the basic skills to get through the day and to cope with their individual and collective worlds. I am no different from any other teacher in my school, in my district, or in any other district.

Some of our students come to us with little or no direction. We motivate them and help them discover some goals. They come with differing standards of conduct or none at all, it sometimes seems. We must discipline them and teach them self-discipline at the same time. They often come with little experience with words and concepts. We must provide these experiences. Some of them leave school with no place to go, or no place to study, no one to provide a safe environment for all or part of the afternoon or evening; no one to set an example. Try to fill or cope with these voids. Some students receive their only smiles of the day when they are with us in school. Some students might never receive a decent meal or a stress-free meal, if such meals were not provided through the school.

My colleagues and I cannot spread ourselves over 20 and 25 students and manage all of just those few situations that I've mentioned. Every student added, decreases our chances of successful interaction. Every student added, increases our own stress as we find we just don't have time enough in the day to do what we want to do. We often leave school physically and emotionally depleted. If we are like this often enough, how are our students affected?

Some of these conditions I've mentioned are germane to all school districts, not just urban districts. Thus, we support a class limit of 15 students all over the State. Yet in urban districts, the conditions mentioned are a way of life. A class size of 15 or under is an absolute necessity. We know, because we are from New Brunswick, a school district which has achieved smaller class size over the past few years and visibly demonstrated the benefits. Our school district has tried hard to keep class size down to allow for individual work with children. As a result, New Brunswick has a high cost per pupil, a cost which added 44 points to the City's real estate tax in 1988 and caused us to lose four music teachers and some

support staff. Even though our City of New Brunswick in recent years has taxed itself highly to obtain and maintain reasonable class numbers, we have lost librarians, shops, and other programs which we desperately wanted to maintain. We believe that our town has come through for education as best it can. Now it needs the State of New Jersey on its side.

What benefits have more reasonable class size obtained for us in New Brunswick? In 1988, New Brunswick ninth graders for the first time passed, as a group, all three elements of the High School Proficiency Test. We were the only urban district to achieve this record. In addition, our scores in both reading and writing moved up into the 90s; our scores in math to almost 80. Had not our elementary schools and our high school had an opportunity to work with students individually, had we not tried new programs and refurbished others, we might not have been able to make such strides.

The challenge for us in New Brunswick is to maintain what we have gained. The challenge for us is to regain our school librarians, our school libraries, our music program, our print shop, and those other things sacrificed for the ability to gain better daily classroom experiences for students. That's why this bill is so important for us. We need the mandates in this bill, beginning with the limit of 15 students per class, to compete with the rest of New Jersey and the United States. We need the assurance that we can have libraries and librarians to help our students to become research oriented as early in life as students in more affluent communities.

Our City of New Brunswick has clearly sacrificed and has paid higher taxes to provide reasonable class sizes for students. Our students have come through, too, with rising test scores, until we passed all three parts. Now we ask the State to help us, through S-3125, to move ahead on class size, pick up what we have lost in libraries, etc., and move ahead to

tackle the continuing tough problems children face in an urban environment. Thank you.

SENATOR FELDMAN: Thank you. Mr. Totten, do you wish to add to Ms. James' testimony?

MR. TOTTON: Yes. As you see, our testimony was based on just one aspect of the bill. We wanted to concentrate on that one aspect, and hopefully, we'll have a chance to comment on some others at a later time. But we did this because it's so important. It's a key thing. I want to tell you that I'm an English teacher at New Brunswick High School. This year, I have all sophomores. I had a class of sophomores who had not passed, as ninth graders, the H.S.P. Test in writing. I was to deal with those in writing. We also had a reading class for those who were in need of it. These young people were the kinds of students who were on the verge of dropping out, because even though they are sophomores, two of them are 19 years old and more than half of my class will be eligible to vote in November.

So, what I'm saying to you is-- I didn't mean that, in a political sense here, but what I'm saying to you is that these young people are at-risk right now at this minute. So, it was my job as a teacher to try to get them or help them get past the writing portion of the H.S.P. Test which they were not able to achieve as ninth graders last year, even though as a whole, our district passed.

I was able, with the help of the people in the reading class, to have each student pass, except one. I'm proud of that record. But the way we did it, of course, is that I had a small class. I had 17 in the class. I'll bet you I could have succeeded if I had only 15. With every single student I had them write again and again, and taught them in different fashions. I tried to get each student's learning style through.

I tell you this incident, gentlemen, because it's so important to us, as just this one example shows, to have our

students in the inner city -- mostly minority students, mostly Hispanic and black students -- to be on the same plane as every other student in this State; to have the same opportunity and the same chance. We feel strongly about our students. We like them. We want them to succeed. We want the opportunity to have them succeed. We have all kinds of problems that we mentioned here that caused them not to have the same opportunities that are provided elsewhere.

This bill is extremely important to our students. We're so pleased, Senator Feldman that you have introduced it, and we hope that you and the members of the Committee will make sure that it passes.

SENATOR FELDMAN: Thank you, Mr. Totten. Our next witness is--

SENATOR ZIMMER: Mr. Chairman, may I ask a couple of questions? I'm very interested in this, because class size is obviously one of the most important factors in this bill and certainly its cause. Could you give me some numbers? What is your average class size currently?

MS. JAMES: Our class size is between 18 to 19.

SENATOR ZIMMER: Eighteen to nineteen?

MS. JAMES: Yes.

SENATOR ZIMMER: What's the average class size in the State? Can anybody tell me?

MR. TOTTEN: We don't have--

SENATOR ZIMMER: Okay. What was your class size before you made these efforts to reduce it?

MR. TOTTEN: Our class size several years ago in New Brunswick would have come to 25.

SENATOR ZIMMER: Average?

MR. TOTTEN: I would think so, yeah.

SENATOR ZIMMER: So you've gone from an average of 25, to an average of 18 to 19.

MR. TOTTEN: Yes.

SENATOR ZIMMER: When did you start the effort to reduce the class size?

MR. TOTTEN: I would say shortly after-- (confers with Ms. James) Probably about five or six years ago.

SENATOR ZIMMER: And they've gone down every year?

MR. TOTTEN: They've gone down, and we've tried at least to maintain them going down. The administration, the school board, and the City have been very supportive by: If we have a large eighth grade class, splitting it in two so that there might even be 12 or 14 in a group. So, we have some that are even lower than the average of about 18.

SENATOR ZIMMER: Well, now what do you spend per student from all sources?

MR. TOTTEN: It is my understanding that this year we are at \$5200 per student. We're one of the highest in Middlesex County. There are about three--

SENATOR ZIMMER: That's from what? From all sources?

MR. TOTTEN: Yes, I believe so. The average expenditure per student.

SENATOR ZIMMER: Okay. You are one of the highest in Middlesex County. Are you higher than the State average?

MR. TOTTEN: Yes. I believe so. I should have brought those numbers in with me. I apologize that I did not. I'm doing this through my memory.

SENATOR ZIMMER: I'm trying to see whether there's some kind of-- Have you done any estimates of what it would cost if you got down to a maximum class size of 15?

MR. TOTTEN: I have not done that. I certainly will do it, though.

SENATOR ZIMMER: I was impressed by the description of your class. I would think that a remedial English class is certainly one that should be a small size. But, do you think that you can generalize from your experience to include every class in every school in the State of New Jersey and say that there's no class that can have more than 15?

MR. TOTTEN: No. I would not personally attempt to generalize that. What we tried to say in our testimony was that we know some problems that we've experienced in our cities are evident everywhere in the State today because of the way society works today. But, it's a way of life in the city, and we're talking for our urban centers. If I were to say about my high school today -- and I'm sure Barbara could say the same in the school she's in, plus the schools that we visited -- the smaller class size is a real benefit.

Certainly in our school, throughout the English department, we are desperately trying to teach writing. We have succeeded only because we have been able to have lesser numbers of students per class so that we can give more assignments, help each student individually, also work with those students with other problems that tend to interfere with their ability to do their homework and complete assignments. That's what Barbara is experiencing also in the elementary schools.

SENATOR ZIMMER: Do you teach strictly remedial education, or do you--

MR. TOTTEN: No, I don't. I have this one class this year.

SENATOR ZIMMER: Are your other classes larger?

MR. TOTTEN: Yes. I have a class of 25 and I have a class of 21.

SENATOR ZIMMER: And those classes are standard?

MR. TOTTEN: Those students, except for a couple here and there that got mixed in, you know how that is-- All those students had all passed the test when they were freshmen, which is why they are in different classes. All of these still stand in need of careful instruction, because passing a test does not make one a good writer.

SENATOR ZIMMER: So, you would like for those classes to be considerably smaller.

MR. TOTTEN: Oh, yes, indeed. I know the difference in the amount of time and effort that I tried to expend on this one class, I would like to be able to expend on all three or four classes. Every teacher would.

SENATOR ZIMMER: Thank you very much.

MR. TOTTEN: Thank you.

SENATOR EWING: (speaks away from mike) The small class that you have-- You have space available in the building you're in now, is that it? You said you have some smaller classes because they have space available to give you a classroom.

MR. TOTTEN: Yes.

SENATOR EWING: Is the enrollment down in the overall school system there or in your building?

MR. TOTTEN: Yes. Our enrollment is down and we're still in a large high school because of the need-- When you have small classes, obviously you need more rooms.

SENATOR EWING: Well then, if you want to have smaller classes throughout, how many rooms would you have to add?

MR. TOTTEN: I really couldn't answer that question.

SENATOR EWING: But that's sort of the key to the thing, I mean, the construction of, and putting in new classrooms.

MR. TOTTEN: In addition to that, we think a lot of things are key too, as well, and that is -- new schedules or new ways of approaching education in general. The other question is, do all students have to arrive and leave school at the same time?

SENATOR EWING: What?

MR. TOTTEN: Do all students have to come and leave at the same time in a high school? In an elementary school they do, but certainly not in a high school. Do we have to go by the same schedules? Do we have to be locked in the same things we were? We think that this Education Reform Bill gives us the

opportunity to rethink things. I mean, it's not that everything will be perfect as a result of the bill. It gives you the opportunity -- it seems to us now -- to rebuild.

SENATOR EWING: The board won't go along with maybe setting up a different curriculum schedule for the high school?

MR. TOTTEN: I'm sure our board--

SENATOR EWING: Were they prohibited by the State?

MR. TOTTEN: Not to my knowledge.

SENATOR EWING: Well then, why can't they do this? Maybe try it out. Have them come at different times or something.

MR. TOTTEN: Part of our problem is that our board of education has been very supportive and put in a lot of money. The City has been very supportive. The tax rate has gone up, and it's financing all they can. So, we can't afford to do what you're saying. You see?

SENATOR EWING: Okay.

MR. TOTTEN: In other words, instead of going for small classes, we don't have the money now. We still lost librarians and things because of the problems of financing this part of the educational reform.

SENATOR EWING: Was the library open or the library closed?

MR. TOTTEN: We have our libraries open. But in our elementary schools the library isn't a library. In one school one day a week, in the next school two days a week--

SENATOR EWING: Well then, if the door's locked, the children can't take books out? Or do you have somebody who's not a librarian managing it?

MR. TOTTEN: No. The teachers have to unlock the door and take the classes in, but you can't send students in by themselves. So we do use the libraries, but we do not have the availability then to use them in a way that they really should be developed.

SENATOR EWING: Okay.

SENATOR FELDMAN: Thank you.

MR. TOTTON: Thank you, Senator.

SENATOR FELDMAN: John Dougherty, Jackson Alternative School. Are you here with Duane Murawski?

J O H N K. D O U G H E R T Y: Yes.

SENATOR FELDMAN: All right. Do you want to come up together? Are you on the same wavelength?

MR. DOUGHERTY: No. Actually we have two different points of views. We do have a written statement here.

SENATOR FELDMAN: All right. Good.

D U A N E M U R A W S K I: We teach together, but we have two different viewpoints.

SENATOR FELDMAN: Okay.

MR. DOUGHERTY: My name is John Dougherty, and I teach in the Jackson Alternative School. I'm also the Vice President of the Alternative Education Association of New Jersey and the Agency Coordinator for Program Development for our new Jackson Cities in Schools Project. I do have a prepared statement. I'd like to read it, and if you have any questions, I'd be more than happy to answer them.

Daniel Webster said that if he lost all of his rights guaranteed under the U.S. Constitution except one, he would choose to keep the freedom of speech, because with it he could regain all of the others. In like terms, if we're going to lose those institutions which have kept our society strong, I would choose to protect and defend our educational system, because through it we can give our children those skills that will guarantee our way of life.

Thus I, and the entire staff of the Alternative School in Jackson Township, encourage the swift enactment of Senate Bill No. 3125; in particular, those sections which specifically address the establishment of alternative schools and alternative programs throughout the State of New Jersey.

Six years of firsthand experience dealing with the at-risk student population in Jackson High School through our State and nationally recognized Alternative School, and an ever-growing avalanche of published research supporting and encouraging alternative education throughout the country, proves beyond any doubt that the students who were slipping through the cracks of the traditional education system can succeed if they are offered a unique, individualized, and holistic approach to learning. It is unrealistic to label a child a failure at the age of 14 or 15. Perhaps it's the system that has failed the child, not the child who has failed within the system.

The bill currently under consideration demonstrates a comprehensive grasp of the essence of alternative education and the concept of at-risk. It not only addresses the traditional definition of "disruptive students," but also encompasses the wider segment of the school population which would be better defined as "disaffected" or as the bill calls them, those who would, "otherwise benefit from such programs."

Further, in calling for specialized training for teachers and administrators who will be working with this unique segment of the student population, this bill touches on a critical point which is too often overlooked. If the whole strategy for educating the average student must be different, then the preparation of the teachers and the support given to them by the administration must likewise be different. Rigid, authoritative, evaluative tools are counterproductive to creating a flexible student-centered class environment, which nationwide research has proven to be essential to effective modification of unproductive student behavior and performance. To mandate innovative approaches without proper provision for teacher training and in-service preparation, would be mandating certain failure, or at least no long-term improvement.

The Jackson High School Alternative School has been providing a unique educational environment to our at-risk students since 1983. And because of our success, the staff has been invited to present workshops throughout the State of New Jersey for teachers and boards of education. The Jackson philosophy is simple: "Every student who enters our program will succeed." We feel that there are roadblocks to learning, not basic deficiencies in the student. We feel that given a positive, non-threatening environment where the responsibility for work is in the hands of the student, where the teachers feel a constant supportive posture from the school administration, all students can attain success up to their full and individual potential.

Assumptions are one thing, but proof is another. The vast majority of the students who have entered the Alternative School in Jackson Township are either still in school or have graduated. Even more impressive is that many of these students who have dropped out of the program are returning to the evening school and working towards a GED or a regular high school diploma in the adult night school. When it's understood that every student who entered the program was a potential dropout, or had dropped out already, the numbers take on a different meaning.

Don't be fooled by the critics who say that alternative education is a frill that is not cost-efficient. First, if we don't provide an education for this ever-growing number of at-risk students, our society will be forced to bear up to \$240 billion in lost taxes and earnings for each year that we do nothing to help these students.

Second, researchers have proven that for every dollar we spend on prevention, we save \$4.75 on rehabilitation. And finally, alternative programs do not have to cost tremendous amounts of money. In Jackson, we have a zero-budget program, which actually brings money into the district through increased

State equalization aid for each student we are able to productively keep in school. Alternative education is not a frill. It is an educational necessity whose time is long overdue.

Any educational option in isolation may have success, but addressing a common problem as a community will have a higher degree of potential reward. In Jackson, we have taken a dropout problem on as a community project, not just a problem of the schools. We are proud to say that we are the first and only Cities in Schools, Inc. project in the State of New Jersey. President George Bush has encouraged our nation to learn from the success brought by the Cities in Schools model, and we in Jackson concur with the President based on practice, not just theory. We brought the schools, business leaders, human service agencies, and Township governing body together in a partnership with a common goal: to improve the chances of our at-risk students by providing a comprehensive program of education, employment, and professional counseling for them and their families.

Through the coordinated effort of all parties, these services are offered free of charge and at hours in the evening, so that the entire family can benefit without impacting the parents' work commitments, or taking away from the overcrowded student school day. Further, we offer the services to every family in the district with children in the schools as a preventative measure, to avoid some of the personal problems which may force or convince a student to drop out at a later date.

In conclusion, we like to refer to our brand of alternative education in Jackson in terms of what we call the new three Rs. In lieu of reading, 'riting, and 'rithmetic, we work on motivation, innovation, and perspiration: The motivation of realizing that if we don't do something as a community to improve the education of our students, that our

future will not be as bright as it should be; the innovation that is brought by the collaborative efforts of all parties striving for a common goal as equals, not pointing the finger of blame at each other; the perspiration that comes from hard work in a cause that we all believe is worthwhile.

