

PUBLIC HEARING

before

ASSEMBLY EDUCATION COMMITTEE

Current regulations and procedures for State Department of Education monitoring of local school districts under the "T&E" law (P.L. 1975, c. 212), as these regulations and monitoring effect overall educational quality in local school districts

March 6, 1990  
Toms River High School North  
Toms River, New Jersey

MEMBERS OF COMMITTEE PRESENT:

Assemblyman Gerard S. Naples, Chairman  
Assemblyman Joseph M. Kyrillos, Jr.

ALSO PRESENT:

Assemblyman Jeffrey W. Moran  
District 9

Assemblywoman Marlene Lynch Ford  
District 10

David J. Rosen  
Office of Legislative Services  
Aide, Assembly Education Committee

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





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ASSEMBLY EDUCATION COMMITTEE  
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## NOTICE OF PUBLIC HEARING

The Assembly Education Committee will hold a public hearing on the following issue:

**Current regulations and procedures for State Department of Education monitoring of local school districts under the "T&E" law (P.L. 1975, c.212), as these regulations and monitoring effect overall educational quality in local school districts.**

The hearings will be held at the following places at the date and time listed:

<b>Tuesday, March 6, 1990</b> <b>9:30 a.m.</b>	Toms River High School North Auditorium Old Freehold Road Toms River, New Jersey
<b>Tuesday, March 13, 1990</b> <b>9:30 a.m.</b>	Ben Franklin Middle School Auditorium Taft Road Teaneck, New Jersey
<b>Tuesday, March 20, 1990</b> <b>9:30 a.m.</b>	Voorhees High School Auditorium Route 513 Glen Gardner, New Jersey .
<b>Tuesday, March 27, 1990</b> <b>9:30 a.m.</b>	Glassboro High School Auditorium Bowe Blvd. Glassboro, New Jersey

*The public may address comments and questions to David J. Rosen, Committee Aide and persons wishing to testify should contact Joanne Rafalski, secretary, at (609) 984-6843. Those persons presenting written testimony should provide 10 copies to the committee on the day of the hearing.*

Issued 02/02/90



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**ASSEMBLYMAN GERARD S. NAPLES (Chairman):** We're going to wait for Assemblyman Kyrillos to get here. He is on his way, and I promised him I would wait. He gets a lot of press in the area newspapers. They say he has almost as big an ego as I have. I don't know if that is true, but just in case it is, we will wait.

But, seriously, while I am talking, Assemblyman Pascrell may make it. You all know of the untimely passing of the Mayor and Senator from the 35th District, our good friend -- and a good friend of education, incidentally -- Frank Graves. Bill is going to spend some time with the family, as well he should. Jeff Moran, on my right, is filling in for-- Assemblyman Jeff Moran is filling in for Assemblyman John Rocco. Assemblyman Cimino had a problem also, and he may get here a little late. Everything happened yesterday. It was just a brutal day. But, thank God, we are all here. I think of poor Frank, and we can just count our blessings.

So, let's wait a couple more minutes, okay?

(RECESS)

**AFTER RECESS:**

**ASSEMBLYMAN NAPLES:** Being a principal myself, since I am so used to it, when I stand up I think I am talking to kids. I was going to say, "Let's settle down." But, let's get started. Dave, would you care to call the roll? This is Dave Rosen of the Office of Legislative Services -- Dr. David Rosen, incidentally -- and Marlene Lynch Ford has just come up, the Assemblywoman from the 10th District. David, do you want to call the roll, please?

**DR. ROSEN:** Assemblyman Moran?

**ASSEMBLYMAN MORAN:** Present.

**DR. ROSEN:** Assemblyman Kyrillos?

**ASSEMBLYMAN KYRILLOS:** Yes

DR. ROSEN: Assemblyman Cimino? (no response)  
Assemblyman Pascrell? (no response) Assemblywoman Ford?

ASSEMBLYWOMAN FORD: Here.

DR. ROSEN: Assemblyman Naples?

ASSEMBLYMAN NAPLES: Here.

DR. ROSEN: You have a quorum.

ASSEMBLYMAN NAPLES: Thank you, David. Let me just announce, too, that my good friend, Hank Miller, of the PSA called me, and he is as sick as a dog, from the way he talked and sounded. He will not be here. He hopes to be at a subsequent hearing. I will announce where the next hearing is going to be at the conclusion of this one. We are going to have five. I moved them around the State.

I am going to say something that is probably going to get me in trouble. My county chairman will probably ream my rear end when I get back home. But I have found in the last eight years since I have been in the Legislature, and as a professional educator-- Before I went into the Legislature, the most militant and hard-hitting and telling it like it is board members and superintendents came from the Monmouth/Ocean area. That is one of the reasons I led off here. I'll say it right out: I'm sure some of my own friends in Mercer won't be very happy, but I have seen you people at more meetings. You were in the vanguard of full funding. Passaic County superintendents were right behind you.

It is not a question of being political here -- Democratic or Republican. You people were there, and I wanted to hold the first hearing right here in this part of the State for that reason.

It will come to me from time to time who else won't be here. We have had a plethora of illnesses. It has really been rough. I overslept this morning myself. But we are going to get right into things, and I am going to do the proper thing, as I always do. I would like to call Principal Ray Ryan to

come forward. If he has gone back to his office, like most principals-- Oh, there he is. You're not working hard, Ray. Okay, all right. (indiscernible response from Mr. Ryan from the audience) Thank you very much.

First, I would like to extend my thanks to the Toms River School District County Superintendent, Joe Zach, and John Garrabrant, the Senior Assistant Superintendent. But I have a fondness and a partiality toward principals, so Tom, would you care to say a few words?

**R A Y M O N D R Y A N:** Ray Ryan again. Welcome to Toms River North.

**ASSEMBLYMAN NAPLES:** Gee, I'm sorry.

**MR. RYAN:** That's all right; I know how it is.

Welcome to Toms River North. We are certainly happy to have you here. If there is anything you need while you are here, let us know. We'll be around. We can't shut the bells off (referring to bells ringing for changing of classes) in the auditorium, so every 42 minutes it will give you a little breather. If you have to use a rest room, you go right out this door. We have one in the office. Okay? Anything else you need, give us a holler. Thank you very much for being our guests.

**ASSEMBLYMAN NAPLES:** You don't have the bags they have on airplanes just in case we lay it on too thick, do you?

**MR. RYAN:** That's why we have the bells. Thank you.

**ASSEMBLYMAN NAPLES:** Thank you. We appreciate it very much, Ray.

By the way, some of you may know -- and this is not an excuse -- I was knocked out cold the other day in school. I had an accident and hit my head on a wall, and was knocked out for two seconds. I can't use that as an excuse. I'm just tired.

I would like to call first, John R. Garrabrant, Senior Assistant Superintendent. Dr. Garrabrant?

D R. J O H N R. G A R R A B R A N T: Do you want the testimony now, sir? Do you want these copies?

ASSEMBLYMAN NAPLES: Sure, if you have them.

DR. GARRABRANT: Good morning, ladies and gentlemen. Again, I would like to echo what Mr. Ryan said, and welcome you on behalf of the Board of Education and Superintendent Dietrich and all the employees of our school district to Toms River High School North. We certainly hope that you find the accommodations satisfactory and, again, if there is anything we can do for you during your deliberative process, please do not hesitate to impose upon us.