Once again, I and the entire staff of the Jackson Alternative School, encourage the swift enactment of this entire bill S-3125 and most emphatically those sections which deal with alternative education in the State of New Jersey. I thank you.

SENATOR FELDMAN: Thank you, John. Yes, Jack?

SENATOR EWING: Do you have a separate building, or are these classes within a building?

MR. DOUGHERTY: We are what would be classified as a school within a school. We have two classrooms within the main high school building.

SENATOR EWING: And how many children do you have in a class?

MR. DOUGHERTY: We have 60 students right now, and we just went up to five staff members.

SENATOR EWING: So, you have 30 in a classroom, then?

MR. DOUGHERTY: At any given time, it's possible, although, more realistically, without going into a great deal of detail, we have a step program in our district. In our Alternative School-- When the students first come into the Alternative School, they stay with us all six periods of the day. However, our goal is not to keep them in the Alternative School. It's to get them back into the mainstream, so we constantly have a flow of students in and out of the classroom at any given period. However, on our rolls right now, we have approximately 60 students.

SENATOR EWING: There's no stigma attached to the student who goes there, seeing that it's in the same building?

MR. DOUGHERTY: Yes, there is.

SENATOR EWING: Yes. But doesn't that hinder the program?

MR. DOUGHERTY: It possibly could, but it doesn't. I don't think it does. As a matter of fact, if nothing else, we use it as a positive thing for our students. One of the common denominators for all of the students in alternative education is a very low self-image. Now, if someone starts to make fun of them or label them in some way, if you just let that happen, and do nothing to address it with the student who's receiving the insult, if you will, then it's going to be detrimental. But if you work with the student, and you try to convince him that people are making those statements because of a perception based on their behavior, and if they can change their behavior, they'll be able to modify the image of the people on the outside. And we use it in a very positive way, when we start to mainstream them back and when we get teachers who come to us at a later date and say, "I don't understand it. Why was that student in your Alternative School? He's such a nice kid and so smart," then we've accomplished the part of our purpose.

SENATOR EWING: What age are they or what's the grade level?

MR. DOUGHERTY: They are nine through twelve.

SENATOR EWING: You don't pick them up earlier?

MR. DOUGHERTY: We're exclusively in the high school now. However, there are plans under way right now to expand to the middle school, which would expand it seven through twelve.

SENATOR EWING: But how do you get the student up to speed so he only spends four years? Or do some of them spend four and a half or five years?

MR. DOUGHERTY: Some will spend more than four years. However, in the State Code under the new revised high school requirements, we have, I guess it's the liberty, if you will, of the program's completion concept, where we can eliminate the concept of time from their proficiencies and are able to give

them some credit, over and above what they might have been able to obtain in a regular 180-day time cycle.

SENATOR EWING: And you don't get an awful lot of pressure from the family saying they want their kid to go up a grade every year?

MR. DOUGHERTY: Not particularly, especially when they first come into our program. You have to understand that this is the disaffected, disruptive student who is causing more problems than not, even in the family. So, the family, in many ways, initially has given up on the student. Once they're in a program, we find out that the community and the parent support are just absolutely phenomenal. We had a back-to-school night three weeks ago -- 60 students. Normally in regular high school, you'll have five or six people who will come in and see their A student. We had 42 people at our back-to-school night. We had children there, young kids, with coloring books that we had to provide for them to keep them busy while the parents were learning about what's going on within the alternative program. We're a little proud of what we're doing.

SENATOR EWING: You should be.

MR. MURAWSKI: Hi. My name is Duane Murawski. That's M-U-R-A-W-S-K-I. It's misspelled on your witness list. That's all right. It always happens. I'm just glad it's not Diane.

Today's society basically runs on human skills and knowledge. This makes education one of our most basic of all natural resources -- more essential to our economic welfare than any natural resources or investment moneys that we have. Schools shape the possibility of our future. The school systems are very, very important. As you all know, educators are looking forward to the passage of this bill. The challenge of this next decade in the 1990s, then, is to first recognize this new role that schools play; secondly, to lead the public to an understanding of the requirements needed; thirdly, to insist that the public place a new value upon the educational system; and lastly, to obtain the resources to do the job right.

Recent socioeconomic changes have made it more difficult for single families and families with both parents working, to meet their societally expected obligations. There are unrealistic expectations that schools can assume what families, communities, and churches -- I crossed that out, I didn't want to get into a philosophical fight with anybody while I was here -- have been responsible for doing in the past. Schools are also feeling the pressure from published reports attacking them for dropout problems and for graduating functionally illiterate students. That is why we at the Jackson Education Association asked for the passage of S-3125, the Education Reform Act of 1989. This bill addresses the critical issues of providing equivalent and comparable educational programs like Basic Skills, Gifted and Talented, and also the alternative education programs to our children.

In addressing this, we have people from all over the State come down and see our program -- other educational people from different public schools who would like to start up a program. Our program works very well in Jackson. Maybe they might have to change a few things in other places to make it work for them, but we're happy it works for us.

The long needed pupil support team to help counsel students facing problems: I think this is one of the most important aspects of this bill. We find that we don't call it counseling. We call it parenting in the Alternative School in Jackson. These students that come into school who have been absent for many days, or where there has been disruptive behavior, or many different types of problems that they have, they need somebody to go and talk to. We have kids who are outside students that are outside our program that come in just to talk to us. They know it's a safe place where they can come and talk, and air their views. So, if this support team -- if it's at all possible -- can be instituted in all school districts, it would be very, very helpful to the students.

The reduction of class size: Thank you for your question to the President of the New Brunswick Education Association. Yes, some classes in our school district may have eight or nine students in them. Our basic skills classes, also our geometry classes, have 35. Okay? So, I disagree with a few of the people saying that a suburban school -- yet we're labeled urban -- has a class size under 15 already. Yes. If you took all the students in our district and divided it by the number of teachers, yes, we do come out with the lovely number of 12. But, that's not a real number to look at. We would like to have 15 students in each class. Providing a qualified substitute teacher pool that is looked to as equals by us as a school community, by the administration, by the sub caller, by the other teachers would alleviate a lot of problems.

Finally, addressing not isolating your attendance problem: Dr. Joel Bloom was here stating that we already have this instituted. Yes, our district has an attendance policy, and it tries to address these problems, but it's very very difficult for all of the schools to address this by not having this long needed pupil support team, by not having these extra programs. These issues reduce the frustration level and show the school staff that they are not isolated from the community, but people do care about the education of our children. So, we ask for the swift passage of this legislation. Thank you.

SENATOR FELDMAN: Thank you for your input.

SENATOR EWING: Duane, you work in the Alternative School program?

MR. MURAWSKI: Yes, I do.

SENATOR EWING: How many times this year did your group use substitute teachers?

MR. MURAWSKI: Can I be honest with you?

SENATOR EWING: Well, what the hell? You're asking me? Let's get something straight here. It makes no damned sense. If you're a teacher and you have to ask if you're going to be honest, I don't think you should be teaching. Come on.

MR. MURAWSKI: In the beginning of the year, I was out ill for four days, and we did not get a substitute because there are four teachers that were in the program. They felt that it was okay to not replace me and have the other two teachers because it's more or less of a team approach pick-up for my classes. Right now we are getting substitute teachers. Our administration went through a big change around. Whoever sat in that seat was out sick for awhile. One went out with a triple bypass and the next one went out with a gall bladder operation, so we've had a big change in administration.

SENATOR EWING: Now, are you saying that the school wouldn't get the substitute to save money, or because of the method of teaching; that it was better to keep the team together, although it was one less?

MR. MURAWSKI: I'm not sure of their philosophy on that.

SENATOR EWING: Well, what did they do to the students while you were out for four days?

MR. MURAWSKI: It put an added burden on the other two teachers of the programs.

SENATOR EWING: Oh, yes. That happens in multiplication.

MR. MURAWSKI: For some of the students, it took awhile for them to come back and say, "Hi. How are you doing, Mr. Murawski? Glad to have you back," because they weren't sure what was going on.

SENATOR EWING: It also means to have a group of substitute teachers standing by all the time on salary and available to get tenure and everything. I just don't think it's realistic. What are they going to do at the times they are not substitute teaching?

MR. MURAWSKI: There's a lot of things that I can find for them to do to help out students.

SENATOR EWING: Yes, then okay, they're not really substituting. They would be extra teachers there.

MR. MURAWSKI: Certainly, and that's what I think the bill addresses; that they would be certified substitutes, and that it would be nice to have that pool of teachers in there.

SENATOR EWING: Okay. I always thought as a substitute teacher, it was somebody who was available for a week here and three days there. They were not in the school system all the time. But you're talking about an addition of full-time personnel who would be trained in the alternative methods as far as your section went.

MR. MURAWSKI: The school staff and administration still looks at that person as a substitute because you're labeling him as a substitute who has 62 credits and is not a fully certified teacher. It was just as if I walked into your Senate chamber and became a substitute Senator. You would not look at me the same as a Senator who was brought there by the people. If I was just a sub in the hall and was able to come in for one day-- People don't look at those people the same way. The students don't look at them the same way. If that teacher was in that building the whole time and was available for student help maybe in the library, maybe in a resource room, maybe in an alternative school, then I think they would be looked at as equals and respected by the staff.

SENATOR EWING: Okay.

SENATOR FELDMAN: Thank you, Jack.

SENATOR EWING: Wait a minute. I hope you'll go back to the classroom and always tell the truth.

MR. MURAWSKI: Oh, I do.

SENATOR EWING: Okay.

MR. MURAWSKI: I'm sorry. It was a figure of speech.

SENATOR EWING: Well--

SENATOR FELDMAN: Virginia Van Wynen Baeckler.

VIRGINIA VAN WYNEN BAECKLER: My name is Virginia Baeckler. I was born and bred in North Jersey when it was still country. I'm delighted to be here today speaking

for the Educational Media Association of New Jersey, which is the professional organization of all school librarians in this State. We have a membership of 1100 people now.

Nationwide, I want you to know, that 1989 is an extraordinary year for libraries. It is the "Year of the Young Reader," declared by our President and recently endorsed by Governor Kean here in New Jersey. It is also the "Year for Information Power," which you will find in your packets there. It's the first full year of operation for national guidelines and standards for school media library specialists.

And it is the year, of course, that New Jersey woke up and offered the Educational Improvement Act of 1989, reflecting absolutely perfectly -- and I want to emphasize that -- the national standard for excellence in the school libraries.

It has actually been a very long time since Marion Librarian sat behind her desk and glowered and said, "Shhh!" and busied herself with clerical tasks. Today, the professional school librarian must have an M.A. in library science, and they must also have a genuine teaching certificate as any other teacher would have.

This person, this librarian/media specialist, is really a teacher with specialized training in library and information science and instructional design. He or she is trained to work with teachers to facilitate teaching and to work directly with children to enhance learning. Today's school librarian helps both the teachers and the students in their selection and their use of instructional materials. With the assistance of computers, data bases, and access networks, these instructional materials can come from places far, far beyond the confines of the individual schools or the isolated school districts.

Now, all things being equal, we know everybody loves libraries, and everybody loves librarians. To be against them would be opposing God, motherhood, and country; except, of

course, when there's a question of money. In the past 10 years, schools have faced rising salaries, general inflation, declining State and Federal support, and libraries have been among the first services to be eliminated. The average total expenditure by school library media centers, on their total collection, has declined steadily since 1974.

SENATOR FELDMAN: Jack can help you. (referring to Ms. Baeckler's use of a chart)

SENATOR EWING: Just tell me when you want it turned.

MS. BAECKLER: Okay. There you see that in 1985 the expenditure was \$4743 and that has declined steadily. Added on to that, for example, the per book cost, which is now \$12.66, and you realize that there are tremendous effects that will show up on the schools. First, staffing is cut. The library remains run by a parent or a volunteer or perhaps a part-time aide, who manages checking in and out books. The acquisitions deteriorate, and the clerks obviously have no way of researching what new additions should be made. Computers and data base access are absolutely out of the question.

Finally, the library facility has turned into a classroom with chunks of the aging collection scattered to random teachers. At the last hearing, you heard Lydia Brown say that she had to take her children down the street to the public library, because her school library had passed into oblivion. Well, gentlemen, there are Lydia Browns in districts all over the State. She is not unique.

Now, part of this dismal reality is rooted in the sections of the New Jersey Administrative Code which governs school libraries. If you will look at the bright yellow sheet, I have written those for you. I know you don't want to read them now, but I put a summary at the top to show you what is in the New Jersey Administrative Code at present.

In sum, number one: The instructional program of the district must provide all students with a library skills

program. That is the backbone of what is required in New Jersey, I can tell you. Number two: Certified library staff for grades K through 12 are not required, although in practice, because the Middle-States require certified personnel for high schools. We do have certified personnel in virtually all high schools. And number three, at the elementary level, a specially designed facility is not required. At the secondary level, library facilities must be adequate. Many elementary schools, middle schools, and junior high schools have no library facilities at all as a result of this, and many of those which do have them, lack certified personnel.

I honestly wish that I could give you a clear and concise statistic concerning New Jersey's school libraries. Unfortunately, since 1976, when reporting for certain Federal funds ceased, detailed information on school libraries, their existence, their size, and their cost per student expenditures, were no longer collected by the State. It is not possible at the moment to give you an exact count of schools without libraries. It is, however, somewhat more possible to indicate our situation with respect to certified personnel, which is the other aspect of your proposal.

If you follow for a moment on the charts or on the green sheets which I've provided for you, the Educational Media Association has been able to construct, so far, certain facts about the situation in New Jersey, thanks to the data base of the State Department of Education. Based on information concerning 1844 elementary, special elementary, junior high, and middle schools in New Jersey servicing a total of 738,237 children, there are a full-time equivalent of 1132.3 certified librarians.

We can flip it now. (referring to chart) Viewed from another perspective, there are 202 schools in districts in New Jersey where no librarian is on the staff of any school or on the district staff as well. There are 499 schools which have a

librarian assigned to every school in the district. There are an ominous 1143 schools in districts where schools may or may not have a librarian -- these 1143 schools reporting a total of 621.3 librarians.

Now, to differ with Dr. Bloom, I turn beet red. I don't know where he got his facts. It's been proven time and time again in educational studies that there is a direct positive correlation between high school academic achievement and library facilities, library staffing, and services in elementary schools. Since the pioneering work of New Jersey's own Mary Gaver at Rutgers University, at least 20 research reports, some of them excerpted in the materials that I have given you, have shown convincing evidence that school library media programs directed by professional librarians are positively co-related to academic achievement; that is, not just in writing, not just in language, but also in science, in social studies, and in mathematics. These achievements have been identified by test performance, grade point average, and by problem solving ability.

This being so in New Jersey, which has gained national attention for its innovative programs and challenges to education, it makes sense to halt the skid of library services in schools. By decreasing access to quality libraries and quality personnel, we are willfully handicapping our children and restricting them from achieving their greatest possible success.

I mentioned at the outset, that the New Jersey Educational Improvement Act is a perfect reflection of the latest national guidelines for library service. When you have a moment, please check the bright pink pamphlet labeled "Information Power." You will notice that whether you check for schools under 500 or over 500, they require both a facility and a certified librarian.

The Educational Media Association is excited about the library provisions of the Educational Reform Act. We know that you are on target by national norms in requesting both a library facility and a professional librarian in every school building. We welcome the opportunity to focus attention on the plight of library service in our elementary, junior, and middle schools. We stand eager to support and serve your efforts for the educational achievement of our children. Thank you very much.

SENATOR FELDMAN: Thank you for your novel presentation. I want to thank Senator Ewing for being the monitor-of-the-year or whatever. You were just great. Thank you very, very much.

SENATOR EWING: (indiscernible) --on the NJEA.

SENATOR ZIMMER: Excuse me. Just one question. Jack, could you move back to the first actual group of numbers there? (referring to chart)

SENATOR EWING: Most people call me Senator.

SENATOR ZIMMER: Senator Ewing. I've not known numbers to go down in any category of spending. Are these constant dollars? Are they current dollars? What kind of dollars are they?

MS. BAECKLER: Those are 1985 dollars.

SENATOR ZIMMER: All right. Unadjusted for inflation is what happens.

MS. BAECKLER: Yeah. In any respect, since the library programs have been cut, since there is not, in many schools, a line item for library expenditures -- that's been part of our difficulty in gathering material, even for the Abbott v. Burke case -- it's difficult to figure out where these moneys are coming from. They are sort of pulled here and there. But this was a national survey of 4000 schools that the ALA conducted.

SENATOR ZIMMER: If you didn't adjust for inflation, what would the numbers look like? Would they be going up?

MS. BAECKLER: They would still go down. I can find that out for you.

SENATOR ZIMMER: This is national average expenditure per what? Per school library?

MS. BAECKLER: Per school library.

SENATOR ZIMMER: They are sobering figures.

MS. BAECKLER: They are very sobering, and part of that comes from the fact that the Federal funds which had been available from the '70s -- in the late '60s and early '70s -- have dried up. It put the burden of purchases for libraries on the local districts, or whatever other funding source the schools could come up with. Some of them simply didn't replace the dollars that froze in 1976.

SENATOR ZIMMER: Thank you.

SENATOR FELDMAN: Thank you, Richard. Thank you very much. Ms. Lavitt is next. Edith Lavitt? (positive response) You have been sitting patiently.

EDITH LAVITT: Yeah. I have been sitting here for a long time.

SENATOR FELDMAN: Are you going to summarize this, hopefully? (referring to Ms. Lavitt's statement)

MS. LAVITT: It won't take me long.

SENATOR FELDMAN: All right, because you have a lot of pages here.

MS. LAVITT: No. What I have on the bottom is what I said at the Urban Challenge testimony, and I'm not going to go through that now. It only takes me 10 minutes.

The thrust of this testimony is concerned with the quality of education, curriculum, and school faculty reorientation. This proposal is not dependent upon large sums of money. As I understand it, family life and sex education--

SENATOR FELDMAN: Is your presentation relevant to the bill before us?

MS. LAVITT: Well--

SENATOR FELDMAN: That's what the hearing is on, you know.

MS. LAVITT: Yeah. I would like this to be in addition.

SENATOR FELDMAN: Well, I think this is really--

MS. LAVITT: It's a proposal.

SENATOR FELDMAN: Yeah, but it's not relevant to the bill that we're discussing today.

MS. LAVITT: Well, yes it is. I think it is.

SENATOR FELDMAN: This is about family life -- most of it.

MS. LAVITT: Yeah. Which is not implemented in the schools. It's part of your law and that's really what I'm saying; that it should be. I'm in special ed., and I know that the special ed. laws are carried out, but the family life education is not, and I think there's a great need for it.

SENATOR FELDMAN: Yeah, but that is another-- I would suggest a note to the Education Committee, perhaps a member would sponsor a bill about family life. This is what you're talking about. Family life is not included.

MS. LAVITT: I thought you might be able to include it--

SENATOR FELDMAN: Well, that's for the record not to--

MS. LAVITT: --because, see, I think, as I'm saying here, that our lack of academic achievement is related to all of the other problems that the children are going through.

SENATOR FELDMAN: Well, let me put it this way: We will certainly-- You made it very clear that you want family life included.

MS. LAVITT: Yes.

SENATOR FELDMAN: All right. And that we have your testimony here--

MS. LAVITT: Yes.

SENATOR FELDMAN: --and this certainly will not be overlooked by the Committee.

MS. LAVITT: Okay. And I'm also talking about curriculum which is included in the bill. We have a very high rate of illiteracy, right? Well, a lot has to do with the type of instructional materials that our schools are using. They are very poor.

SENATOR FELDMAN: You've issued a very thorough paper here on family life education, the impact on education, and you mention general curriculum. Suffice it to say that this will be incorporated in the record, and when the Committee deliberates on the bill, Ms. Lavitt, this presentation will be very much in evidence.

MS. LAVITT: Okay. There's quite a bit here on the lack of college teacher training, which is a very big issue.

SENATOR FELDMAN: All right. Well, all of this will be taken into consideration, because we're losing--

MS. LAVITT: If you spend more time--

SENATOR FELDMAN: See, we're losing members now. Senator Ewing just left and--

MS. LAVITT: All I'm saying is that if you people were in the schools and you saw the way these children are treated, I think you would give more consideration to this type of thing, which has been brought up many times today about self-image and lack of motivation, and all the drug problems. The Surgeon General recommended drug education from kindergarten to grade 12. Now that should be included in the family life education--

SENATOR FELDMAN: We have drug education in our schools today.

MS. LAVITT: But it's not implemented.

SENATOR FELDMAN: All right. Your request-- Certainly, you're not going to be overlooked. Mr. Tomicki, John? (positive response)

J O H N T O M I C K I: I know it's late and there are only two of your left. You're planning to go on another hearing. Is that going to be here in Trenton, or--

SENATOR FELDMAN: We'll be in Camden.

MR. TOMICKI: In Camden. What date is that?

SENATOR FELDMAN: March 6.

MR. TOMICKI: That's a Thursday?

SENATOR FELDMAN: Monday.

MR. TOMICKI: That's a Monday. Only in deference, because I know it's very late and I think I might want to wait until March 6, if it's okay by you. I appreciate your courtesy.

SENATOR FELDMAN: I respect that. I'm sorry that you sat here and waited.

MR. TOMICKI: Senator, I come here as an expert in having endured 58 years of public education.

SENATOR FELDMAN: So, John, would you want to be in Camden, then?

MR. TOMICKI: If that's going to be your last hearing. Because I know you had it up in Paterson. Will Senator Rice, by any chance, be there, because he and I had a colloquy as to one section of the bill?

SENATOR FELDMAN: I'm sure he will be.

MR. TOMICKI: He will be? I think that might be better for the record at that point in time. And also in light of what the Senator said, that he must be called Senator-- But I think he won't get called late for dinner.

SENATOR FELDMAN: Okay. Thank you for your patience, and we'll be listing you early. Mr. Kovach?

K. K A R L K O V A C H: I'm getting old there, Senator -- you know, these trips for me-- I'd like to point out that the first time when I read this in the paper, Mr. Chairman, that you know who jumped when the New Jersey Education Association proposed this, and it gets me, because I'd like to point out that I'm a union man, not anti-union. I've been president of a

local OCAW in the 1960s, so I'm not anti-union. But I am anti New Jersey Education Association, because everything that they proposed-- It seems to be as if it's for having more revenue coming in for their international -- if you call it international -- their offices here.

Now, I'm against a 15 size class, because they had a 16 in Edison, and I've been griping down there for quite a few years, the last four or five years, steady. And they got it up now to 19, 20 in the class and I want it up to 30. Now, when I say, "I," now I'm no boss. It's just that I would like it -- I should say -- up to 30. And they can't do that. They would bring it up to 25. Now Edison is known, or supposed to be known as one of the best educational systems around, so they tell me this, you know.

But, if you look at what is the problem in the schools-- Is it the 100-year-old building? Like Senator Ewing says, he lives in a 100-year-old house. He fixed it up, and it's all right. But they come here and tell you it's an old building. They come along and tell you, like one of them, that they had no chairs or desks in the class. Now you can say right around, this is a lot of baloney. That doesn't exist. I didn't even see it, but I know it doesn't exist. And the other one that you had up at the other place, the teacher comes from kindergarten and tells you that she has 25 five-year-olds in the class -- kindergarten, this is -- 25 in the class and she says that she would like you to come down and see it unhandled. Well, five-year-olds-- What do you expect? I've been a grandfather with a couple where only two will drive me nuts (laughter), but the point is, I laid the law down. And you're going to see the moral of my story as I go on. I'm trying to go quick. So, if you think I'm rambling, maybe you're right.

But the big thing that no one is going after -- I told this to the Edison Board of Education -- is the teachers. I

gave them an example of my daughter-in-law who teaches. She's only been there about six years over in East Windsor. She comes up to the class-- She was teaching in a Catholic school, and we induced her because of the difference in wages, and I told her, "Sandy, you're crazy going there." Well anyway, she said once she got in that class, some of the children were with the cookies-- This is very important. You may not think so, but it's very important. And then when she took over the class, the father and teachers wondered what did she do in there. Somehow they could hear in the next room. I've never seen whether they got so high or what.

Now after that, they started to send teachers into her classroom to see how she was doing it. I used to tell the Board of Education that she's ornery. That's why, I said, she doesn't take any baloney from those children. She's as nice as could be, but she can be as lousy as could be. Last year, she was made teacher of the year -- only six years there.

I'm trying to get across that dirt. You want to throw money into education -- better for the United States Department of Education -- all your money will not do it. It's the teachers. Now the other thing I'd like to propose, if you want to do something good, is to take away this tenure system. This hurts. They cannot try to induce or get a teacher to do better with the understanding that she might be laid off, because she has tenure.

And it has happened in Edison with the assistant principal. The assistant principal is back in there again, not as an assistant principal, but he gets the money and they gave him another job. Is this fair? This is what I'm saying. The class size, by golly, is all wrong -- bring it down to 15. Even Kreski, (phonetic spelling) who's up on teaching with all heart and soul, admitted in the papers that's it's a 25% increase--

SENATOR FELDMAN: As I said, nothing is etched is

stone and your views, you know, naturally, are again the 15 class size, and--

MR. KOVACH: Well, the other one-- You've got 1 to 100 counselors. Now you know a lot of these counselors-- They're as useless as can be, because your counselor should be the teacher. I'll give you an example: When I went to school in eighth grade, I had a vest on. And the teacher comes up to me and she says, "Karl, whenever you take the coat off, you should always take the vest off." See, she's not teaching me mathematics. You understand. I hope you're old enough to understand what I'm saying. But I didn't take off that vest because I had a rip in my shirt that was sewed up. But the moral of that story is, they are there to teach you. And by golly, if a mathematics teacher don't teach you when you come into their class while you're learning, you're never going to be any good at it. Until someone tells you why--

I have four grandchildren. Two of them are academically talented. One of them now goes for hours to Montclair College, which I disagree with, if the township is paying for it. I know what I'm talking about with these children. I got them to get going, you know, when they were young, and then all of a sudden, they're on their own. They'll do good. If you told me 15 in the class, or 19, from grades one to three, I'd agree 100% with you. But don't pass the law for the whole shooting match. Because if you nab them in grade one, two, and three, and then you mold them, those kids have got to go right along after that. And I think before you pass this bill, you had better look it over, and you've got to--

SENATOR FELDMAN: That's the purpose of the public hearings. We want to hear from the citizenry, such as you, because we're not making any decisions at this time. There will be another public hearing. Then the Committee will review the transcripts, and then we will make the refinements to this bill. And so, this is not, as I said in the beginning, etched

in stone. The public hearings are for the purpose of people like you to come in to either vent a spleen or speak about it with a great deal of enthusiasm. That's the purpose, and we're listening to people.

MR. KOVACH: Now you see, what gets me, you take it like they take Newark. Now, I don't know how many, but it doesn't matter, like 20 years ago, they came along and went into the Two Guys store and opened up the office up there for either the president of the board of education or the superintendent, and they spent \$15,000 on his office. Now, at that time, I can't compare with today how much it would be, but \$15,000 was a lot of money. This is what you've got to look at and remind these here--

Also in Newark, they come along-- And it has a lot to do with education. They turn around and every councilman got an automobile. Why can't that automobile go into the school system? This is what you've got to look at.

This is what I'm saying. By golly, if they knuckle down to the New Jersey Education Association instead of having their lawyers sue someone who's griping against the teacher, like what happened in Bellevue (phonetic spelling), and turn around and tell their teachers, "Look, you're making damned good money today. You're making the equivalent of \$80,000 of someone on the outside of the school system, when you're making \$40,000." If you take the 1060 hours they put in and the 2060 the outsiders put in-- They're making about \$80,000 in Edison anyway. Not all over in New Jersey, but they're getting damned good money. And when I told one teacher, she said, "I got 28." I said, "Look at the money you get. You're making damned good money."

Do you think I got across to you without me going over some more of these things here?

SENATOR FELDMAN: Yes.

MR. KOVACH: All right. Let's go home, then.

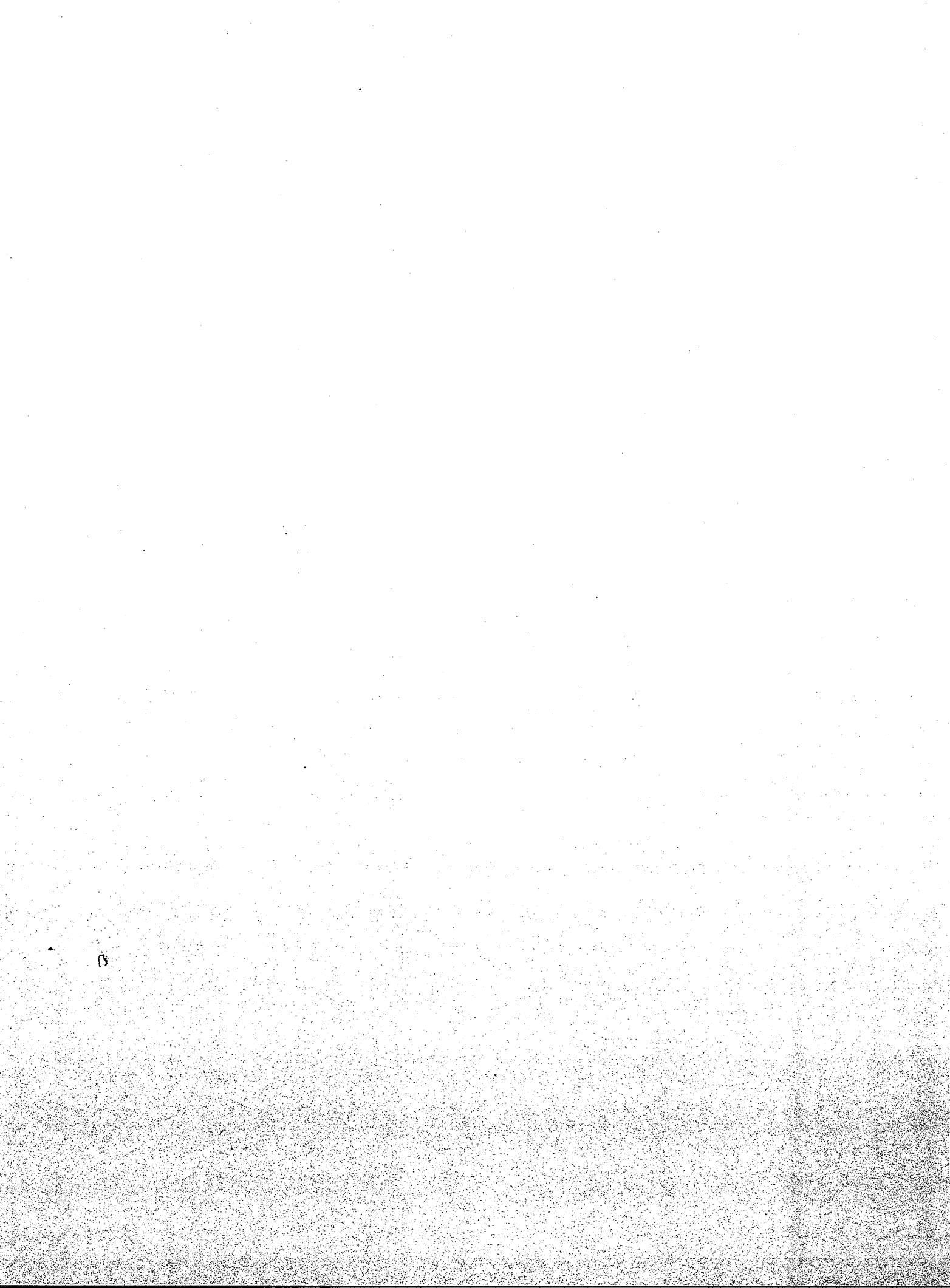
SENATOR FELDMAN: Thank you very much. You got the message through.

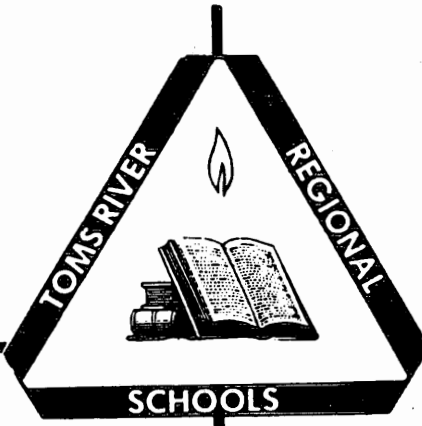
MR. KOVACH: Well I hope so, because I'm all alone, even in Edison.

SENATOR FELDMAN: Okay.

(HEARING CONCLUDED)

APPENDIX





A. S. A. P.

98 SCHOOL STREET, TOMS RIVER N. J. 08753

Carolyn Hadge
Coordinator

JON J. GASPICH

FEBRUARY 23, 1989

Ken Nichols
Counselor

James Gill
Counselor

Jerry Clarey
Counselor

In 1981 I became the first teacher in the Toms River Alternate School. From that time I have seen the facility grow to serve about one hundred students per year. The limited size and one year time frame of the program added to keeping this number low.

Mary T. Tritto
Secretary

Many students who have graduated from the regular high school have pointed to this year in the alternate school as their saving grace. They felt, "If it were a full four year program, many more would have graduated." One year isn't enough for all of these kids; we are losing many.