As a school district, we are most pleased and we thank you for the opportunity to address you today about our perceptions and recommendations concerning the monitoring process. At the outset, we wish you to know that the Toms River Regional School District recognizes the value of accountability and assessment that the monitoring process in some respects does accomplish, and in additional respects, can, and should, provide.

Our experience with the previous monitoring cycle has left us with certain concerns about the effectiveness of the process in its present form. Notwithstanding the fact that the Toms River Regional School District is not scheduled to be monitored again in compliance with the current cycle of regulations until the fall of 1992, it is these concerns and related recommendations that we would like to publicly address and reference for your edification this morning.

1) We recommend an extension of the current five-year monitoring cycle to a minimum cycle of seven to ten years. As illustrative of this recommendation, we cite our district's long-term evaluative association with the Middle States Association of Colleges and Schools. Their 10-year cycle of monitoring, evaluation, and site visitations demonstrates very clearly that the 10-year evaluation process or, if you will,

cycle is both realistic and manageable in terms of both local district responses and subsequent compliance efforts and initiatives. A comparable time frame for the State Department of Education's monitoring cycle, we feel, is both logical and equally manageable.

2) We feel it is absolutely essential that consistency in the use of evaluative criteria be applied equally to all districts throughout the entire monitoring cycle, irrespective of when during the cycle a given district is scheduled to be monitored. It is our view that this has not necessarily been the case. Simply stated, we would ask that the monitoring process be structured and administered so as to guarantee that all districts are monitored in accordance with the same listing of priorities and evaluative criteria.

3) The present monitoring process gives equal weight to all elements. We would recommend a refinement of the process that would distinguish between the value of a district's curriculum over infractions in those areas which are listed as indicators that are less critical to the instructional program.

4) Notwithstanding the fact that the State Department of Education is currently implementing a new monitoring cycle, we strongly recommend that they develop for all districts a checklist for all 10 monitoring elements and related indicators. Providing districts with such useful and appropriate lists would lend to a considerable savings in time when local districts are preparing for monitoring.

Furthermore, by so doing, districts would be in a much more enlightened position to specifically determine beforehand if they have in place the appropriate documentation and evidence of compliance. With respect to the current examples of documentation that are referenced in the "Manual for the Evaluation of Local School Districts," it is our position that this documentation leaves too much room for subjective

interpretation and judgments that can, and do, add to difficulties and uncertainties at the local district level.

5) We recommend that the monitoring concept of pass or fail be modified to allow for an interim approval process, again similar to concepts that are inherent in the Middle States Association's evaluation procedures. Such interim approval, predicated upon a district completing its compliance efforts and programs, would significantly mitigate the negative impact that failing has upon student and staff morale, as well as the public's perception of the school district. This concept would allow for a reasonable opportunity and period of time for a district to achieve compliance without the stigma of failing monitoring.

6) The current situation in our county is illustrative of the difficulties being faced by many county Department of Education offices when State-initiated hiring freezes prevent the replacement of essential personnel necessary to carry out not only the monitoring tasks, but other regular business as well.

Accordingly, we strongly recommend that all county Department of Education offices be adequately staffed with the complement of personnel necessary to effectively assist and support the local monitoring process. Unless the monitoring process itself is eliminated, which we are not recommending, such action is absolutely imperative. Suffice it to say, that a successful and perceptive process can only be realized if the State is prepared to make such a vital commitment for the implementation and use of essential personnel. One can only conceive of the confusion and consequences that will result if the essential personnel are not in place to support and assist the local districts.

In conclusion, as indicated at the outset of our brief testimony, as a school district we are committed to the concept of accountability at all levels -- local, county, and State.



Relatedly, we stand ready to work cooperatively with any responsible group of individuals to assist in the further refining and improving upon the monitoring process. We believe that the public is entitled to a clear and valid assessment of its public schools, whether via the State Department of Education's Report Card initiative program, or via the comprehensive local district monitoring process. The monitoring process, as it now exists, cries out for reform in the interest of that public that we all serve. As a school district committed to improvement, we are prepared to join with you and other interested parties to make the monitoring process for the public schools of New Jersey all that it can, and should, be.

We thank you for your time, your patience, and your concern, and we sincerely hope that during your public meetings this month, you will be provided with the perspective necessary to fairly and incisively change the monitoring process. In this, we extend to you our very best wishes.

Thank you very much.

ASSEMBLYMAN NAPLES: John, thank you for your very, very fine-- You know, I am not supposed to let my bias show, but I do agree with you. Would any member of the Committee like to ask the Superintendent a question, or make a comment on what he has posited to us? (no response)

May I say something? My question was rhetorical; I am going to say it anyway. While you were speaking, something went through my mind relative to the State and the district working more closely in terms of criteria. The words that went through my mind were, "identification of performance criteria." When the Tenure Teacher Evaluation Act was passed, those words were thrown around quite a bit. I remember when I had Dr. Hancock for supervision at the old Newark State College, we kicked that around.

Are you proposing the same as a principal and teacher would sit down and mutually identify performance criteria, that a State monitor do the same with a superintendent?

DR. GARRABRANT: We think everybody who is affected by the process should be involved in developing that process -- absolutely.

ASSEMBLYMAN NAPLES: I'm talking about criteria endemic and particular to the district over and above the elements in the indicators.

DR. GARRABRANT: Yes, we would.

ASSEMBLYMAN NAPLES: Good idea; that's a good idea. Well, if there are no further questions--

ASSEMBLYMAN MORAN: Mr. Chairman, may I--

ASSEMBLYMAN NAPLES: Go ahead, Jeff, sure.

ASSEMBLYMAN MORAN: Dr. Garrabrant, you mentioned about the seven- to ten-year Middle States-- How often do you go through Middle States right here in the Toms River schools?

DR. GARRABRANT: Every 10 years. Generally, a district will gear up approximately two years in advance of that. In other words, a site visitation by the Middle States Evaluation Committee is essentially a culminating activity, because all the things you have to do in order to get into a place where you are, you know, accreditable, have to be done within two years. So, it is a 10-year cycle. In fact, I think 1994 is our next--

ASSEMBLYMAN MORAN: How similar was the criteria between the Middle States and the State criteria?

DR. GARRABRANT: There are many similarities, but there are many differences as well. You can see some that are almost identical, and some that are poles apart, sure. But we think the process, particularly because it has been long tested and has been modified over the years, is very workable. Frankly, a five-year cycle does impose, particularly on the small districts -- and we have the advantage of being large --

a real major problem in terms of resources of personnel and resources of time. It really imposes a tremendous expectation, we believe.

ASSEMBLYMAN MORAN: If you were to put a dollar figure to what the evaluation of your district in preparation costs you-- Could you do that?

DR. GARRABRANT: I'm not sure I could put a dollar figure. I would say, conservatively, you're talking six figures, because you have to certainly realize that your biggest dedication of time is the time of your personnel certainly.

ASSEMBLYMAN MORAN: Would the six-figures be because of the size of your particular district, or would that be similar to a district that is much smaller but has to go through the same--

DR. GARRABRANT: I think it would be proportional. Obviously, the aggregate amount in a smaller district would not be as large, but it would be proportional, in our judgment, yes.

ASSEMBLYMAN MORAN: Is this amount included in or is it outside of your cap?

DR. GARRABRANT: Well within the cap.

ASSEMBLYMAN MORAN: Okay, thank you.

DR. GARRABRANT: You are most welcome.

ASSEMBLYMAN NAPLES: Thank you.

DR. GARRABRANT: Thank you, sir.