Irene Bergamo
Secretary

The state has about 600 school districts. If these districts serve only 100 each, that would mean help for a minimum of 60,000 kids a year. This translates into an incredible savings of money in the areas of:

201-244-7370
or
201-341-9200
Ext. 405/406

- Out of district placement
- Special placements in the district
- Disciplinary action
- Disruption in the classroom
 - (Which slows education for all)
 - (Adds to better continuity of instruction)
 - (Creates a more productive final product)
- Drug and alcohol rehabilitation in the future
- Employer and state cost in the future i.e. legal, counseling, and lost productivity

/X

The Alternate School is an incredible tool when used to identify problems. These problems consist of learning difficulties, parental drug and alcohol involvement, personal drug and alcohol involvement, as well as a myriad of family problems, that are more easily identified and dealt with. This intense, small, family type group is kind of an "intensive care unit" for education that students and education will benefit from.

If the alternate education idea is expanded, it would be a lifeline to the 25% of our kids who drop out as well as kids in the traditional world of education. They just struggle along and never attain the quality of education possible in the alternate situation, let alone the quality of life they should enjoy.



NATIONAL EDUCATION ASSOCIATION • 1201 16th St., N.W., Washington, D C 20036-3290 • (202) 833-4000

MARY HATWOOD FUTRELL, President
KEITH GEIGER, Vice President
ROXANNE E. BRADSHAW, Secretary-Treasurer

DON CAMERON, Executive Director

TESTIMONY OF THE NATIONAL EDUCATION ASSOCIATION

ON

THE EDUCATIONAL REFORM ACT OF 1989, S.#3125

BEFORE THE NEW JERSEY SENATE COMMITTEE ON EDUCATION

PRESENTED BY RUBY WILLIAMS

ASSISTANT EXECUTIVE DIRECTOR FOR PUBLIC AFFAIRS

FEBRUARY 23, 1989

3x

Senators:

My name is Ruby Williams, and I am an Associate Executive Director of the 1.9 million member National Education Association (NEA), of which the New Jersey Education Association (NJEA) is an affiliate. NEA represents this nation's public school teachers and educational support personnel, as well as higher education faculty and staff in many of the nation's public institutions.

As a representative of the NEA, I am proud to be here today to testify on behalf of "The Education Reform Act of 1989", S.#3125, a comprehensive measure that NEA believes will go far toward improving education for all students in New Jersey, as well as to set a standard for other states.

As I'm sure you already know, since the publication of "A Nation at Risk" in 1983, a document which has propelled our nation into one of its most sustained periods of education reform, proposals aimed at boosting student achievement have been many and wide ranging. There have been proposals to lengthen the school day or the school year, to test students more often, to restructure the teaching profession, to bolster the role of classroom teachers and administrators in the school decisionmaking process, among others.

4x

The proposals for reform seem to have become more comprehensive these past several years. They have begun as well to focus on bolstering achievement in all students, not only those who could show improvement with only minor changes in their school routine or program. Early in the reform movement, it seemed, NEA and its affiliates were lonesome voices in promoting reform aimed at achieving both excellence and equity, values which we believe are inextricably linked. "Excellence" became the battle cry of the national education reform debate. From the beginning however, we stressed to policymakers, researchers, and others that excellence without equity was an impossible goal.

Recent news from the demographic and economic fronts however have brought to national attention the importance of achieving excellence with equity: namely, a less economically competitive U.S. confronted by an increasingly competitive global economy, and demographic trends showing growing numbers of people of color who are disproportionately found in the ranks of the educationally deprived and economically disadvantaged. If the U.S. is to recover its competitive edge economically, we as a nation must invest in our human resources to ensure their full participation in that economy. This investment represent only good common sense.

5x

So these economic and social exigencies, perhaps along with our persistence has resulted in many policymakers and education experts, and many of our business leaders as well, beginning to hoist the banner of equity. They have begun to call for programs aimed at meeting the special needs of those students who have been left behind in the push to improve the schools. And more importantly, many have begun to call for the funding that will allow those programs to become reality.

It was this belief in the link between excellence and equity that led NJEA, in cooperation with NEA, to begin work on its Urban Challenge project. This project, aimed at developing ways to overcome the severe crises faced by students in the state's urban districts, called on NJEA members, school and community leaders, school finance experts, and others to investigate the problems of these districts, which educate roughly a quarter of state's students, and to develop comprehensive responses to their, in some cases, dire needs.

As the report emanating from this campaign, "The Urban Challenge" stated, "NJEA's challenge is to put the education reform emphasis where it's most needed -- on the children most at risk in our society."

As a first step of the Urban Challenge project, NJEA members from throughout the state were surveyed. Their responses

Cox

provided an important direction for the remainder of the campaign. In these initial surveys, conducted with more than seven hundred members, the problems of New Jersey's urban school districts cited most often were:

- * the larger class size of the urban schools, especially disastrous when so many of these youngsters need special attention;
- * the lack of staff or teams of specialists or special programs;
- * the lack of adequate facilities and financial resources;
- * poor learning environment in the urban schools;
- * lack of teacher and student recognition;
- * lack of adequate education programs;
- * basic skill deficiencies of at-risk students.

The Education Reform Act of 1989: A Comprehensive Approach

Hence the comprehensive nature of the legislation born of the "Urban Challenge" campaign. NEA supports New Jersey's "Education Reform Act of 1989" precisely because it does not attempt to gloss over the most fundamental problems, but addresses the special needs of the urban districts directly. It is clear, as well, with passage of this important bill, that all students throughout the state stand to benefit. For while the problems outlined above are at crisis proportion in the state urban areas, there no doubt are many suburban and rural districts that will benefit from the programmatic proposals called for in S. 3125.

Passage of "The Educational Reform Act of 1989" would place the state of New Jersey in the forefront nationally of enlightened school reform efforts. I urge your strong support of this measure.

I would like to address now some of the proposals that make S. 3125 an educational reform bill deserving of your support.

The bill's call for comprehensive curricular offerings in all school districts is vital. One of the starkest findings of NJEA's Urban Challenge effort was the lack of academically advanced course offerings in the sciences or other areas in many of the urban districts. In addition, NJEA found that many of the urban districts offered no gifted and talented programs, so that students had few incentives to strive for and attain increased achievement. Harvard psychiatrist Alvin F. Poussaint noted in *Educating the Black Child* recently, "If inner-city schools are to be transformed from communities of failure into centers of learning, the vast majority of the school community -- students, teachers, and administrators -- must share in the experience of success before they can begin to believe in it and expect it."

The introduction of full curricular offerings, and programs for gifted and talented students could go a long way toward

8x

helping students want to be academically successful. And this, in turn, would lead to that "experience of success" that Poussaint sees as crucial to educational achievement.

Call for Smaller Class Size Essential

Another of the bill's strengths emanates from its call to limit class size throughout the state. Since the inception of the education reform movement, many states have called for reductions in class size as a way to foster improved student achievement. The proposals in S.3125, with class-size ceilings of 15 for K-12 students, and 10 for pre-kindergarten students, represent a most enlightened approach to the issue. Class sizes of fifteen or less are noted in the research literature for their positive effect on student achievement.

Class size literature is consistent as well in showing that small classes in the primary school years, and with economically disadvantaged students, can be an especially meaningful factor.

We must also remember that studies focussing on class size most often measure quantitative factors alone -- mostly standardized test scores. But any teacher will tell you that lowering class size -- even by 2 or 3 students -- makes for an important qualitative difference in the

9x

teaching and learning experience for students. These qualitative factors can be particularly important in urban setting where, as "The Urban Challenge" noted "families are chiefly concerned with physical and economic survival. They don't have books or newspapers at home. Many live in multi-family apartments and don't have a place to study or do homework. Many of their parents do not speak English, or have a limited education." It is clear that with student populations whose learning is complicated by such factors, more individualized instruction from a teacher can make a difference.

One review of sixty important class size studies done by the NEA in the last decade prompted the development of a list of learning conditions and learning outcomes that are achieved when teachers have fewer rather than more students to work with:

1. Teachers employ a wider variety of instructional strategies, methods, and learning activities and are more effective with them.
2. Students benefit from more individualized instruction.
3. Students engage in more creative and divergent thinking processes.
4. Students learn how to function more effectively as members and leaders of groups of varying sizes and purposes.
5. Students develop better human relations with and have greater interpersonal regard for other students and their teachers.
6. Students learn the basic skills better and master more subject matter content.

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7. Classroom management and discipline are better.
8. Teacher attitudes and morale are more positive.
9. Student attitudes and perceptions are more positive.

When we are addressing the need to give an added boost to students who may be academically or financially disadvantaged, the logic of reducing class size is clear. We at NEA urge you to set the national standard on class size in New Jersey by keeping intact the "Education Reform Act's" class size proposals.

Alternative Education Programs: Key to Academic Success

Recognizing that each student learns in an individual way, we at NEA have long supported the call for alternative programs within the public schools. We believe, in particular, that students with special needs (among them homeless students, disruptive students; disabled readers, gifted, talented, and creative students; students of low academic ability; underachievers; pregnant students and teenage parents; and students who do not qualify for or have no desire to pursue a college program) should have access to school programs that will enable them to be in school, be stimulated by their school environment, and achieve academic success in that environment.

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We laud "The Education Reform Act's" call for the availability of alternative education programs for eligible students. We urge the notion of "alternative" schooling to include, but not be limited to: restructured primary schools aimed at being transitional programs for students in need; vocational schools that provide full, comprehensive four-year programs; and accelerated magnet schools, among others. We encourage the state to offer a broad range of activities to respond to students' differing behavioral patterns, interests, needs, and learning styles.

The National Governors' Association (NGA), as part of its "1991 Plan" aimed at augmenting the states' leadership role in education, stressed the need for alternative education programs to aid at-risk youth, particularly those in high school. The NGA urged all high schools to provide access to some range of alternative learning experiences. NGA also cited research noting the characteristics of successful alternative programs. These included:

1. Structures, usually small in size, that provide a cohesive school community with a strong sense of affiliation, similar to a membership organization that one joins.
2. A variety of environments, from which the student selects the one to which he or she will make a commitment. Some examples are street academies with strict attendance standards and focus on academic skills, caring communities for those who find it difficult to deal with the impersonal nature of large schools, enterprise programs in which goods are produced for sale, and work brigades that entail doing service for others.
3. Teachers who believe that at-risk students need a new

chance to learn and that they, indeed, can learn.

4. A learning ethos characterized by clear and fair rules consistently enforced, rewards for individual effort and progress, and a normative emphasis on academic excellence.
5. Instructional modes that include individual, small group, and whole group instruction, and that stress cooperative rather than competitive learning. Social skills as well as academic skills need to be developed.
6. Job opportunities for learning behaviors needed in the work place and for earning money needed for individual economic reasons.
7. Community and business backing and support.

At the same time that we note our support for the availability of alternative schooling for students, especially those considered at risk of academic failure, we emphasize the need to preserve the integrity of each school district, to promote community involvement in the schools, and to support democratic governance of the schools.

Conclusion

Senators, in concluding, I urge your Committee to support S. 3125 in its current form. Support of this bill will help bring equity to students who have been sidestepped by the reform movement. And by helping those most in need, it will bring improvements to all students in New Jersey.

I thank you very much for the opportunity to be with you here today.



New Jersey School Boards Association

Headquarters: 413 West State Street, P O. Box 909, Trenton, New Jersey 08605
Telephone (609) 695-7600

TESTIMONY S-3125 (Rice, Feldman)

THE EDUCATION REFORM ACT

Presented to the Senate Education Committee

**by Dr. Robert E. Boose
Deputy Executive Director
New Jersey School Boards Association**

February 23, 1989

NJSBA BELIEVES THAT THE SPONSORS OF S-3125 HAVE PERFORMED A VALUABLE SERVICE BY PLACING THE SPOTLIGHT ON THE SERIOUS PROBLEMS THAT CONFRONT A NUMBER OF SCHOOL DISTRICTS IN THIS STATE. THESE HEARINGS HAVE BROUGHT INTO THE PUBLIC AWARENESS SOME OF THE CONDITIONS THAT MAKE IT DIFFICULT FOR CHILDREN TO LEARN TO THEIR FULLEST CAPACITY. THE HEARINGS HAVE UNDERSCORED THE FACT THAT NEW JERSEY DOES NOT PROVIDE EQUALITY OF EDUCATIONAL OPPORTUNITY FOR ALL ITS CHILDREN.

THERE ARE SCHOOLS WHERE CLASSES ARE TOO LARGE AND COUNSELORS TOO FEW, GIVEN THE BURDENS THAT THESE STUDENTS CARRY INTO THE SCHOOL BUILDING. THERE ARE SCHOOLS THAT HAVE TOO LIMITED AN OFFERING OF ACADEMIC COURSES, AND TOO LITTLE ART, MUSIC AND OTHER ENRICHMENT PROGRAMS OF THE KIND THAT ADD ZEST TO SCHOOL LIFE AND LEARNING. IN SOME OF THESE SCHOOLS, ALTERNATE PROGRAMS ARE DESPERATELY NEEDED, PROGRAMS THAT ARE TAILORED TO THE SPECIFIC NEEDS AND LEARNING STYLES OF THESE STUDENTS, PROGRAMS THAT CAN REACH THEM WHEN TRADITIONAL METHODS FAIL.

THESE ARE SERIOUS PROBLEMS. NJSBA SHARES THE SPONSORS' CONCERNS AND THEIR DESIRE TO SEE ALL STUDENTS RECEIVE THE KIND OF EDUCATION THAT WILL MAKE THEIR LIVES PRODUCTIVE AND SATISFYING.

HOWEVER, WE MUST DIFFER ON THE MEANS BY WHICH THIS WILL BE ACCOMPLISHED. S-3125 IS BASED ON THE ASSUMPTION THAT ALL SCHOOLS HAVE THE SAME PROBLEMS AND REQUIRE THE SAME SOLUTIONS: A CLASS SIZE OF 15, A MANDATED RATIO OF COUNSELORS TO STUDENTS, PUPIL SUPPORT TEAMS, ALTERNATIVE PROGRAMS, SMALLER CLASSES FOR MAINSTREAMED SPECIAL EDUCATION STUDENTS, AND SO ON. S-3125 IS A BROAD-BRUSH APPROACH, A SERIES OF STATE MANDATES THAT SWEEP ACROSS ALL DISTRICTS, REGARDLESS OF HOW WELL THEY ARE DOING OR WHAT PARTICULAR PROBLEMS THEY ARE EXPERIENCING.

JUST AS EDUCATORS TRY TO DEAL WITH EACH CHILD AS AN INDIVIDUAL, TO DIAGNOSE HIS OR HER PROBLEMS SO THAT THE APPROPRIATE REMEDIES CAN BE APPLIED, WE BELIEVE THAT THE STATE SHOULD DEAL WITH SCHOOL DISTRICTS AS SEPARATE ENTITIES, EACH WITH ITS OWN CHARACTERISTICS.

ACROSS THE BOARD SOLUTIONS ARE NOT THE ANSWER; EDUCATION IS TOO COMPLEX FOR THAT. WE NEED TAILOR-MADE SOLUTIONS TO CAREFULLY DEFINE PROBLEMS.

THE MOST SUCCESSFUL REFORMS ARE THOSE WHICH BUILD FROM THE GROUND UP, INVOLVING THE LOCAL BOARDS OF EDUCATION AND THEIR STAFFS, THE PEOPLE, WHO ARE CLOSEST TO THE PROBLEMS AND WHO MUST IMPLEMENT THE SOLUTIONS. LOCAL BOARDS ARE IN THE BEST POSITION TO IDENTIFY THEIR PROBLEMS, ESTABLISH

PRIORITIES, AND DETERMINE THE MOST WORKABLE SOLUTIONS. IF THE STATE WILL PROVIDE TECHNICAL ASSISTANCE, AND EVEN MORE IMPORTANT, THE FINANCIAL RESOURCES NECESSARY FOR LOCAL DISTRICTS TO IMPLEMENT THEIR OWN REFORMS, THEN NEW JERSEY COULD BECOME A PLACE WHERE ALL STUDENTS CAN BE WELL EDUCATED FOR THIS CENTURY AND THE NEXT.

IN ADDITION TO LOCAL INVOLVEMENT, THE STATE NEEDS TO ESTABLISH PRIORITIES FOR ITS FUNDS SO THAT THE MOST PRESSING NEEDS ARE MET FIRST AND RESOURCES ARE SPENT WHERE THEY WILL DO THE MOST GOOD. UNFORTUNATELY, PUBLIC FUNDS ARE LIMITED AND SUBJECT TO DEMANDS FROM MANY COMPETING INTERESTS. STATE FUNDS SHOULD BE DIRECTED TO THE STUDENTS WHO ARE MOST IN NEED AND TO THE PROGRAMS THAT OFFER THE MOST RETURN. THOSE PROGRAMS WILL VARY FROM DISTRICT TO DISTRICT.

THE STATE ALSO NEEDS TO RECOGNIZE THAT IF A DISTRICT IS DOING WELL, IT MAY NOT NEED THE MEASURES MANDATED BY S-3125. THE OLD ADAGE STILL APPLIES, "IF IT AIN'T BROKE, DON'T FIX IT." IN MANY DISTRICTS, STUDENTS ARE LEARNING WELL IN CLASSES OF 20 OR EVEN 23. WHY FORCE THESE DISTRICTS TO SPLIT THESE INTO SMALLER CLASSES, DOUBLING BOTH THEIR STAFF COSTS AND THEIR FACILITIES?

ALTHOUGH WE WERE PLEASED TO SEE S-3125'S PROVISION FOR STATE FUNDING OF THE FULL COST OF IMPLEMENTING THE BILL, THE HISTORY OF STATE FUNDING FOR EDUCATION IN NEW JERSEY LEADS INEVITABLY TO A POSITION OF SKEPTICISM CONCERNING THE STATE'S ABILITY AND DESIRE TO PROVIDE THE

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NECESSARY MONIES FOR THE BILL. WE FEAR THAT DISTRICTS WOULD BE LEFT "HOLDING THE BAG", COMPLYING WITH A BEVY OF NEW AND EXPENSIVE MANDATES EVEN WHEN THE STATE FUNDS ARE NOT APPROPRIATED.

THE BILL WOULD BE COSTLY, FAR MORE COSTLY THAN ANY SET OF MANDATES YET IMPOSED ON LOCAL SCHOOL DISTRICTS. TREMENDOUS NUMBERS OF ADDITIONAL STAFF WOULD BE REQUIRED. THERE WOULD BE MANY MORE CLASSROOM TEACHERS, POSSIBLY A DOUBLING OF PRESENT STAFF TO MEET THE 15 PUPIL MAXIMUM ON CLASS SIZE AND TO REDUCE CLASS SIZES BELOW THAT WHEN SPECIAL EDUCATION PUPILS ARE MAINSTREAMED. CONSIDERABLE NUMBERS OF NEW GUIDANCE COUNSELORS WOULD BE NEEDED TO MEET THE 1 TO 100 RATIO, ALONG WITH MORE THAN 4200 SPECIAL SERVICE PERSONNEL TO STAFF THE NEW SEVEN-MEMBER PUPIL SUPPORT TEAMS IN EACH DISTRICT. ADD TO THAT THE COST OF EXPANDING THE CURRICULUM AT THE ELEMENTARY LEVEL TO INCLUDE A NUMBER OF SPECIAL SUBJECTS NOT UNIVERSALLY TAUGHT AT PRESENT, AS WELL AS THE MANY SPECIAL PROGRAMS CALLED FOR AT THE SECONDARY LEVEL.

BUT THE GREATEST COST OF ALL ISN'T EVEN MENTIONED IN THE BILL, NOR ARE FUNDS PROVIDED. MANY OF THE BILL'S MANDATES WILL REQUIRE ADDITIONAL SPACE. IF CLASSES ARE TO BE NO MORE THAN 15, MANY DISTRICTS WILL HAVE TO DOUBLE THE NUMBER OF CLASSROOMS, AND EVEN GO BEYOND THAT IF THEY ARE TO CONTINUE MAINSTREAMING SPECIAL EDUCATION STUDENTS, AS THEY MUST BY LAW.

ARE WE TO BELIEVE THAT THE STATE WILL FIND MONEY FOR THIS TREMENDOUS EXPANSION OF FACILITIES WHEN IT HAS NOT FUNDED THE UPGRADING OR REPLACEMENT OF VERY OLD AND DETERIORATING BUILDINGS IN WHICH CHILDREN ARE

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GOING TO SCHOOL EVERY DAY? JUST LAST YEAR, THE GOVERNOR VETOED A BILL FOR \$150 MILLION IN ADDITIONAL BUILDING AID, SAYING THAT THE MONEY JUST ISN'T THERE. THE FACILITIES COSTS FOR S-3125 COULD EASILY BE IN THE BILLIONS. EVEN IF THE MONEY WERE AVAILABLE, A STRONG ARGUMENT COULD BE MADE THAT IT SHOULD FIRST BE SPENT TO CORRECT KNOWN DEFICIENCIES, A COST ESTIMATED TO BE OVER \$1 BILLION.

WHAT DO WE PROPOSE AS AN ALTERNATIVE TO S-3125? TO BEGIN WITH, THERE SHOULD BE A RESTRUCTURING AND FULL FUNDING OF THE SCHOOL AID FORMULAS, WITH STATE AID GIVEN ON A CURRENT YEAR BASIS SO THAT DISTRICTS CAN MAKE THE NECESSARY IMPROVEMENTS WITHOUT BANKRUPTING THEIR LOCAL TAXPAYERS. ADEQUATE STATE AID WOULD PERMIT MANY DISTRICTS WHERE STUDENTS ARE NOW HAVING DIFFICULTY TO LOWER CLASS SIZE, BROADEN THEIR PROGRAM, AND HIRE ADDITIONAL COUNSELORS.

BEYOND AN INFUSION OF AID TO PROVIDE GREATER EQUITY IN THE RESOURCES AVAILABLE TO LOCAL SCHOOL DISTRICTS, NJSBA URGES, AS WE HAVE IN THE PAST, THAT SPECIAL GRANTS BE MADE AVAILABLE TO DISTRICTS THAT QUALIFY THROUGH NEED, LIMITED LOCAL RESOURCES, AND COMMITMENT. THESE WOULD INCLUDE STATE GRANTS FOR SUCH THINGS AS PRE-SCHOOL PROGRAMS, PARENTAL INVOLVEMENT AND PARENT EDUCATION, ALTERNATIVE PROGRAMS, HOMEWORK CENTERS, BEFORE AND AFTER SCHOOL CHILD CARE, PROGRAMS FOR PREGNANT STUDENTS, DAYCARE FOR TEEN PARENTS, SCHOOL-BASED YOUTH SERVICES (INCLUDING MEDICAL, COUNSELING, EMPLOYMENT), AND DROP-OUT PREVENTION PROGRAMS FOR AT-RISK STUDENTS.

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WE VERY MUCH LIKE THE APPROACH TAKEN IN S-3154, THE LOCAL ELEMENTARY ASSISTANCE PROGRAM (L.E.A.P.), WHICH IS SPONSORED BY SENATOR FELDMAN AND, IN THE ASSEMBLY, BY ASSEMBLYMAN PASCHELL AS A-4007. THE BILL TARGETS MONEY TO THOSE DISTRICTS WHERE THERE IS A SERIOUS NEED AND DOES SO THROUGH A COMPETITIVE GRANT PROCESS. IT REQUIRES GRANT PROPOSALS TO INCORPORATE CERTAIN MEASURES WHICH THE SPONSORS BELIEVE WILL MAKE FOR BETTER EDUCATION, SUCH AS SCHOOL-BASED PLANNING, PREKINDERGARTEN PROGRAMS, AND AN ARTICULATED PROGRAM.

WE BELIEVE THAT THE GRANT PROGRAM APPROACH IS MORE EFFICIENT AND EFFECTIVE THAN S-3125'S SWEEPING MANDATES. THE GRANT APPROACH RESPECTS THE ABILITY OF THE LOCAL BOARD AND STAFF TO IDENTIFY AND DEAL WITH THEIR OWN PROBLEMS, AND THEN PROVIDES THE NECESSARY RESOURCES TO MAKE THAT POSSIBLE. GRANT PROGRAMS ALSO ENSURE ACCOUNTABILITY BY REQUIRING EVALUATION OF THE PROGRAM'S EFFECTIVENESS, A MEASURE LACKING IN S-3125.

AND WHAT IF A DISTRICT DOESN'T MEET ITS RESPONSIBILITIES, EVEN WHEN ADEQUATE FUNDS ARE PROVIDED? IN THOSE RARE INSTANCES WHERE A DISTRICT MAY LACK THE WILL OR THE ABILITY TO RESOLVE ITS PROBLEMS, THE STATE, THROUGH ITS MONITORING SYSTEM, WILL PROVIDE STRONG DIRECTION AND MAKE CERTAIN THAT THE DISTRICT CORRECTS ITS DEFICIENCIES. THE AUTHORITY IS THERE; THE STATE HAS ONLY TO USE IT.

IN SUMMARY, NJSBA RECOGNIZES THE SERIOUS PROBLEMS THAT S-3125 IS INTENDED TO ADDRESS, BUT WE BELIEVE THAT OTHER MEASURES WOULD BE BOTH MORE EFFECTIVE AND MORE EFFICIENT IN MEETING THESE NEEDS THAN THE MANDATES IMPOSED BY S-3125. WE CANNOT SUPPORT THE BILL.

John K. Dougherty
605 Weston Dr.
Toms River, N.J. 08755

Testimony before the
N.J. Senate Education Committee
February 23, 1989

Daniel Webster said that if he lost all of his rights guaranteed under the U. S. Constitution except one, he would choose to keep the freedom of speech because with it he could regain all of the others. In like terms, if we are not going to lose the battle against the deterioration of those institutions which have kept our society strong, I would choose to protect and defend our educational system, because with it we can teach our children the skills necessary to preserve our chosen way of life. Thus, I, and the entire staff of the Alternative School in Jackson Township (see Appendix A), encourage the swift enactment of Senate bill S-3125, in particular those sections which specifically address the establishment of alternative schools and/or alternative programs throughout the state of New Jersey.

Six years of first hand experience dealing with the "at-risk" student population in Jackson High School through our state and nationally recognized Alternative School, and an ever-growing avalanche of published research supporting and encouraging alternative education throughout the country, proves beyond any doubt that the students who were "slipping through the cracks" of the traditional education system can succeed if they are offered a unique, individualized and holistic approach to learning. It is unrealistic to label a child as a "failure" at the age of 14 or 15. Perhaps it is the system that failed the child, not the child that failed within the system.

The bill currently under consideration demonstrates a comprehensive grasp of the essence of alternative education and the concept of "at-risk". It not only addresses the traditional definition of "disruptive" students, it also

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encompasses the wider segment of the school population which would better be defined as "disaffected", or as the bill calls them, those who would "otherwise benefit from such programs".

Further, in calling for specialized training for teachers and administrators who will be working with this unique segment of the student population, this bill touches on a critical point which is all too often overlooked. If the whole strategy for educating the "at-risk" student must be different, then the preparation of the teachers and the support given to them by administration must likewise be different. Rigid, authoritative evaluative tools are counterproductive to creating a flexible, student-centered class environment, which nationwide research has proven to be essential for the effective modification of unproductive student behavior and performance. To mandate innovative approaches without proper provision for teacher training and in-service preparation would be mandating certain failure, or at least, no long-term improvement.

The Jackson High School Alternative School has been providing a unique educational environment to our "at-risk" student population since 1983 and, because of our success, the staff has been invited to present workshops throughout the state of New Jersey for teachers and Boards of Education. The Jackson philosophy is very simple- every student who enters our program will succeed. We assume that there are "roadblocks" to learning, not basic deficiencies in the student. We feel that, given a positive, non-threatening environment where the responsibility for work is in the hands of the student and where the teachers feel a constant supportive posture from the school administration, all students can attain success up to their full, individual potential. Assumptions are one thing, but proof is another. Statistics show that the vast majority of the students entering the Jackson Alternative School

have either remained in school, or have graduated. Even more impressive is that many of those students who dropped out of the program are returning to the evening school and working toward a G.E.D. or a regular high school diploma in the Adult Night School. When it is understood that every student who entered the program was a potential drop-out, or had already dropped out, these numbers take on new meaning.

Don't be fooled by critics who say that alternative education is a frill that is not cost efficient. First, if we don't provide an education for this evergrowing number of "at-risk" students, our society will be forced to bear up to \$ 240 billion in lost taxes and earnings every year until we do something about them (Catteral, 1985). Second, for every dollar we spend on prevention, we save four dollars and seventy-five cents on rehabilitation (National Alliance on Business, 1987). Finally, alternative programs do not have to cost tremendous amounts of money. In Jackson we have a "zero-budget" program, which actually brings money into the district through increased state equalization aid for each student we are able to productively keep in school. Alternative education is not a frill, it is an educational necessity whose time is long overdue.

Any educational option in isolation may have success, but addressing a common problem as a community will have a higher degree of potential reward. In Jackson we have taken the drop-out problem on as a community project, not just the problem of the schools. We are proud to say that we are the first and only Cities in Schools, Inc. project in the state of New Jersey. President George Bush has encouraged our nation to learn from the successes brought by the Cities in Schools model and we in Jackson concur with the President based on practice, not just theory. We brought the schools, business leaders, human service agencies and township governing body together in a partnership with a

common goal to improve the chances of our "at-risk" students by providing a comprehensive program of education, employment and professional counseling for them and their families. Through the coordinated effort of all parties, these services are offered free of charge and at hours in the evening so that the entire family can benefit without impacting on the parents' work commitments, or taking away from the overcrowded student school day. Further, we offer the services to every family in the district with children in the schools as a preventative measure to avoid some of the personal problems which may force, or convince, a student to drop-out at a later date.

In conclusion, we like to refer to our brand of alternative education in Jackson in terms of what we call "the new '3 R's'". In lieu of "reading, 'riting, and 'rithmetic", we work on "MOTIVATION, INNOVATION AND PERSPIRATION". The motivation of realizing that if we don't do something as a community to improve the education of our students, that our future will not be as bright as it should be; the innovation that is brought by the collaborative effort of all parties striving for a common goal as equals, not pointing the fingers of blame at each other; and, the perspiration that comes from hard work in a cause we all believe is worthwhile.

Once again, I, and the entire staff of the Jackson Alternative School, urge the enactment of the entire Education Reform Bill (S- 3125) and most emphatically all of the provisions concerning alternative education.

Thank you.

Appendix A

- John K. Dougherty - Jackson Alternative School teacher and Agency Coordinator/Program Development for Jackson Cities in Schools, Inc. Also, Vice-President Alternative Education Association of New Jersey.
605 Weston Dr.
Toms River, New Jersey 08755
Home: (201) 244-2996
School: (201) 928-5959
- James T. Hyland Jackson Alternative School teacher and Agency Coordinator/Alternative Education for Jackson Cities in Schools, Inc. Also, Membership Chairperson for the Alternative Education Association of New Jersey.
118 Malmy Dr.
Brick, New Jersey 08724
Home: (201) 899-1048
School: (201) 928-5959
- Lynn Brown - Jackson Alternative School teacher and member of the Board of Directors for the Alternative Education Association of New Jersey.
2267 Vermont Ave.
Toms River, New Jersey 08755
Home: (201) 244-4472
School: (201) 928-5959
- Duane Murawski - Jackson Alternative School teacher and Site Director/Intern for Jackson Cities in Schools, Inc. Also, member of the Board of Directors for the Alternative Education Association of New Jersey
317 Oak Lane
Lakehurst, New Jersey 08733
Home: (201) 323-0542
School: (201) 928-5959
- Sharon Hull - Jackson Alternative teacher and member of the Alternative Education Association of New Jersey.
34 Monterey Circl
Lakewood, N.J. 08701
Home: (201) 367-0276
School: (201) 928-5959

Testimony of Virginia Van Wynen Baeckler
Legislative Liason
Educational Media Association of New Jersey
Hearing for the EDUCATION REFORM ACT OF 1989: February 23, 1989

Informal note of personal introduction.

Nationwide, 1989 has the hallmarks of an extraordinary year for School Libraries. In New Jersey, we are particularly excited.

1. THE YEAR OF THE YOUNG READER, so designated by Congress and endorsed recently by Governor Kean in New Jersey.
2. THE YEAR OF INFORMATION POWER, the first full year of operation for the national guidelines for quality school library media centers.
3. THE YEAR THAT NEW JERSEY woke up and offered the EDUCATIONAL IMPROVEMENT ACT OF 1989, reflecting absolutely perfectly the national standard of excellence for school libraries.

It has been many years since Marion Librarian sat behind her desk, glowered at students and busied herself with clerical tasks. Today, the professional school librarian must have an M.A. in library science from an accredited institution, as well as have a regular teaching certificate. This person--this library media specialist--is really a teacher with specialized training in library and information science AND instructional design. He or she is trained to work with teachers to facilitate teaching AND to work directly with children to enhance learning. Today's school librarian helps both teachers AND students in their selection and use of instructional materials. With the assistance of computers, databases, and access networks these instructional materials can come from places far beyond the confines of their individual schools and isolated school districts.