ASSEMBLYMAN NAPLES: I just want to say that PSA, in 1978 and 1979 -- that's the Principals and Supervisors Association, for those of you who are not in education -- had workshops on meshing the T&E law with Middle States' evaluation. I remember when I was Assistant Principal at Trenton High I was Chairman of the Facilities Committee. I thought I had a job there until I saw this school. That is a point well-taken. I had forgotten about it. It is an excellent suggestion.

I want to thank you for a very, very fine presentation, John.

DR. GARRABRANT: Thank you, sir, and the best of luck to you.

ASSEMBLYMAN NAPLES: Before I go on, I want to indicate that I spoke to Dr. McCarroll this morning. He has sent Jeanne Oswald to represent him. Also, I would be remiss if I did not recognize a very fine County Superintendent here in Ocean County, Joe Zach. Joe, if you would like to say a few words, you are more than welcome to come forth.

J O S E P H F. Z A C H: (speaking from audience) Thank you, Mr. Chairman. What I would like to say is, I'm glad you had such a good turnout, and I hope you have a very good hearing.

ASSEMBLYMAN NAPLES: Thanks. Jeanne, would you be as short? (no response) I thought I saw her come in.

DR. ROSEN: I think she stepped out.

ASSEMBLYMAN NAPLES: Okay. I'll get her when she comes back.

Next on our list is Betty Kraemer, President of the NJEA. Betty, welcome.

B E T T Y K R A E M E R: Good morning, Chairperson Naples and members of the Committee. Thank you for allowing me the opportunity to testify on behalf of NJEA's 130,000 members. Let me assure you that we applaud your determination and your efforts to pull public school students and employees out of what we call "the rabbit hole" of monitoring. I also want to thank you for considering -- and I understand this morning, Mr. Naples, you announced the scheduling of a fifth hearing-- Hopefully, that hearing will be at a time when my members can testify.

ASSEMBLYMAN NAPLES: It is. It is scheduled for from one to six.

MS. KRAEMER: I appreciate that. Thank you very much.

The NJEA Instruction Committee has been, and will continue to gather testimony regarding monitoring, and I anticipate that a full report will be coming from the NJEA Delegate Assembly by May. And although we are still in the process of hearing from the public school community on this hair-raising topic, I felt it was important to come and testify today.

NJEA has received testimony from every sector of the public school family, including teachers, principals, superintendents, professional organizations, urban, suburban, and rural districts large and small, and county and local associations.

But there is something that we have found very disturbing as we have been gathering our testimony; that is the word "fear." There is a fear, especially among superintendents and administrators, that if they even discuss or question the monitoring procedures of the Department of Education, they will be doomed to failure, or that they will result in retaliation. This level of fear is very high.

The NJEA had to promise absolute confidentiality to many people who provided testimony before our committee. We had to assure them that neither their names nor their districts would be made public. No member of the educational community should live in fear of monitoring or in fear of speaking out when the facts demand it. Fear has absolutely no place in public education.

Now, on the positive side, we have heard consistently that the monitoring process is responsible for the repair of hundreds of classrooms. We have heard that when the call goes out, "The monitors are coming, the monitors are coming," much needed, often requested supplies suddenly appear, like miracles, in our classrooms. Machinery is instantly repaired, and poorly kept buildings undergo long-awaited transformations.

For these positive results, we say "thank you" for sending in the monitors. Unfortunately, there isn't a whole lot of a positive nature I can talk about.

Monitoring is absolutely a "top-down" process. The State Department of Education sends out its directives, its manuals, and memo after memo, and then sits back. And the district educators are being bombarded with ludicrous paperwork and tasks that they are told to complete for the monitoring process, all of which take time away from children. They are being asked to fill out form after form. They are being told to color code every imaginable section of their plan books for a show and tell coloring book display.

When the Department is asked for reasons, the Department disavows any knowledge or responsibility for these actions. It places blame on the county, and often local school districts, and claims that monitoring does not require these tasks to be completed. It reminds me of "Mission Impossible." The secretary will disavow any responsibility for the mission.

Well, NJEA believes that the Department of Education, or, if necessary, the State Board of Education, or even the Legislature must take some responsibility to stop the absurd abuses of the system. The Commissioner must make it clear to administrators that monitoring is not supposed to be the focus. It is not to be an end unto itself. It is there to make schools better for children.

Now, where are the benefits of monitoring for the children? Do the children benefit when districts spend thousands of dollars on extra clerical work alone to prepare for monitoring? Do the children benefit when brand-new textbooks are thrown into the garbage -- as someone testified before our committee -- because there was an inadequate supply of closet space? Do the children benefit when a school principal must reorganize perfectly organized files, to conform to a State-prescribed filing system? Down the rabbit hole we keep going.

Are you aware that teachers all over the State are being told to take a series of questions home with them on weekends and holidays to memorize the answers, because the monitors are coming?

Please allow me to share an example of this. Question in the manual: "Do you have the opportunity to provide input into the topics and areas for the district's in-service training program?" The required answer -- which is to be memorized: "I believe that Mr. or Mrs. 'X' goes out of their way to get input from the administration and staff on the topics for in-service workshops."

Now I say, ladies and gentlemen, this is an insult to every educator in the State of New Jersey. NJEA members are being told that they don't have intelligent answers, and they must be provided. They are being told that they don't know whether or not they have the opportunity for input or, even worse, they are being told to lie because the district may be in fear of failing. The monitoring system is bizarre and mind-boggling.

New Jersey spends a great deal of money on special education, and we have testimony from numerous districts relating to this area, because the monitors do care about monitoring special education. Let me give you a very simple, disturbing example:

A teacher was ordered to remove a child's name from her class roster for the five days the monitors would be in the district, in order to be in compliance. Once the monitoring team had left the district, she could then return the child's name to the class list. Now, this professional was told to lie. This professional was told to alter official school records. But, it gets worse.

In another district, the Child Study Team was cited because no speech or hearing evaluation had been done on a comatose child. When the staff suggested that such tests would

be futile on a child who could neither hear nor speak, the monitor's response was, "Well, I realize that this is absurd, but it is the law."

I submit to you that such an approach and attitude do nothing but diminish the entire monitoring process. In fact, it becomes a mockery.

Monitoring was first introduced as a method to improve our schools. One area dealt with in the indicators is that of student attendance. Now, on the surface, certainly that is very good. Many schools have found innovative and very positive ways to improve student attendance. But sadly, however, there is a downside. Districts bordering on unacceptable student attendance levels are actually encouraging students to leave school, so that their attendance rates are not computed and the district is then in compliance. Do the children benefit when we push them out of school?

Along the same vein, one indicator deals with staff attendance rates. Let me make it clear that we believe, as everybody does, that teachers need to be in the classroom if school and learning are to take place. But let's be realistic. Teachers get sick. Due to the fear of failing monitoring, staff members are harassed, and often threatened with disciplinary action, if they are even close to lowering the staff attendance rate. When teachers are legitimately ill for four or five days, they are even encouraged to stay out for six days, so that their absence will not be counted as an occasional absence. Now, that is absurd! To meet the absolute standards for the district, individual teachers are encouraged to stay home an extra day

Do you know that teachers are being required to waste valuable classroom time measuring bookcases? If a bookcase is too close to the ceiling, it is often put into storage or thrown out. That's right. In one district, thrown out. If books hang off the shelf one inch, the books must be removed



from the shelf. Now, you have all been to a public library. I'm sure you all have offices, and I know you have books that hang off the shelves one inch or more, and you don't throw out your books.