All things being equal, everyone loves the school library and the school librarian. To oppose them would be like opposing God, Mother and the Home Country. Except, of course, when there is a question of money. In the past ten years, as schools have faced rising salaries, general inflation, and declining state and federal support for education, libraries have been the first to be eliminated.

The average total expenditure by School Library Media Centers on their collections has declined steadily since 1974 (see chart).

\$7,667 in 1974
\$6,384 in 1978
\$4,743 in 1985

While total expenditure declines, the cost per book title has risen 11.7% from 1987-7, to an average of \$12.66.

The effects of the monetary squeeze follow a predictable pattern:

First the staffing is cut. The library remains with a parent volunteer, or part time aide to manage checking in and out books. Acquisitions wane, because there is no line item in the budget for them, and because the clerk has no way of researching additions. Computers and database access are out of the question.

Finally, the library facility is turned into a classroom, with chunks of the aging collection scattered to random teachers. Last hearing, you heard testimony from Lydia Brown, a teacher in Paterson, who takes her students down the street to the public library, because her school library has passed into oblivion. Ladies and Gentlemen there are Lydia Browns in districts all over the state. She is not unique.

Part of this dismal reality is rooted in the sections of the New Jersey Administrative Code which govern school libraries. Follow, with me, on the electric yellow sheet, the sections of the NJAC which apply to libraries:

You will see on the summary three points:

1. The instructional program of any district must provide all pupils with a library skills program.
2. Certified library staff for grades K-12 is not required.
3. At the elementary level, a specially-designed facility is not required. At the secondary level, "library facilities must be adequate."

In practice, all secondary schools in New Jersey have certified personnel. They are required to have such in order to be accredited by Middle States. However, some elementary, middle and junior high schools have no library facility at all; and many, many of these schools lack certified personnel.

I wish that I could present you with clear and concise statistics concerning New Jersey's school libraries. Unfortunately, since 1976, when reporting for certain federal funds ceased, detailed information on school libraries, their existence, their size, their cost per student expenditures were no longer collected by the state. It is not possible at the moment to give you an exact count of schools without libraries. It is, however, somewhat more possible to indicate our situation with respect to certified personnel.

Follow for a moment, on these charts, or on your green sheets, what The Educational Media Association has been able to construct so far, thanks to certain statistics available through the State Library and the State Department of Education's database.

Based on information concerning all of the 1,844 elementary, special elementary, junior high and middle schools in New Jersey serving 738,237 children: there was a Full Time Equivalent of 1132.3 certified librarians.

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Viewed from another perspective: There are 202 schools in districts with no librarian on the staff of any school in the district. There are 499 schools which have a librarian assigned to every school in the district. There are 1143 schools in districts where schools may or may not have librarian--these 1143 schools reporting a total of 621.3 FTE librarians.

Time and time again major educational studies have shown a direct positive correlation between High School academic achievement and Library Facilities, Library Staffing and Services in Elementary School. Since the pioneering work in the early 60's by Mary Gaver, at least 20 research reports have shown convincing evidence that school library media programs, directed by professional librarians are positively co-related to academic achievement, NOT JUST in reading, writing, language development and library research skills--as we all might guess; BUT ALSO in mathematics, social studies, natural sciences and problem solving ability. These achievements have been identified by test performance, grade point average and problem solving ability.

This being so, in New Jersey, which has gained national attention for its innovative programs and challenges to education, it makes sense to halt the skid of school library service. By decreasing access to quality libraries and quality personnel, we are willfully handicapping our children and restricting them from achieving their greatest possible academic achievement.

I mentioned at the outset, that the New Jersey Educational Improvement Act is a perfect reflection of the latest National Guidelines for Library Service. When you have a moment, please check the pink pamphlet for a picture of library service at its best. You will notice that fundamental to schools on any level, with under or over 500 students, is both a facility AND a certified librarian.

EMA is excited about the library provisions of the Educational Reform Act of 1989. We know that you are on target by national norms in requesting both a library facility and a professional librarian in every school building. We welcome the opportunity to focus attention on the plight of library service in our elementary, junior and middle schools. We stand eager to support and to serve your efforts for the educational achievement of our children.

I would be remiss to sit down without a word to you "as a mom." Many of our children are at risk--not only those in decaying urban situations, but also those in well-funded, pristine suburban schools. In kindergarten these children are told to color between the lines--when they want to explore capillary action. In seventh grade they are asked to read TOM SAWYER in class, when they have already used it for a book report in fourth grade. In eighth grade they crave a third computer language, and are told to wait until junior year in High School. These children are BORED. BORED!!!! Their pent up energy at 3 o'clock in the afternoon, if harnessed, could fly rockets to Mars, I am sure.

These children have one, boundless, refuge within the system; one place to secure challenge--and that is the library.

Thomas Edicson, as we all know, was deemed ineducable by the schools of his time. His mother, a confident teacher, assumed responsibility for his education. What many people do not know, is that Thomas Edison, with the help of his mom, educated himself in libraries all across the country. He treasured his library cards to countless facilities when he was a kid-telegraph operator, housed in a boxcar. Thomas would get into a town, race down the street to the library, trade in this or that book until "next time."

There are ever so many creative "failures" in our midst today. They are underchallenged by their curricula. They have learned to look invisible and get by with the least bit of work. If they are to be rescued, if they are to unleash the treasures within them and become New Jersey's future Thomas Edisons, they desperately need the freedom, the wealth, and the power of quality library service.

As a mother, a native New Jerseyan and a card carrying representative of the Educational Media Association of New Jersey, I am delighted to offer support for the Educational Reform Act of 1989.

N.J. ADMINISTRATIVE CODE
PERTAINING TO
SCHOOL LIBRARIES AND CERTIFICATION OF LIBRARY PERSONNEL
February 1989

- Summary:
1. The instructional program of any district must provide all pupils with a library skills program.
 2. Certified library staff for grades K-12 is not required.
 3. At the elementary level, a specially-designed facility is not required. At the secondary level, "library facilities must be adequate."
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Title 6. Education
Chapter 8. Thorough and Efficient System of Free Public Schools
Subchapter 6. Procedures for Evaluation of the performance of each public school district and school

"This regulation provides for the monitoring of public school districts by a team of persons from the county education office under the supervision of the county superintendent of schools. The regulation specifies that the school district shall be rated acceptable upon documentation of performance in eight areas. One of the eight areas is the inclusion of a library skills program in the instructional program. The section of the regulation specifically relating to a library skills program has been reprinted below."

N.J.A.C. 6:8-6.2 Evaluation and certification

v. The instructional program of the district shall provide all pupils with a library skills program. Documentation shall be a written description of a library skills program.

Title 6. Education
Chapter 27. ~~Secondary Education~~
Subchapter 1. ~~Approval of High Schools~~

N.J.A.C. 6:27-1.8 Instructional equipment

The equipment for teaching all subjects offered shall be adequate for efficient instruction. The library facilities shall be adequate.

N.J.A.C. 6:27-1.112 Building and site

(a.) The building shall be adequate, shall afford suitable accommodations for study, class and laboratory work, library services, health and physical education, guidance and counseling, shop and homemaking instruction, administration and all other school services recognized in the approval of the school.

SURVEY OF CERTIFIED LIBRARIANS
IN THE
ELEMENTARY, MIDDLE AND JUNIOR HIGH SCHOOLS OF NEW JERSEY, 1988

Presented by Virginia Baeckler
Educational Media Association of New Jersey
February 23, 1989
Hearings for the EDUCATIONAL REFORM ACT OF 1988

Based on statistics from the State Department of Education database.

Compiled by
Kathleen W. Webb, Head Librarian, Princeton Day School

Standard Codes for school types included in study:

- 000 = District Office
- 10 = Special Elementary for the Handicapped
- 12 = Elementary
- 13 = Middle
- 14 = Approved Junior High School

Type of School	# Schools	# FTE Cert. Librarians
000		267.7
10	44	
12	1543	653.7
13	231	185.9
14	26	25.0
<hr/>		
Totals:	1844	1132.3

DISTRICT STAFFING PATTERNS FOR CERTIFIED LIBRARIANS

Codes used to indicate district staffing patterns for Certified Librarians

- A = All schools in the district are individually staffed by certified librarians (usually, but not always, full-time positions).
- N = Schools which report no certified librarians on their staffs and whose districts have no certified librarians employed.
- P = Some schools in the district are individually staffed with certified librarians, or certified librarians operate from the district office with specific assignments unidentified. The number of schools in these districts is greater than the number of certified librarians reported by the district.

Staffing Code	# Schools	# FTE Cert. Librarians
A	499	511.0
N	202	
P	1143	621.3
<hr/>		
Totals:	1844	1132.3

31x

COUNTY SUMMARY OF CERTIFIED ELEMENTARY LIBRARIANS IN NEW JERSEY, 1988

Code	County	# Schools	# FTE Cert. Librarians
01	Atlantic	62	27.8
03	Bergen	212	124.9
05	Burlington	100	63.2
07	Camden	132	62.2
09	Cape May	24	10.8
11	Cumberland	44	25.0
13	Essex	185	119.0
15	Gloucester	66	36.1
17	Hudson	83	34.0
19	Hunterdon	35	23.0
21	Mercer	76	49.3
23	Middlesex	141	95.1
25	Monmouth	132	89.1
27	Morris	122	86.4
29	Ocean	68	59.0
31	Passaic	99	49.3
33	Salem	26	13.6
35	Somerset	49	36.0
37	Sussex	37	31.3
39	Union	116	80.8
41	Warren	32	16.4
50	Essex	1 State Dept. operated school	
50	Hudson	1 State Dept. operated school	
50	Middlesex	1 State Dept. operated school	

Totals:

1844

32x

1132.3

33x

STATISTICS RELATING TO SCHOOL LIBRARY MEDIA CENTER COLLECTION COSTS

National averages determined in a survey by the
American Library Association

AVERAGE PRICE PER TITLE: \$12.66

Pre-school and Primary	12.26
Grades 3-6	12.15
Junior High and up	13.59

These prices accelerated at a rate of 11.7 % from 1986-1987

School Library Media Center:
AVERAGE ANNUAL EXPENDITURE FOR COLLECTION DEVELOPMENT*

1985	\$4,743
1978	\$6,384
1974	\$7,667

* These figures include the purchase of books, films, filmstrips, records, cassettes, videotapes, magazines and computer software.

Facts About School Library Media Centers

Why are school library media centers important?

Senator Claiborne Pell in the January 21, 1987 Congressional Record, stated, "Libraries obviously play a most central role in developing and extending literacy. Studies have shown that reading skills and verbal expression have increased dramatically in elementary schools simply by adding or extending library activities." Research shows that quality library media programs have a direct positive relationship upon student achievement.

How many are there?

According to the most recent U. S. Department of Education survey, 73,352 or 93 percent of the nation's public schools have a library media center.

What kinds of *services* are provided through library media programs?

No two library media programs are exactly alike because each reflects the particular emphases and needs of the school of which they are a part; however, certain basic services are provided through most programs:

- Assistance to students and staff in locating, evaluating, and using information and resources
- Reference assistance and information concerning new educational and media developments
- Informal instruction in the use of materials and equipment
- Guidance in reading, listening, and viewing materials
- Coordination of library media program activities and resources with subject areas, units, and textbooks

How are school library media centers staffed?

The new national guidelines for school library media programs published in 1988, recommend that every school building, regardless of size or level, employ at least one certified library media professional full-time, with appropriate support staff, and note that many programs will require additional professional and support personnel.

Most library media centers are staffed at least part-time by a certified library media specialist who holds a teaching degree and a masters degree or additional course work in library and information science, management, education, media, communications, and technology. Unfortunately, in many school districts, library media specialists are responsible for more than one school building, thus significantly limiting the program that can be offered in those schools.

What kinds of *materials* are in the centers?

Information today is available in many formats — print, video, cassette, disc. The school library media specialist tries to match the learner's needs with information in the appropriate format to match his/her learning style. A large elementary school providing a high level of library media service in 1985, typically had the following range of materials:

- Books - 15,009 volumes
- Films/filmstrips - 1741
- Records/cassettes - 1212 titles
- Videotapes - 62 titles
- Magazines - 49 titles
- Computer software - 129 titles

Are the collections in these centers growing?

Yes, but not as fast as the increase in the cost of materials. In 1985, \$4,743 was spent on the collection for the average school library media center. This expenditure level was a decrease from \$6,384 in 1978, and \$7,667 in 1974 (expressed in 1985 dollars). Yet the price of these materials has increased almost 95 percent since 1974.

Sources: Statistics of Public and Private School Library Media Centers, 1985-86. Washington, D.C.: Center for Educational Statistics, 1987. Comparable statistics on each of the topics mentioned above are available in this source for private schools.

American Association of School Librarians and Association for Educational Communications and Technology. Information Power: Guidelines for School Library Media Programs. Chicago: American Library Association, 1988, p. 57.

Kent Halstead, "Price Indexes for School and Academic Acquisitions," Bowker Annual of Library and Book Trade Information, 1987. New York: R. R. Bowker Co., 1987, pp. 360-363.

Research shows that investing in school library media programs yields academic achievement.

"Intensive use of library resources for science instruction resulted in significant improvement in critical thinking, science attitudes, writing, elective science reading, and overall library utilization."

—Barrilleaux, 1965

"Participation in an active library media program improved the overall language ability and verbal expression of disadvantaged first grade students in an urban community."

—Bailey, 1970

"A direct positive correlation was shown between achievement on the Iowa Tests of Educational Development and the level of library services available."

—Greve, 1974

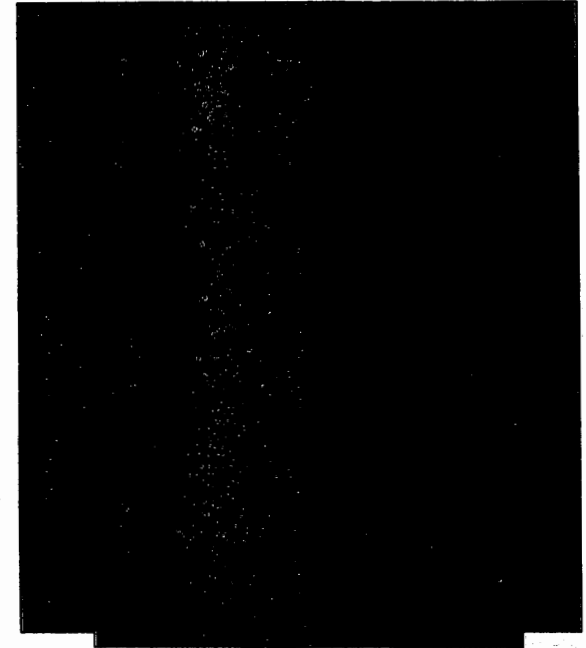
"Students who attended schools with library media programs staffed by full-time professionals showed significant improvement in reading scores, study skills and access to the library."

—Didier, 1982

"Access to interesting and informative books is one of the keys to a successful reading program. As important as an adequate collection of books is a librarian who encourages wide reading and helps match books to children."

Becoming a Nation of Readers,
National Academy of Education,
Commission on Reading, 1986

This is not a prospectus. For full terms of offering, see *Information Power: Guidelines for School Library Media Programs* (Chicago: ALA and AECT, 1988) or call the American Association of School Librarians, 50 East Huron Street, Chicago, Illinois 60611, (312) 944-6780, extension 306.



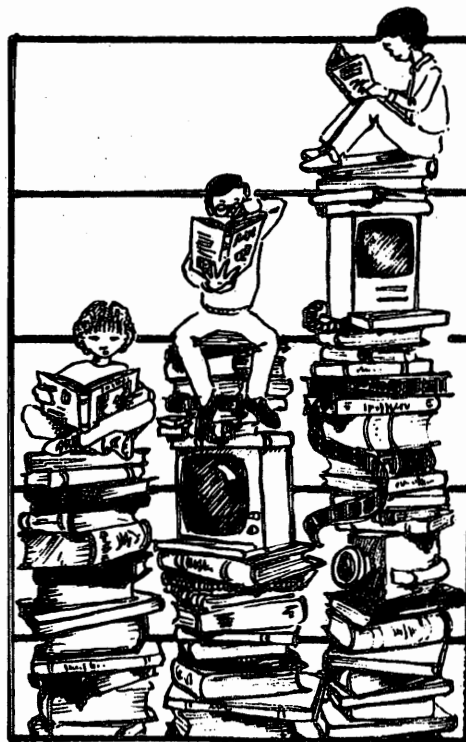
37x

Change—rapid and pervasive—may be the single most important characteristic of life in the twentieth century. Within this volatile environment, schools are responsible for educating students who will spend most of their lives in the twenty-first century.

- Are your students prepared to find, evaluate, analyze, synthesize, and communicate the data necessary to function in this rapidly changing world?
- Do they have access to the information they need?