When it comes to plan books, the examples that we have heard are absolutely mind-boggling. For years and years, teachers have been able to utilize plan books competently. They have been writing their plans in a manner that was professional to get the job done. Now, all of a sudden, because of monitoring, we are told that that way is no longer acceptable, and they must change. If the changes were beneficial to the teaching process, I would say, "Wonderful." We would applaud that. But the changes, again, are time-consuming. The typical plan book provides approximately two inches of space in which to write a daily subject lesson. Teachers are now, in some districts, being required to color code, using three different color inks: red for objectives, green for goals, black for procedures, and their plans must be written in pencil. In other districts, as I cited earlier, magic markers are distributed for the show and tell coloring book.

I would like someone -- anyone -- to explain to me how using four different utensils or magic markers are going to benefit our children, other than taking time away from them.

The monitoring system that currently exists is destroying staff morale, and is beginning to destroy the learning process. I am sure that all of you have fond memories of your school years, especially your elementary years. Remember your classrooms were filled with color and excitement. Remember how good you felt when your teacher hung up a piece of art work as a mobile, and there were plants. You may have even given them a plant.

Well, ladies and gentlemen, your children don't have those joyous experiences any longer, because you can't have

plants on the windowsills or mobiles hanging in the classrooms any long. The monitors are coming.

That's right. Our classrooms are now becoming sterilized institutions of learning, until the monitors leave, and then the plants come back and the mobiles go up.

So, let me assure you that I have shared just the tip of the iceberg, as we have held three of our open hearings at NJEA and have had numerous written testimonies. Monitoring has become a process that does very little to improve the education for the children of New Jersey. I hope the end result of your hearings is that the current system will be reviewed and changed, and I hope that you will keep reminding yourselves that the real purpose of monitoring should be to improve education for all of the children in the State of New Jersey.

I also hope that you are going to streamline the process; that you will require the Department of Education to take full responsibility for eliminating the abuses that are happening in the monitoring system, and once and for all, eliminate the ridiculous requirements that merely cost time and money, but never seem to benefit our children.

NJEA understands that the State Department of Education needs to be actively involved in our schools. We understand that we have to have uniform guidelines that will help to ensure a thorough and efficient education for every child in every district. But the current monitoring system does very little of that. We need a review of the system; a review that is not cosmetic, but a review that is realistic.

I thank you again for the opportunity, and I would be happy to answer any questions.

ASSEMBLYMAN NAPLES: Betty, thank you very much for your fine statement. Do you have a written statement you can provide the Committee?

MS. KRAEMER: Yes, I do.

ASSEMBLYMAN NAPLES: We would appreciate it for our records. Would any member of the Committee care to ask Ms. Kraemer a question, or make a statement? Assemblywoman Ford?

ASSEMBLYWOMAN FORD: Betty, is the answer to eliminate monitoring, or substitute it with a new evaluative process?

MS. KRAEMER: I don't think we are asking you to eliminate monitoring, because we see the value of monitoring. Certainly our schools must be able to maintain certain guidelines. I think what we're saying is that there are abuses in the monitoring system that need to be dealt with. We are not exactly sure at what level that is happening, but certainly the State Department of Education needs to take the responsibility; not throw up their hands, saying, "Well, we don't require that."

It is being required in our schools, so somebody is requiring it, and somebody has to be responsible.

ASSEMBLYWOMAN FORD: How do you feel about the suggestion we heard earlier, which was to have the State monitoring process overlap with the Middle States monitoring process?

MS. KRAEMER: We wouldn't have a problem with the suggestion that was made. In fact, I think Dr. Garrabrant mentioned seven to ten years. We don't know that it has to be every five years. I think some districts certainly need to be monitored more than other districts, but I think if you have gone through monitoring and you have made some sterling, you know, advances in your school district-- I don't know that that is what the State Department is really looking to. Certainly the urban areas and the big cities, where they are talking about all the abuses and mismanagement in that area, you know, they may need to be monitored more often.

ASSEMBLYWOMAN FORD: Thank you.

ASSEMBLYMAN NAPLES: Thank you, Assemblywoman Ford. Assemblyman Kyrillos?

ASSEMBLYMAN KYRILLOS: Thank you, Mr. Chairman. Very briefly, Betty, thank you for your testimony. This is the first of our public hearings and, while I have heard a bit about monitoring here and there during my off and on service on this Committee, some of your testimony had some real eye-openers in it, and I jotted some of the horror stories down. Maybe some of the superintendents to follow can comment on whether these kinds of things are happening in their schools.

I was going to ask -- and maybe Assemblywoman Ford has preempted me -- if you saw any positive aspect to this process, and I think you do. I am just wondering if any of your members, during your own hearings, had had some good things to say about this process and whether they think it is of some value?

MS. KRAEMER: In some of the testimony we heard, some of our people said in some of the school districts that light bulbs never got changed until the monitors were coming. So, we don't want the monitoring system to disappear, because certainly good things do happen because of monitoring, and that does affect the child, and that is important.

ASSEMBLYMAN KYRILLOS: I hear you. Thank you.

ASSEMBLYMAN NAPLES: Betty, very quickly, I just want to point out to everybody, when you see-- A couple of you saw Jeff and I speaking. I don't want anyone to get the impression that the Committee members are ignoring speakers. Jeff, who is a professional educator, had the presence of mind to bring the regs with him -- the Public School Education Act of 1975. When we do comment, we are commenting about what a speaker is talking about. I don't want anyone to think that I, or anyone else, is being rude here.

Let me just say this: Some of you were in Atlantic City when I sort of dropped that bomb, and I said to the superintendents and board members, "What do you think of the process?" I made a statement that-- I'll tell you the

background of it: I spoke in New Brunswick about three years ago, and school intervention was the rage back then. Everything was school intervention, school intervention, and elements and indicators, which annotated, by the way, school intervention. It is very important, and Assemblyman Pascrell is going to point that out when he holds public hearings as Chairman of the Subcommittee on School Intervention. Senator Feldman has appointed him to that Committee.

But, on the way home -- or, on the way to East Brunswick, I remember-- The young lady I was with is a former educator, and she said, "You think you all sounded good." These are her exact words. She said, "Don't kid yourself." I think people may have said the same thing to me at other times. "You are going to be hung up in compliance" -- her exact words were -- "to the exclusion of education." I said, "Oh, come on, you're caught up with that press conference with Governor Kean." She mentioned that Jack Ewing made a fine presentation, I remember. She said Clare Farragher made the most sense because she was quiet and she was new. We talked and we argued, and her words were, "Compliance to the exclusion of education." Her words live on in my mind.

I mentioned that story in Atlantic City, and I was surprised at the results -- at the comments I got. Then I said -- and I didn't know I was going to be Chairperson-- I said, "Would you be willing to say that to a public body?" And a lot of people said, "Yes," and I am very, very happy about the outpouring.

But, let me say this: I did call Sandy McCarroll -- Dr. McCarroll. As I indicated, I spoke to him early this morning. I told him that there would be some criticism of the process. No one was out to get a law repealed; no one was out to end monitoring. We just want to make it more sensible. My feeling has been -- and it doesn't bother me to admit that a girl was right and I was wrong, but-- Let me say this: I will

say that my personal opinion is that the State has involved itself in the how's -- how to -- as well as the what to do. By that I mean, there should be broad parameters -- in my opinion as a professional educator and a member of this Committee -- broad parameters, the whats, the hows, should be attended to by those who are on-site. I think by getting too involved in the hows, some of the ensuing confusion which you mentioned results.