Quality school library media programs ensure that the answer to these questions is "Yes." Expenditures for school library media services are the single most important variable related to school achievement, according to a School Match analysis of data on all U.S. public school districts and 14,850 private schools.

- Improved language ability
- Superior reading comprehension
- Enhanced information-use abilities
- Higher standardized test scores
- Heightened critical thinking skills
- Improved written expression
- Greater math/science comprehension



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QUALITY SCHOOL
LIBRARY MEDIA PROGRAMS

TO RECEIVE HIGH-YIELDING STUDENT ACHIEVEMENT DIVIDENDS FROM YOUR LIBRARY MEDIA PROGRAM, FOLLOW THIS INVESTMENT OUTLINE:

- ☛ Staff library media centers with qualified library media professionals and adequate support staff
- ☛ Participate in planning quality district and building-level library media programs.
- ☛ Support full integration of the school library media program into the curriculum
- ☛ Provide funding for acquisition and maintenance of resources and equipment
- ☛ Encourage access to information beyond the school through networking and electronic retrieval systems
- ☛ Build and maintain inviting and functional library media facilities

INFORMATION POWER

Guidelines for School Library Media Programs

Prepared by the AMERICAN ASSOCIATION OF
SCHOOL LIBRARIANS and ASSOCIATION FOR
EDUCATIONAL COMMUNICATIONS AND
TECHNOLOGY

AMERICAN LIBRARY ASSOCIATION
Chicago and London
and
ASSOCIATION FOR EDUCATIONAL COMMUNICATIONS
AND TECHNOLOGY
Washington, D.C.

39x

Survey of S M

The Center for Education Statistics of the U.S. Department of Education conducted the most recent survey of school library media programs in 1985 and 1986.* The survey forms were mailed to a representative sample of 4,500 public schools in the United States and 1,700 private schools in January 1986. Data were collected throughout the 1985-86 school year, and by the end of the survey a response rate of 92 percent for public schools and 86 percent for private schools had been attained. This survey presents the current picture of school library media programs nationwide.

The survey included the kind of data collected in previous surveys: growth, numbers of staff, expenditures, facilities, and, in addition, for the first time, the survey collected information on the services and technology provided by school library media centers and the uses made of these services. Descriptions of 20 services that might be offered by library media center staff are included. (These services are listed at the end of this appendix.) Respondents were asked to state how frequently they provided each service: routinely, occasionally, or not at all. Services ranged from traditional ones, such as assisting students in locating information and providing reference assistance to teachers, to new services such as video production and cable television.

*Center for Education Statistics. Office of Educational Research and Statistics. U.S. Department of Education. *Statistics of Public and Private School Library Media Centers, 1985-86*. Superintendent of Documents, U.S. Government Printing Office, 1987.

Use of Survey Data in Guidelines

The Office of Educational Research and Improvement of the U.S. Department of Education made the computer tapes containing the survey data available so that the data could be reanalyzed for inclusion in the new guidelines. The analysis was planned and conducted by Dr. Howard D. White (Drexel University) with the advice of Dr. Jacqueline Mancall (Drexel University) and Dr. Roger Tipling (Southwest Missouri State University), and in consultation with the chairperson of the Standards Writing Committee.

Several points should be made about the sample of schools from which data are reported and the way that the tables were constructed:

1. The analysis for the guidelines is based solely on data from the public school sample. (The tape and codebook for the private school sample were received too late to be included.)

2. The public school sample comprises 3,839 schools overall. Of these, 312 were excluded from the analysis as "non-typical." Of these, 284 were "combination" schools (elementary and middle grades combined); the rest were alternative schools, vocational or technical schools, and schools providing special education to the handicapped.

3. In order to determine the high-service programs, each school in the remaining sample of 3,527 was given a score on the basis of how many of the 22 services it occasionally or routinely performed. A 2 was assigned for a service routinely performed, a 1 for service occasionally performed, and a 0 for a service never performed. A school could therefore have a score ranging from 0, if none of the services was performed, to 44, if all the services were routinely performed. Programs scoring 32 and above (that is, one standard deviation above the mean of 23.6) were identified as high-service programs. The library media center programs of 571 schools met the criteria for being designated high-service. All the figures in the guidelines are drawn from this national subsample of 571. The subsample is further broken down by school level and student body size, as follows:

Elementary schools under 500	158
Elementary schools over 500	114
Middle/junior high schools under 500	35
Middle/junior high schools over 500	96
High schools under 500	32
High schools between 500 and 1,000	38
High schools over 1,000	98
	<hr/> 571

4/x

4. Characteristics regarding staff, budget, collection puters, and facilities are reported for these programs in the Column 1 provides the levels for schools at the 75th percent of the schools in the subsample provide support at lower). Column 2 shows the 90th percentile and Column 3 shows the 95th percentile. Thus, in the chart for High Service Programs in Schools with Under 500 Students, for the variable FTE Total (Professional and Nonprofessional), the 75th percentile is one-half persons) and both the 90th and 95th percentiles are one and one-half persons). The data for each category were reported independently; therefore, the totals for total FTE paid staff are the sums of the categories listed above.

The collection data are counts. For example, in the sample, the approximate number of volumes held by High Service Programs in Schools with Under 500 Students is 9,227 volumes by schools at the 75th percentile; 11,117 volumes by schools at the 90th percentile; and 12,809 volumes by schools at the 95th percentile.

Values of all variables within the Budget section should be reported in dollars and cents figures. For example, Book Budget per school should be read as \$7.74 at the 75th percentile; \$11.49 at the 90th percentile; and \$16.73 at the 95th percentile. Total figures in budget section are not cumulative.

The guidelines for library media programs presented in the NATIONAL INFORMATION POWER are essentially *qualitative* and are intended to provide assistance in striving for excellence. Quantitative descriptions are limited in value because the quantitative characteristics vary in relation to needs and program activities. They are, therefore, not the sole criteria by which individual programs should be judged. Quantitative descriptions of high quality or "state-of-the-art" programs are included here so that individual school library media programs may compare their program resources and activities with those of schools identified as high-service providers. The use of these categories allows individual readers to select the types and levels of programs most like their own and to compare their own statistics, collections, etc., with those of such programs.

Because the national guidelines are intended to provide assistance in striving for excellence, the tables show only the characteristics of programs that deliver high levels of service and not the characteristics of current practice. The full report is available from the Department of Education for individuals interested in reviewing the characteristics of programs providing other levels of service.

The following are the 22 services included in the survey:

1. Offers a sequential program of library skills instruction.
2. Coordinates library skills instruction with classroom instruction.
3. Informally instructs students in the use of various types of materials and equipment.
4. Conducts inservice education for teachers in the effective evaluation, selection, and use of media.
5. Assists curriculum committee in selecting appropriate materials and media program activities for resource units and curriculum guides.
6. Helps individual teachers to coordinate media program activities and resources with subject areas, units, and textbooks.
7. Helps teachers to develop, select, implement, and evaluate learning activities requiring various types of media.
8. Provides teachers with information about new educational and media developments.
9. Provides reference assistance to teachers.
10. Assists students in locating information and resources valuable to their educational needs and to the growth of their personal interests and ability.
11. Helps students and teachers find and use relevant information sources outside the school.
12. Provides interlibrary loan services to students.
13. Provides interlibrary loan services to teachers.
14. Provides reading/listening/viewing guidance to students.
15. Helps parents realize the importance of assisting their children to understand the benefits of reading, listening, and viewing for pleasure as well as for gaining information.
16. Coordinates in-school production of materials required for instructional use and other activities.
17. Provides technical assistance to students in the production of materials.
18. Provides technical assistance to teachers in the production of materials.
19. Coordinates textbook selection, ordering, and distribution program in school.
20. Coordinates school-operated radio station.
21. Coordinates video production activities in school.
22. Coordinates cable or other TV transmission and utilization activities in school.

Survey of School Library

TABLE A1. High Service Programs in Elementary S

Staff

Full-time Equivalent (FTE) Certified Professional Staff
FTE Other Professional Staff
FTE Nonprofessional Staff
FTE Total Paid Staff (Professional & Nonprofessional)
FTE Adult Volunteers
FTE Student Volunteers

Collection

Number of Books Held, End '85 (Volumes)
Total Book Titles Held per Pupil
Number of Serials Held, End '85 (Titles)
Subscriptions Held per 100 Pupils
Number of Microforms Held, End '85 (Titles)
Number of Audio Titles Held, End '85
Number of Film, Filmstrip Titles Held, End of '85
Number of Video Tape Titles Held, End '85
Machine-Readable Titles (Computer) Held, End of '85
Other Materials Held, End '85 (Titles)

Facilities & Equipment

Number of Microcomputers under Supervision
of the Library Media Center
Net Area (in square feet) for Library Media Center
Number of Seats Available in Library Media Center

Budget

Book Budget per Pupil
Serial Budget per Pupil
Microform Budget per Pupil
Software Budget per Pupil
Audiovisual Budget per Pupil
Film Rental Budget per Pupil

Total Collection Budget per Pupil
Total Hardware Budget per Pupil
Total Library Media Budget per Pupil

44x

TABLE A2. High Service Programs in Elementary Schools over 500

<i>Staff</i>	<i>Percentile Level</i>		
	75	90	95
Full-time Equivalent (FTE) Certified Professional Staff	1.0	1.0	1.0
FTE Other Professional Staff	.0	.2	1.0
FTE Nonprofessional Staff	1.0	1.0	2.0
FTE Total Paid Staff (Professional & Nonprofessional)	2.0	2.0	2.7
FTE Adult Volunteers	5.0	19.8	41.0
FTE Student Volunteers	1.0	5.0	7.8
<i>Collection</i>			
Number of Books Held, End '85 (Volumes)	11,386	15,009	17,280
Total Book Titles Held per Pupil	15	20	27
Number of Serials Held, End '85 (Titles)	32	49	67
Subscriptions Held per 100 Pupils	5	8	10
Number of Microforms Held, End '85 (Titles)	0	3	148
Number of Audio Titles Held, End '85	773	1212	1592
Number of Film, Filmstrip Titles Held, End of '85	1009	1741	2443
Number of Video Tape Titles Held, End '85	30	62	100
Machine-Readable Titles (Computer) Held, End of '85	81	129	204
Other Materials Held, End '85 (Titles)	718	1593	2434
<i>Facilities & Equipment</i>			
Number of Microcomputers under Supervision of the Library Media Center	6	11	15
Net Area (in square feet) for Library Media Center	3366	5145	6153
Number of Seats Available in Library Media Center	67	84	97
<i>Budget</i>			
Book Budget per Pupil	\$ 5.83	\$ 7.54	\$11.92
Serial Budget per Pupil	.88	1.32	1.70
Microform Budget per Pupil	.00	.00	.00
Software Budget per Pupil	1.08	2.12	2.69
Audiovisual Budget per Pupil	2.44	3.63	5.82
Film Rental Budget per Pupil	.00	.74	1.52
Total Collection Budget per Pupil	\$10.47	\$14.93	\$18.34
Total Hardware Budget per Pupil	3.69	9.27	15.68
Total Library Media Budget per Pupil	18.13	27.26	34.94

45x

Survey of School Library Media C

TABLE A3. High Service Programs in Middle/Junior High Schools with Enrollments under 500

<i>Staff</i>		<i>P</i>
Full-time Equivalent (FTE) Certified Professional Staff		1.
FTE Other Professional Staff		
FTE Nonprofessional Staff		
FTE Total Paid Staff (Professional & Nonprofessional)		2.
FTE Adult Volunteers		
FTE Student Volunteers		7.
<i>Collection</i>		
Number of Books Held, End '85 (Volumes)		10,01
Total Book Titles Held per Pupil		2
Number of Serials Held, End '85		4
Total Subscriptions Held per 100 Students		1
Number of Microforms Held, End '85 (Titles)		
Number of Audio Titles Held, End '85		47
Number of Film, Filmstrip Titles Held, End of '85		103
Number of Video Tape Titles Held, End '85		4
Machine-Readable Titles (Computer) Held, End '85		5
Other Materials Held, End '85 (Titles)		54
<i>Facilities & Equipment</i>		
Number of Microcomputers under Supervision of the Library Media Center		
Net Area (in square feet) for Library Media Center		320
Number of Seats Available in Library Media Center		7
<i>Budget</i>		
Book Budget per Pupil		\$10.
Serial Budget per Pupil		3.
Microform Budget per Pupil		0.
Software Budget per Pupil		1.7
Audiovisual Budget per Pupil		3.7
Film Rental Budget per Pupil		4.
Total Collection Budget per Pupil		\$18.6
Total Hardware Budget per Pupil		3.2
Total Library Media Budget per Pupil		32.

46x

TABLE A4. High Service Programs in Middle/Junior High Schools over 500

Staff	Percentile Level		
	75	90	95
Full-time Equivalent (FTE) Certified Professional Staff	1.0	2.0	2.0
FTE Other Professional Staff	.0	.0	1.0
FTE Nonprofessional Staff	1.0	1.0	1.6
FTE Total Paid Staff (Professional & Nonprofessional)	2.0	3.0	4.0
FTE Adult Volunteers	.0	2.9	8.4
FTE Student Volunteers	10.0	20.0	26.7
Collection			
Number of Books Held, End '85 (Volumes)	13,996	16,375	18,540
Total Book Titles Held per Pupil	16	19	23
Number of Serials Held, End '85 (Titles)	73	90	114
Subscriptions Held per 100 Pupils	9	12	17
Number of Microforms Held, End '85 (Titles)	12	1111	4438
Number of Audio Titles Held, End '85	538	1210	1760
Number of Film, Filmstrip Titles Held, End of '85	996	1627	2061
Number of Video Tape Titles Held, End '85	41	87	160
Machine-Readable Titles (Computer) Held, End of '85	68	119	159
Other Materials Held, End '85 (Titles)	753	2056	2804
Facilities & Equipment			
Number of Microcomputers under Supervision of the Library Media Center	4	13	26
Net Area (in square feet) for Library Media Center	5946	7583	8771
Number of Seats Available in Library Media Center	102	140	170
Budget			
Book Budget per Pupil	\$ 6.82	\$10.49	\$12.08
Serial Budget per Pupil	1.71	2.51	2.97
Microform Budget per Pupil	.00	.20	.48
Software Budget per Pupil	.99	1.88	3.15
Audiovisual Budget per Pupil	2.16	3.37	3.88
Film Rental Budget per Pupil	.05	.58	1.32
Total Collection Budget per Pupil	\$11.92	\$17.27	\$19.73
Total Hardware Budget per Pupil	1.97	9.06	19.37
Total Library Media Budget per Pupil	23.05	30.68	37.26

47x

Survey of School Library

TABLE A5. High Service Programs in High School under 500

Staff

Full-time Equivalent (FTE) Certified Professional Staff
FTE Other Professional Staff
FTE Nonprofessional Staff
FTE Total Paid Staff (Professional & Nonprofessional)
FTE Adult Volunteers
FTE Student Volunteers

Collection

Number of Books Held, End '85 (Volumes)
Total Book Titles Held per Pupil
Number of Serials Held, End '85
Total Subscriptions Held per 100 Students
Number of Microforms Held, End '85
Number of Audio Titles Held, End '85
Number of Film, Filmstrip Titles Held, End of '85
Number of Video Tape Titles Held, End '85
Machine-Readable Titles (Computer) Held, End '85
Other Materials Held, End '85 (Titles)

Facilities & Equipment

Number of Microcomputers under Supervision of the Library Media Center
Net Area (in square feet) for Library Media Center
Number of Seats Available in Library Media Center

Budget

Book Budget per Pupil
Serial Budget per Pupil
Microform Budget per Pupil
Software Budget per Pupil
Audiovisual Budget per Pupil
Film Rental Budget per Pupil

Total Collection Budget per Pupil
Total Hardware Budget per Pupil
Total Library Media Budget per Pupil

48x

TABLE A6. High Service Programs in High Schools with Enrollments between 500 and 1000