I had said that I wanted an orderly discussion on a hot subject. We have had it. I think from what I have heard from the first two speakers, we are going to get it. By the way, I want to tell you something: Last week, my faculty members asked me for copies of the elements and the indicators so they could memorize certain parts. I said, "No way. You're going to give straight answers based upon what you are doing in the classroom." But there were some teachers I know from other schools who have been told to memorize them. I said, "I don't want any parrots on this staff. I wouldn't memorize any parts thereof."

Betty, thank you again for a very, very fine statement.

ASSEMBLYMAN MORAN: Excuse me.

ASSEMBLYMAN NAPLES: Sure, Jeff.

ASSEMBLYMAN MORAN: Betty, first of all, it is a pleasure to see you. For those of you who do not know, Betty is from Ocean County. She resides in the Borough of Beachwood, and we are very proud of you, Betty.

First of all, you opened up some wounds that have been healing over the last four years since I have gone to monitoring. I see some very good friends in the audience who were with me. The subject of the file cabinets that you brought up is so true. I can remember running around begging the superintendent to buy more file cabinets because we had to reorganize things in a new form. Being in charge of the budget, it was a nightmare, because I had to go back three years and get those. I had them away in storage areas, and it was a nightmare.

Another point that you bring out, and it is noted in the indicators, and I had mentioned it to-- I had a lunch meeting yesterday with Assemblyman, now Senator Palaia, and we were chuckling over-- One of the indicators makes reference to the bathroom facilities, having soap in the dispensers, etc. During that lunch period time, I went into the men's room, and it was a mess. There were papers all over. There was no-- I went back, and I asked him if we could please call the State House Police -- call the State House, because of the facilities. We would have to go through the Board of Health. That bureaucracy is just as bad as this particular bureaucracy. I find it interesting.

The comment you made about the books over the shelves-- Boy, was that a joke. I can remember fire inspectors coming in. We had to take everything off the top shelf and put it on the bottom shelf. Then we had to go out and buy more shelves, and there have been cases where you didn't have enough storage room, because we had substandard facilities where we had basic instruction, or small remedial instruction taking place in those storage rooms.

MS. KRAEMER: So you took the stuff home, put it in the trunk of your car, or you threw it out.

ASSEMBLYMAN MORAN: Well, in most cases we put it in classrooms and we managed. We worked well with our teachers.

I think the main point that you're saying is, we are taking time away from the children. I think that is very, very important. I think it is recognized then, as it is now. When we debated the 2926 and the 2927-- For those of you who are not familiar with those two particular bills, they were the school takeover bills -- the takeover bill from this regulation. Keep in mind that this is not law; it is regulation. But the regulation becomes an enactment of law.

So, no one up here sat here and said, "Pass this." The State Board did it. The State Board is appointed and

confirmed by the Governor and the Senate. None of us have the opportunity to serve on that Board, and I don't think I would ever want to, because of many of the things that have to be changed.

But what strikes me as most interesting about the whole system, is that it really worked. It worked, but it worked to our disadvantage, because it took away good administrative talents and personnel and time, and good teachers and time and energies from doing what has to be done.

Gerry Naples made the point that he doesn't want his teachers to memorize. Well, Gerry, you are going to go into Level II and probably Level III, and we'll be in there taking over your school district.

ASSEMBLYMAN NAPLES: Not if anybody's got half a brain in Mercer County.

ASSEMBLYMAN MORAN: But, you know, the system is designed to work. It has fallen apart; it continues to fall apart. I commend the Chairman for having Committee hearings like this. I request that you and the many others here let us know, as legislators, that we have to inform the new Commissioner -- whomever he or she is -- to make sure that we work with the State Board as legislators and as educators to correct these kinds of problems.

Thank you again for coming.

MS. KRAEMER: That's right. Thank you very much.

ASSEMBLYMAN NAPLES: While Assemblywoman Ford was speaking, she hit a cord. The bottom line, I think, and I think it is going to be characteristic of all five hearings, is that we are spending -- and I say "we" because I am a professional educator myself-- We're spending so much time proving that we are doing nothing wrong, i.e. compliance, that we have no time to do anything right.

The next witness will be Virginia Brinson, Coordinating County Superintendent for the Central Region. Welcome!



D R. V I R G I N I A L. B R I N S O N: Thank you, Mr. Naples and Committee. I very much appreciate being here today. I would like to present formal testimony, which I have here for you. I also would like to respond to some of the things, because I think we, as those going in to monitor, have very real problems with some of the things that are happening also. I think Betty hit a cord which we might want to address.

As you introduced me, I am Coordinating County Superintendent for the Central Region. I have been so since 1984, and have been Middlesex County Superintendent since 1981. I remain as that also.

I am here today to present information on the monitoring process. Because of the positions I hold, I have been involved in this process since its inception with the very first cycle, with the changes that came about in Cycle II, and with the preparation for any changes in Cycle III, which Dr. Contini will testify to following me.

It is clear that the Public School Education Act of 1975, called the "T&E" law, requires the evaluation of the performance of the schools and districts of New Jersey -- N.J.S.A. 18A:7A-10 and 11. Since the inception of T&E monitoring in the late '70s, the process has been scrutinized and modified. We might remember the old process where there was a checklist on a horizontal page and the monitors came in and thumbed through and checked "yes" or "no" upon answering questions.

The process was modified by a group of some 20 citizens who, in 1983 -- March of 1983 -- issued a report entitled "Manual for the Evaluation of Local School Districts." Those 20 citizens were made up of educators, both teachers and administrators, business and industry people, and, yes, State Department of Education staff. The committee was chaired by a local district superintendent. The committee developed indicators which they agreed were basic to the

provision of a thorough and efficient education. The final outcome, based on the committee's work, was a monitoring document composed of 51 indicators grouped into 10 elements.

You have received -- the Committee has received -- a copy of the report to the State Board of Education entitled "Results of the Monitoring of Local School Districts." I would like to review and highlight certain parts of the report.

As you have read, 51 indicators were the original number that were devised. Of these 51, 40 were mandatory and 11 were non-mandatory. That was the first cycle of monitoring.

Because the monitoring system was new--

ASSEMBLYMAN NAPLES: Excuse me. If you are referring to a particular page, would you call it off, if you have it in your hand?

DR. BRINSON: That is in the first two or three pages, Gerry.

ASSEMBLYMAN NAPLES: All right, thank you. Sorry.

DR. BRINSON: Because the monitoring system was new, extensive preparation of County Office staff, as well as local districts, was planned and executed prior to the initiation of Cycle I monitoring -- prior to it. Training of all County Office monitors was the first process, because we wanted people to be consistent -- the monitors to be consistent in what they looked for. Training of the local districts was necessary to answer any of the questions they had, to clearly define and consistently interpret the indicators that both the districts and the County Office monitors were looking at.

Innumerable regional and district workshops -- individual district workshops -- were conducted to assist the district personnel with a thorough understanding of all indicators. Additionally, county staff were available to provide technical assistance to the individual districts, again, addressing individual questions, looking at uncertainties that were there, and in providing clarifications

and question and answer documents, which were distributed to every district in the State. In order to further increase consistency in the first cycle, an audit monitoring team shadowed one monitoring visit conducted by each County Office staff. The team was an outside group that went in to monitor the specific County Office.

Although the monitoring system was new, results were encouraging:

- \* 97% of the 583 districts monitored in the first cycle have received certification for five years.

- \* 79% of that same 583 received it after Level I. No further intervention needed.

- \* only 3%, at this point, remain in Level II or Level III.

We looked at the indicators that were most troublesome during the first cycle. They were: facilities, various parts of that; special education; and comprehensive curriculum and instruction. The last one particularly bothered us.

After much study and review, some significant changes were made for Cycle II. The original 51 indicators were reorganized and reduced to 39. Four new indicators were added. The process was rigid; the new process was much more rigorous than it had been. We felt that we had to make some accommodations to look at a response to the indicators that had been particularly troublesome in the first cycle. We looked at facilities as being the first one, and accommodations were made there in two ways: First, districts, after questions, were given a pre-monitoring of their facilities six months prior to the Level I scheduled monitoring. The same checklist which had been given out to the districts and explained and reviewed with them, was used for this pre-monitoring; the same checklist that is used in the regular Level I monitoring. Districts get a written report on this, and again, that is approximately six months prior to the Level I monitoring.

Additionally, a tolerance for error was built in, so that horror stories like a dripping faucet or soap not being available would not fail a district. There is no way that this-- A school, in and of itself, was allowed to have 14 deficiencies of double-starred items from this checklist, which were the significant ones, and not even the soap or the dripping faucet. So that wasn't even one of the ones looked at.

A similar tolerance for error was added to Special Education because of the complexity of student records. That had been a major downfall in the first cycle. It still seems to continue to be a problem, although there is considerable flexibility built in.

Other tolerances for error were built in for Basic Skills and the Bilingual/ESL components. The flexibility allows a district to be rated "acceptable" if they develop a corrective action plan and follow and implement that plan in the district. So, in any one of those four areas -- facilities, Special Ed, Basic Skills, or Bilingual/ESL -- a district may pass and develop a correction action plan which will take care of the deficiencies that were noted.

As in the first cycle, procedures were intensified to ensure consistency. I think, judging from some of the things I have heard this morning, we still need to do some more things to ensure this consistency. But again, we have the statewide training of County Office people; we have regional information sessions for districts; individual work sessions with the districts coming up for monitoring. The Assistant Commissioner for County and Regional Services, along with the Coordinating County Superintendent, analyze every letter that comes in before they go out, to look for consistencies, and I think one addition that has been most helpful in this cycle is that every indicator that a district fails is brought to the county superintendents on a regular basis -- to the whole group. Those are discussed; they are gone over. The county

superintendent who had the failure really defends to the group why that failure occurred; why the call was made.

The group, as a whole, might uphold the original decision or might overturn the original decision. The important thing is that all county superintendents hear this, and all county superintendents understand why it was either held up or overturned. And I think that has been important.

Additionally, the Assistant Commissioner for County and Regional Services and the Coordinating County Supts. have worked for the State Board of Education and the New Jersey Association of School Administrators in providing many, many work sessions, workshops, from the State conventions to NJASA in-service meetings. We have had, probably, a dozen to a dozen-and-a-half of these over the last year-and-a-half. In fact, I have one coming up in two weeks again.

As we in the Department have worked through consistency measures and problems that exist, we have tried to deal with specifics. Every time we hear a horror story, we say, "Tell us where this occurred. Tell us the circumstances of how it occurred," because we do want to make sure that there is consistency.

We don't want that dripping faucet to fail a district, and we think we have the safeguards to keep that from happening. We don't want an aide who covers a classroom for five minutes to fail a district. That is not the purpose of the monitoring system. These things simply are not true, and they shouldn't be happening. We ask that you, as a Committee, also do not accept generalities, but ask for the specifics, where it happened. That would certainly help us.

The monitoring or evaluation of local school districts has been designed and implemented to determine whether the 583 public school districts in the State of New Jersey are providing their students with an opportunity to receive a thorough and efficient system of education. In addition to

acknowledging those districts that do meet the standards established for a thorough and efficient system of education, the monitoring process clearly identifies districts that are deficient and failing to provide fundamental educational opportunities for children. The monitoring process, initiated in 1984 and revised in 1987, is an evolving process that needs to be reviewed and refined periodically to ensure that the State system of evaluation of local school systems is both fair and consistent.

Clearly, the monitoring and evaluation of a district is an accountability measure which helps the State -- the Legislature as well as the State Board of Education -- to operationally define what thorough and efficient is, and I believe that is the purpose of the monitoring system.

Dr. Contini is going to follow up with some of the changes in the second cycle and with the preparation for the third cycle.

I would like to ask Betty this. Maybe my county is a little different. I think I fear the superintendents -- some of whom are here -- as much as they fear me. I don't know of any of the superintendents who fear to speak up.

MS. KRAEMER: (speaking from audience) Well, our testimony didn't come from just those who came who have no fear. (laughter)

DR. BRINSON: Middlesex County's doesn't either, Betty, I can assure you.

ASSEMBLYMAN NAPLES: Let's address the Chair and the panel, okay? If Betty would like to speak again, she can speak for herself.

DR. BRINSON: Okay. All right, fine. I would ask, Mr. Naples, that we get the specifics of some of the things that Betty did address, because these are horror stories, you know. And whether they come in anonymously or not, if they let us know where they are happening, they should be investigated.

We don't want memorized answers either. In fact, if we get them, we are very leery of them, because that doesn't show-- For instance, if you ask a teacher whether he had any input in the objectives of the district, and you get a memorized response, you wonder whether they really did have input or if they are just trying to get a district through.

So, we need that information, too, and we would ask that any you have, you please give to us.

ASSEMBLYMAN NAPLES: Virginia, let me say this: We have four more hearings after today. They are going to conclude on the third. I passed Marlene a note. We are going to begin at 1:00, and if people keep coming in the way they are for the other three, it will go into the fourth. I think I will be overnight in New Brunswick. But, there will be plenty of other dialogue on this particular subject, and we can talk at a later time.

But I think Betty was quite clear, in that she spoke with a promise of anonymity. I have to respect that for the time being, and I will speak to her later. You can speak to her later. But Assemblywoman Ford, who has taken time out from her schedule, has to leave, and I would like to have her say a few words before she goes, and thank her for coming down. Marlene?

ASSEMBLYWOMAN FORD: Thank you, Mr. Chairman. Members of the Committee and members of the public: Thank you for allowing me to come here. I serve as Chairman of the Judiciary Committee. My experience with education is basically having been educated for some time, so I have been on the receiving end. I have a great respect for educators, for people who have the responsibility of administering the school system. My other assignment is on the Appropriations Committee. I don't normally serve on this Committee, so I think that in conjunction with drafting up the State budget this year, which is going to be a monumental task, we should be addressing some

of your concerns in connection with problems with the monitoring process.

I want to say that this has been an enlightening experience for me. I apologize, especially to the superintendents who are here from my district. If I have the opportunity after my next meeting to come back, perhaps I will be able to catch some of your testimony.

But I would ask, Mr. Chairman, if I may have copies of any written testimony that is submitted, because this is something that I would like to personally stay on top of. I really came here just to listen; just to get a bit of education. I appreciate your courtesy in allowing me to sit with your Committee to hear what members of the education community have to say about this very critical problem.

ASSEMBLYMAN NAPLES: It is our pleasure, Assemblywoman Ford.