<i>Staff</i>	<i>Percentile Level</i>		
	75	90	95
Full-time Equivalent (FTE) Certified Professional Staff	10	20	20
FTE Other Professional Staff	0	6	10
FTE Nonprofessional Staff	10	2.5	31
FTE Total Paid Staff (Professional & Nonprofessional)	3.0	4.0	5.1
FTE Adult Volunteers	0	2	8.3
FTE Student Volunteers	18.8	26.0	28.5
<i>Collection</i>			
Number of Books Held, End '85 (Volumes)	16,320	22,821	25,939
Total Book Titles Held per Pupil	19	25	25
Number of Serials Held, End '85 (Titles)	116	150	197
Subscriptions Held per 100 Pupils	15	25	26
Number of Microforms Held, End '85 (Titles)	455	2144	4547
Number of Audio Titles Held, End '85	597	1104	1993
Number of Film, Filmstrip Titles Held, End of '85	1025	1448	1686
Number of Video Tape Titles Held, End '85	72	129	253
Machine-Readable Titles (Computer) Held, End of '85	19	89	286
Other Materials Held, End '85 (Titles)	299	2122	3701
<i>Facilities & Equipment</i>			
Number of Microcomputers under Supervision of the Library Media Center	1	6	8
Net Area (in square feet) for Library Media Center	5591	9625	10,139
Number of Seats Available in Library Media Center	120	164	206
<i>Budget</i>			
Book Budget per Pupil	\$ 8.80	\$12.97	\$17.69
Serial Budget per Pupil	3.49	5.36	7.47
Microform Budget per Pupil	.06	.76	.81
Software Budget per Pupil	.46	1.13	1.84
Audiovisual Budget per Pupil	2.72	4.29	7.50
Film Rental Budget per Pupil	.89	2.41	4.36
Total Collection Budget per Pupil	\$18.42	\$23.71	\$25.76
Total Hardware Budget per Pupil	2.08	4.09	7.08
Total Library Media Budget per Pupil	21.77	34.16	44.52

49x

Survey of School Library Media

TABLE A7. High Service Programs in High Schools with over 1000

Staff

Full-time Equivalent (FTE) Certified Professional Staff

FTE Other Professional Staff

FTE Nonprofessional Staff

FTE Total Paid Staff (Professional & Nonprofessional)

FTE Adult Volunteers

FTE Student Volunteers

Collection

Number of Books Held, End '85 (Volumes) 23

Total Book Titles Held per Pupil

Number of Serials Held, End '85

Total Subscriptions Held per 100 Students

Number of Microforms Held, End '85

Number of Audio Titles Held, End '85

Number of Film, Filmstrip Titles Held, End of '85

Number of Video Tape Titles Held, End '85

Machine-Readable Titles (Computer) Held, End '85

Other Materials Held, End '85 (Titles)

Facilities & Equipment

Number of Microcomputers under Supervision of the Library Media Center

Net Area (in square feet) for Library Media Center

Number of Seats Available in Library Media Center

Budget

Book Budget per Pupil \$

Serial Budget per Pupil

Microform Budget per Pupil

Software Budget per Pupil

Audiovisual Budget per Pupil

Film Rental Budget per Pupil

Total Collection Budget per Pupil \$1

Total Hardware Budget per Pupil

Total Library Media Budget per Pupil 1

50x

Edith Lavitt
500 Central
Apt. 1715
Union City, N.J. 07087
Home phone: 201-867-2865
Work phone: 201-348-5882

Education:

Matriculating student in a Doctoral Program	September 1981 to present: Teachers College Columbia University
Master of Art (M.A.)	January 1981. Montclair State College, Upper Montclair, N.J. Learning Disabilities Teacher/ Consultant
Master of Science (M.S.)	June 1976. Central Connecticut State College, New Britain, Ct. Elementary Education
Bachelor of Art (B.A.)	June 1973. Central Connecticut State College. Major: Psychology

New Jersey Certifications:

Elementary Education
School Social Work
Pupil Personnel Services
Teacher of Psychology
Learning Disabilities Teacher/ Consultant
Principal
Supervisor
Nursery School

Experience:

1-88 to present	Learning Disabilities Teacher Consultant on Child Study Team, Union City Board of Education
9-82 to 1-88	School Social Worker on Union City Child Study Team
8-82 to 8-84 (part-time)	Founder/Owner/Administrator, Children's Place Nursery School, St. John's Church, Union City. (Closed because church needed space for shelter)
10-8- to 9-82	Home-School Liaison/Coordinator of Enrichment Program, Union City Board of Education
3-77 to 10-80	Elementary Teacher, Union City Board of Education
2-76 to 3-77	Social Worker, Hudson Manor Skilled Nursing Facility, North Bergen, N.J.
1-71 to 12-75	Teacher/ Counselor, Alternate Learning Center, Hartford, Ct.
1965 to 1971	Co-Founder Owner Administrator, Cooperative Nursery School, Talcott Ave., Rockville, Ct.

Personal:

Two Children: Daughter: high school valedictorian, graduate of Wellesley College
and Harvard University; presently working as an Instructional Designer of
Computer Courses. Son: skipped first grade and senior year of high school.
Graduated Berkeley Law School; Currently practicing law in Los Angeles, Ca.

5/4

New Jersey State Library

PROPOSAL TO SENATE EDUCATION COMMITTEE

The thrust of this testimony is concerned with the quality of education, curriculum, and school faculty reorientation. This proposal is not dependent upon large sums of money.

Family Life and Sex Education is now mandated by New Jersey Law - but implementation of the course is the sole responsibility of the districts. It seems that because of our very valid need to emphasize reading and math Family Life and Sex Education is greatly overlooked in most districts. Achievement levels in reading and math are certainly our highest priority but as recent national educational studies reveal, the standards in our schools have significantly dropped, in spite of the concerted effort, time and money expended to increase academic skills, especially reading and math. This lack of improvement may seem ironic, however, the underlying causes are all around us. My point is that the major issues confronting our schools and interfering with our students' achievement levels are issues that the Family Life Program can appropriately deal with. These issues are the following:

- drug abuse
- teen age pregnancy and suicide
- illiteracy
- low self esteem
- lack of motivation
- disruptive behavior/crime/violence
- poor communication skills
- breakdown of the family
- child abuse and neglect
- disintegrating morality/values/integrity
- media's over-emphasis on sex, violence, crime

Surgeon General Koop recently recommended that drug education be implemented in our schools from kindergarten to grade 12 and that education cannot be overlooked if we are to solve our critical problem of drug abuse.

Successful drug programs concentrate on building self-esteem/confidence. The Family Life Program should concentrate on building self-esteem, there

alleviating the problems (previously listed on page 1) that are presently interfering with academic achievement. All of these problems are inter-related and respond to the same type of treatment; for example, when a child feels/is rejected, abused or neglected, his self esteem may be greatly lowered; as a result, he could turn to drugs and/or disruptive behavior and/or lose his motivation to learn and adopt an "I don't care" attitude, which is very common in urban schools. The current Say No to Drugs Program could be much more effective: the ability to say "no" to drugs, sex, or abuse is based upon the child's self esteem/confidence/self respect. We all know the great pressures children face to conform to their peers and to be accepted by them. Inner strength is gained by receiving support, understanding, love and informed (administered with love) discipline.

There is too much at stake if we continue on our present path. The schools must start dealing with the real issues (and their causes) or academic levels will continue to decrease.

Our Special Education Laws are mandated and monitored by the state and therefore, they are carried out; Family Life Education must also be treated with the same concern. Leaving the implementation of Family Life Courses to the districts is no longer a viable choice. Regarding Special Education, the support, understanding, etc., resulting from Family Life Education, could greatly diminish the number of referred/classified students; most (if not all) Special Educations students suffer from a very low self image.

To reiterate, my proposals are not costly and in some cases (such as financing less tuition for private special education schools) they could save money. Following is an outline of my proposals:

I. Family Life Education:

A. Family Life Courses of thirty minutes each day for all children, kindergarten to grade 12, to deal with all of the aforementioned issues (listed on page 1). The courses would be taught by the classroom teachers who receive on-going training at the weekly in-service meetings (please see below). In addition, these periods would also serve as an appropriate time for speakers, i.e., former drug abusers, doctors/nurses, college professors, and other professionals, many of whom would

gladly volunteer their time (as they did when I was coordinator of the Enrichment Program '80-'82). The curriculum should be standardized and ofcourse geared to each grade level. In my nursery school, I conducted this type of course with 3-5 year old children; it was amazing how natural and easily they participated and benefited.

B. Classroom Meetings as an Adjunct to Family Life Education:

Regular democratic-type classroom discussions with students two or three times per week concerning problems in the classroom (and/or in the home) so children can vent their feelings (pent-up feelings can lead to outbursts and disruptive behavior). If a potentially serious or emergency situation arises, the student(s) would be referred to the school Child Study Team to receive immediate help. The Child Study Team may contact the family and/or assist the student/family to seek outside counseling. I have witnessed a few classrooms wherein this procedure is practiced; the results are most encouraging.

C. General Curriculum, Re: Quality Education:

(In this segment, I refer to schools in general, not only N.J. schools.) Many books and workbooks now published concentrate on memorization/rote learning only. For example, in reading, children are taught, year after year, to look at a picture and memorize the word by associating with the picture. Often very little, if any, instruction is presented which teaches the student to syllabize and phonetically read independently, thereby promoting illiteracy; these students are unable to read even the simplest words, such as "it" or "an". Many of our teaching methods/modes are ineffective but the publishers continue to print these books because they are easier to use and therefore, still purchased. All materials need to be carefully chosen by a specialist. Because of a lack of innovative, creative, and effective materials, especially in urban areas, most children are not learning to think, reason, or solve problems, and they are not learning to express their creativity. During my two years as an Enrichment Program Coordinator, I witnessed a great awakening of our regular students who were provided with materials designed for the gifted and talented. Much greater interest/motivation was evidenced and performance levels increased. Curriculum materials significantly determine the type of learning a

child experiences.

The level of instructional materials must be carefully geared to the classes' level; many fourth grade kids, using fourth grade books, are completely lost: comprehension, reading levels, etc. are far beyond their capability. Children must have successes, not continual failure;

It is also important that our schools provide some standardization of all instructional materials so there will be follow-through and consistency from one grade to the next.

In addition, intrinsic to most subject matter (i.e. history, social studies, reading, etc.), are lessons in values, morals, etc., which teachers need to elaborate on throughout the day. Children are very interested in these practical, down-to-earth topics so they also serve to stimulate, enhance, and provide more appeal to academic subjects. Strategies pertaining to this theory can be discussed at in-service meetings.

III. IN-SERVICE MEETINGS:

It has become apparent to most educators that college teacher-training is grossly inadequate. College courses usually contain only the subject matter to be taught, and very often the subject matter is not applicable to the teacher's class assignment. The short internship, with only one teacher, is the only classroom training required. The main lesson that my internship teacher wanted to instill in me was, "You must scream at the class"; this was the only method of control. There was no emphasis on democratic principles, positive reinforcement, strict discipline with love, kindness, and respect. This type of classroom environment has changed very little (if any) over the years, especially in the urban areas. Our children deserve more. We are now witnessing the results of poor training which is reflected in all levels of education. The self image needs to be nurtured, not punished.

It is now imperative that in-service workshops for teachers and administrators concentrate almost exclusively on classroom management with strict but loving discipline and also on communication (essential for proper discipline), counseling, and instructional skills, including Family Life Education. These workshops should be conducted every week by master teachers, college professors, Regional Curriculum Services Unit, Learning Resource Center, Child Study Team, Supervisor of District

(please see below), and other professionals.

IV. One Supervisor in each district is needed to supervise the Family Life Courses and curriculum to insure that all mandates are implemented.

V. The Helping Teacher would monitor the school's Family Life classes, if possible; or, a full-time trained teacher may be needed.

VI. One full-time Child Study Team (in addition to the team that mainly evaluates children) in each school to work with the children and teachers providing counseling (group/individual) and academic guidance (preventive/remedial).

VII. A parenting class (called Support Group) should be conducted weekly at a high school night school or, at the schools, by the Child Study Teams, or both, mainly to insure that disciplinary measures at home do not conflict with the school's disciplinary measures. Children need to be treated and disciplined with respect and love, both at home and in school.

Our schools (world) hav^e changed drastically in the past ten or fifteen years and we, in education, need to address these changes and meet the challenge. Which costs the government (and tax payers) more per year, per person: corrective facilities (approximately \$30,000 to 50,000/yr./p) or a relatively inexpensive, school-based educational program???

If we do not meet the challenge now facing us, we may, regretablely, live to see more prisons (occupied by our former students) than schools.

Please give my proposal some thought. Thank you.

Can we continue to separate our educational system from our societal problems, problems such as diminishing standards of morality, breakdown of the family, teen-age suicide. (doubled in the last two decades), teen-age pregnancy, child abuse (up 55% in the past five years), drugs and crime --staggering problems. We in education have believed that certain problems belong to the family, like sex, drugs, etc. That may have been true in the past, but now it seems that our urban families can not handle the overwhelming problems they face every day. Our societal problems and our educational problems are intimately related, no matter how long and how diligently we deny this. Our troubled youth and the people in our jails are or were our students. Did we in education fail them or do we shift the blame onto the "family" (troubled as it is). Will improved facilities, smaller classes, additional staff, etc., actually solve the real problems of our school children and thereby lead to a lower drop-out rate, higher literacy, and less behavioral problems?

What is the real problem?

When a child is sexually or physically abused at home, or is taking drugs or involved in crime, will a nice building help him to concentrate on his work? Because of the tremendous pressures and burdens facing our children, they need tremendous understanding/counseling/guidance to help them cope. (Parent training has been shown to be ineffective in altering behavior for an extended time.) So, the real problems in education seem to reflect societies ills and societies ills reflect the lack of integrity that is now rampant and affecting virtually every person in one way or another. These factors result in the lowering of our children's self esteem, in the heightening of their anger, lack of motivation, and the other aforementioned myriad of horrific consequences.

Impact on education:

When children's self esteem is lowered because of child abuse, neglect, etc. at home, they lose their motivation to learn and start believing, "Noone thinks I can do anything so I must be no good or dumb". If children continue to receive negative treatment,

they will continue to react negatively---this has been illustrated time and time again, i.e., Pygmalion Effect.

What is the Solution?

Who is equipped to remedy these problems and thus improve our educational system (and eventually our society)? We , as educators, are the only institution (other than the family) to which children are exposed consistently and for long periods of time. The time has come for our urban schools to exert a concentrated effort to improve our children's self esteem .

The solution is very simple and very inexpensive. Following is an outline for a plan which I believe could have dramatic results in improving education in urban areas:

1. In-service training for teachers one afternoon per week in communication and counseling skills: teachers must learn to accept and respect their students, exhibit greater teacher expectation, and learn to communicate positive feelings in order to establish a more supportive, cooperative environment in the classroom so that children will be more motivated to learn. A teacher who is familiar with the proper communication skills needed by our urban children will be able to help her students to acquire the necessary awareness and responsibility necessary to improve overall behavior.
2. Regular democratic-type classroom discussions with students two or three times per week concerning problems in the classroom so children can vent their feelings (pent-up feelings can lead to outbursts and disruptive behavior).
3. Fifteen minute one-on-one teacher/pupil talks; one student per day for students to vent personal feelings and establish close rapport between teacher and student.
4. Courses for all students, Kindergarten through grade twelve, meeting every day to cover all family life issues: communication, values, morals, ethics, health, sex,

drugs, child development, psychology; naturally, all material would be geared to the students' grade levels. (The Surgeon General has recommended drug education from K - 12). This course could be taught by the regular classroom teacher who has been trained at the weekly in-service meetings. All of the aforementioned topics should also be incorporated into the regular curriculum with a practical, down-to-earth approach, thereby concurrently teaching values, etc., and making the academic subjects more appealing and interesting. (there are even courses for pre-school kids which I conducted in my nursery school with great success; children respond most favorably and develop a higher self esteem when allowed to express their feelings verbally in an accepting, supportive environment.)

An additional but costly feature: It would be most beneficial if one Child Study Team could be placed, full time, in each school; the psychologist and social worker could provide group and individual counseling for students and teachers and the Learning Disabilities Teacher Consultant could provide academic guidance for teachers and intervention/preventive measures for kids with learning problems.

My Personal Experience in Teaching:

In my work with urban kids and their families, I have found that what kids want/need most is to be respected (which includes higher teacher expectation), understood, and accepted for what they are. When I taught Title I Math ('78--'80), I was able to raise the CAT Scores of students as much as four grades in one school year (please see attached charts) and the kids (most of them) did not want to leave my class when the hour was up. Why? I accepted, respected, and listened to the children, strictly enforced the clear, simple rules (which children participated in formulating); the children knew they could talk with me about their problems - and they did! I was involved with them and they were so appreciative. I had forty five students but when children are treated with kindness and respect, they behave and do not cause trouble. I also made the math interesting and fun. Kids love and want to learn -- it is teachers who need to learn how to talk to kids and how to listen to them.

59x

My Title I Class was in a basement room that was divided into four very small areas by five foot tall moveable blackboards: it was not quiet, not beautiful, and not conducive to learning, but the kids loved it and learned in it. I had two little first grade black kids whose teacher told me they were the "pits"; she was teaching them $1 + 1$. When the kids left my class at the end of the school year, they were doing addition, subtraction, multiplication, and division --because they kept asking/begging me to do more and more difficult^{work}. I never saw such bright, agile minds, but sadly, I knew these minds would be wasted because ~~no~~one would listen.

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