By the way, John Paul Doyle, the other legislator from the 10th District, has indicated that he may be coming by, and also Chris Connors, from the 9th District. We are very blessed -- and I mean that sincerely -- that we have a real fine cross section of legislators from the area. Not that I wouldn't have welcomed my good friend, John Rocco, of Camden County, but we do have a good contingent from Monmouth and Ocean.

Speaking of people who did make it -- and I could get in trouble by mentioning people -- Dick Saxer, the Superintendent of the neighboring Township of Manchester is here. He is a former President of the NJASA. Dick, if you would like to say a few words later, I will add your name to the list, or you can come up now, if you like.

R I C H A R D P. S A X E R: (speaking from audience) I'm on the list, Gerry.

ASSEMBLYMAN NAPLES: Oh, you are on the list. Oops, I haven't been doing my homework.



MR. SAXER: Also, I am the present President of the NJASA.

ASSEMBLYMAN NAPLES: Okay. Jeff?

ASSEMBLYMAN MORAN: Thank you, Mr. Chairman. First of all, I want to say, Virginia, it is always good to hear from you and to see you. You are always inspiring. I can't imagine anybody being intimidated by you -- your intimidating anyone else or vice versa.

Let me make a point: You know, we continually make reference to the T&E legislation. I commend the Senate and the Assembly for that particular legislation. I was a classroom teacher when that was passed. I was one of those who was almost out of work for the summer. I look at so many people in the audience who were actively involved in fighting to make sure that this was implemented properly, and it was implemented properly.

But we, as legislators, made a mistake. You know, it is not during campaign trails; it is during meetings such as this-- When I go to township meetings and board of education meetings and county board of freeholders meetings, they look at me and they say, "Why are we so lax in this area, or that area?" and education is the primary one.

When we look at the T&E law, and we look at the full funding of the formula, it is 50% of the per pupil cost of expenditures. When I look at it, my county superintendents in Monmouth and Ocean-- We are, in fact, the lowest per pupil expenditures throughout the State of New Jersey. In fact, the Toms River schools, right here, is one of the, if not the lowest, with the highest scores in basic skills areas and SAT areas.

But we still fall 28% short of the full funding formula. And do you know what, ladies and gentlemen? In Ocean County alone, that represented \$17 million that taxpayers have to pay because those of us in the Legislature failed to fully

fund. We are negligent, not you, as a superintendent; not the board of education, not your local mayor, not your county board of freeholders. We are, as legislators, and the Governor. It is not the old story of, "Let's blame the Governor." It's all of us.

We go one step further this year, and I know I have spoken to the other members of the Education Committee and I have spoken to the members of the Appropriations Committee, and we are going to fight to see that we get full funding restored. Well, it's a reality. When you look in today's paper, we are only \$565 million in the red. Where are we going to get it? You are not going to get it from taxing. Obviously, most of the legislators here are not spenders.

But what we look at, we look at the 28%, and they are talking about 85% funding of that. You're talking now no longer 28%. We're talking now 24% of full funding. Now, let's talk about T&E. Are we now then saying to the youngsters that we have in the halls here at Toms River High School North, that we are going to expect 100% from them, yet we, as legislators, are only going to provide the leaders who run the schools and the communities and the counties -- that we are only going to give them 24% of what is rightfully theirs to carry out that task?

Then we say the balance of that 24% we are going to put on the backs of the local taxpayers. The local taxpayers are fed up. The local taxpayers are fed up with hearing what you have to say, with what I have to say, with what we all jointly have to say. The fact of the matter is, we've got to start providing local taxpayers with responsible education. I think this program we have for the evaluation of the educational programs in New Jersey is not the right criteria. I think part of what you said is correct. If we are going to fulfill the obligation of the regulation and implementing the law, we must fully fund the T&E formula so that we work on an even plain together. If you put somebody on a football field

without a uniform and without practice and without training, and you put somebody out there with training, with uniform, with good health and trained properly, you know what the outcome is going to be.

We cannot continually badger mayors and township committee people, boards of education, county boards of freeholders, when, in fact, you are looking at the culprits right up here.

So I urge each and every one of you, if you haven't passed resolutions, if you haven't gone to your local boards of education to encourage them to encourage us to make sure that we have a full funding formula, I suggest that you do so now. We are the ones who can really make this type of a program work. No matter how good a system is to evaluate, unless you give them the correct tools to carry it out, it is not going to work.

Thank you.

DR. BRINSON: Thank you. I don't think there is anyone in this audience who disagrees with you. We certainly hope you are able to get some movement.

ASSEMBLYMAN MORAN: Well, we hope so, too, Virginia.

ASSEMBLYMAN NAPLES: Thank you. Let me add this: You see that we have a conglomeration of Democrats and Republicans up here. We have always prided ourselves on this Committee under the leadership, first, of Mildred Barry Garvin, of East Orange, and later under Joe Palaia, now Senator from the district-- When the Republicans control, we always work in tandem, never-- I don't remember a partisan issue ever dividing the Committee. Jeff has made some statements stronger than those which characterize mine. I think it's great that we have this kind of atmosphere in which to work. Hopefully -- hopefully -- something will gel and we will get results; something empirical, something we can put our hands on.

Let me just caution you. Several times I heard "special education" alluded to. Now, as much as I want to talk about special education, please don't go too deeply into that, because we are talking about monitoring in general. If we get on to special education, we can be here all day. Down the road-- I promised several groups, including the ACLD, as recently as last week, that I would have one or two public hearings in the area of special education. We can get sidetracked there, so let's stick strictly to monitoring, per se and in general.

Are there any other comments. Joe, do you want to-- Oh, he's not there. Did he take off on me? (referring to Assemblyman Kyrillos who had left the room)

ASSEMBLYMAN KYRILLOS: I was getting a coffee.

ASSEMBLYMAN NAPLES: Assemblyman, do you have a comment?

ASSEMBLYMAN KYRILLOS: No. Go ahead.

ASSEMBLYMAN NAPLES: Okay. Peter Contini, Gloucester County Superintendent of Schools.

D R. P E T E R B. C O N T I N I: Good morning.

ASSEMBLYMAN NAPLES: Good morning, Doctor.

DR. CONTINI: Distinguished members of the Committee: I am pleased to be here today to address this vital issue.

I am Dr. Peter B. Contini, Gloucester County Superintendent of Schools and I service the Southern Region Coordinating County Superintendent of Schools.

Clearly, the second cycle of monitoring is different from Cycle I, and it certainly is more rigorous. We believe it is also more consistent and equitable.

The rigor is related to the more defined standards for each of the indicators, particularly those that are more qualitative in nature, as well as the need for a district to meet all 43 indicators.

We believe the consistent and equitable features are evident by: district training one year in advance; pre-monitoring of facilities; training of all county staff; internal monitoring procedures; and an error tolerance in certain indicators.

The internal monitoring procedures which I allude to include the regional analysis of each monitoring report, as well as a joint review by all 21 county superintendents, before any indicator is rated unacceptable and, therefore, a district is not recommended for certification.

The standards for indicators dealing with safe facilities, compensatory education, bilingual education, and special education provide for an error tolerance, which Dr. Brinson indicated. The use of this flexible standard allows the district to achieve an acceptable rating, while implementing corrective action to address the identified deficiencies.

We certainly agree that Cycle II monitoring has presented an additional preparation burden for districts. However, this burden is not as significant when districts have maintained local effort during the full five-year period of certification. Effectively, if they are complying with regulations and law during the full five-year period, preparation for monitoring is certainly reduced. Where this does not occur, the district must generate documentation and information in less than one year, and certainly this contributes to the local burden.

Also, local interpretation of State minimums for an indicator has an impact on local burden. County superintendents have, and will continue to minimize this by reviewing the criteria for an acceptable rating with local administrators in an effort to reduce local overreaction to the standard.

It is clear that some indications in prior testimony would raise alarm and concern, but we are clearly looking for consistency and we will continue to make every effort.

The Cycle II monitoring process is more rigorous and certainly not perfect. However, despite the rigor, to date 145 districts of the 194 monitored, or 75%, have been certified. This compares favorably with the 79% certified at Level I during Cycle I, as Dr. Brinson indicated earlier.

The indicators most frequently failed by the 49 noncertified districts during Cycle II were: special education, with nearly 40%; written curriculum and implementation of required programs, approximately 30%, and financial reporting, certainly an indication of a district's stability financially, 22%. Clearly, these are important indicators of a T&E school district.

This year, which is the second year of the second cycle of monitoring, is quickly coming to an end. However, the evaluation of the Cycle II system and the planned Cycle III system, which will begin in September '93, have already started.

On June 28, 1989, Dr. Walter J. McCarroll, Assistant Commissioner for County and Regional Services, appointed a committee of county superintendents to review the monitoring process. In his charge to the committee, Dr. McCarroll stated, "Given the fact that each district in the State will have been monitored twice, it may be appropriate to consider a different emphasis on the monitoring of local school districts."

The charge to the committee included: develop an action plan; formalize assistance for input from field administrators and organizations; review incentive-based, if you will a diagnostic approach, versus regulatory based, more compliance monitoring, including a review of available leadership, what's happening in the field and what's happening throughout the United States.

He also asked them to address other key issues, including future implications of Abbott v. Burke.

One key aspect of the Cycle III committee review was to obtain input from County Office staff, local districts, and organizations on proposed changes in the current monitoring process.

In order to gain this input, questionnaires were sent to all county superintendents and to a statewide sample of chief school administrators who had participated in the second cycle of monitoring thus far. A subsequent meeting was held with these same chief school administrators and all Cycle III committee members in November of 1989. Also, a meeting was most recently held with the NJASA monitoring committee and future meetings will be scheduled.

Thus far, the committee has concluded the following: The T&E law and regulation requires a system of accountability; and the current system is generally accepted and is viewed as being implemented consistently.

The following are additional areas that will be reviewed by the committee: Consideration should be given to the impact of mobility on the testing indicators for urban districts; consideration of a two-tiered monitoring system, both compliance and diagnostic, should be reviewed; providing more assistance for monitoring in preparation -- an example would be curriculum formats, or some other ways of identifying the standards for indicators; consideration of an indicator for management/board responsibilities, which currently is not in the system; and consideration that compliant districts be given the opportunity to go beyond and focus on expanded instructional activities.

The committee will report to Dr. McCarroll by July 1, 1990, and future public feedback will occur prior to State Board adoption in September 1991.

In conclusion, I wish to emphasize that the Department of Education, and specifically the county superintendents and their staffs, accept the responsibility for monitoring. We

recognize the importance of this responsibility and have as our primary goal to ensure that the children of this State receive the thorough and efficient education they are entitled to receive.

As indicated in Commissioner Cooperman's report, and stated earlier by Dr. Brinson: "The monitoring process initiated in 1984 and revised in January 1987 is an evolving process that needs to be reviewed and refined periodically to ensure that the statewide system of evaluation of local school districts is both fair and consistent."

I want to thank you for this opportunity to address the Committee, and I trust our testimony will assist you in your review of this most important educational issue.

ASSEMBLYMAN NAPLES: Thank you, Doctor. I am going to exercise the prerogative of the Chair and ask the first question:

In your own district, have you heard some of the same complaints which have been voiced heretofore this morning, to paraphrase, getting involved in the hows and the whats, and spending so much time on compliance we haven't got time to worry about education? In your particular district, have you heard some of those complaints?

DR. CONTINI: As County Superintendent of Gloucester County, there are 28 school districts that I am responsible to evaluate under the monitoring process through Cycle I and through the existing Cycle II. I have never heard any one of the examples that was characterized by the presentation this morning -- not one.

I have heard stories -- war stories -- that have been spoken about at meetings from person to person, and when we have gone back and requested, "Where did that happen? Specifically tell us the instance where that occurs," the unique thing -- "forgetting the name of the individual, just the name of the district--" The unique thing is that we can never identify exactly where that occurred.



I was most recently at a meeting last Wednesday night, where a board member in a school district stood up and indicated that a district had failed because the library aide had been supervising the classroom for five minutes. I asked specifically, after the meeting, where that occurred, and we could not identify where that occurred. I found out subsequently that that board member was making that statement predicated on something that had been told to him by another person.

So, I believe there is this type of language that goes on. Frequently what we have found is, when we look beyond, we hear the issues -- a local interpretation of what we expect. The issue of local plan books, which was very well described this morning, color coded and so forth-- If you look at the requirement for documentation, a plan book is not a requirement for a local district to have. It is certainly a useful tool; it is certainly a way to validate the curriculums being implemented, but it first should serve the purpose of how it is used by the building administrator, certainly not to justify a State requirement.

We use it as a way to verify that the curriculum has been implemented, is currently being implemented, and will be future implemented by that school district. But if a school district opted tomorrow to say, "There will no longer be a plan book," that wouldn't violate any State regulation, and certainly would not be something we would look to have as a documentation.

ASSEMBLYMAN NAPLES: Let me ask you this: You mentioned the 28 district superintendents. Have you talked to principals and teachers who are at the building level dealing with kids?

DR. CONTINI: Yes, we have. Most recently I met with a representative group of the Gloucester County Education Association, which included members of school districts that

had been evaluated and others that had not and are "fearful" of what that occurrence might be. The interesting thing was, I didn't even have to respond to that kind of question, because teachers in the districts that had been monitored indicated very forthrightly that that doesn't occur; that is not the intention and certainly not the way in which the monitor conducts his visitation.

You have to remember that the purpose of monitoring is to verify implementation. The district, in many instances, wants to go beyond what we call the standard for that indicator, wants to go two feet over the indicator, and another is willing just to go over the indicator just to meet the minimum. That certainly is an acceptable rating for either district. It is their choice. So when we look at written curriculum as an illustration, there are three minimum components: a statement of purpose, a listing of student outcomes, and an evaluation design. The degree to which the district interprets that is a local decision. It is not one that we are going to require for them. And if they want to go beyond listing activities and supplemental resource materials, that is certainly encouraged, but not required.

ASSEMBLYMAN NAPLES: Okay. Thank you, Doctor.

ASSEMBLYMAN MORAN: I have a question.

ASSEMBLYMAN NAPLES: Jeff? Sure.

ASSEMBLYMAN MORAN: On page 2, you make reference to the 75%, and then you make reference later on as to the 49 noncertified districts. Do you mean particular facilities and/or districts, or is that 49 of the districts out of the 194?

DR. CONTINI: Yes. If--

ASSEMBLYMAN MORAN: Could it have been one particular facility in a district that had three or four buildings, and that is why it went into Level II?

DR. CONTINI: Let me see if I can clarify it. First of all, there are 194 districts through this month that have

been monitored through Cycle II. One hundred and forty-five of those districts have been certified through Level I. Of the 49 districts, what are outlined in the presentation are the three most consistently failed indicators: special education, written curriculum, and financial reporting. Okay? That is what this information is regarding.

ASSEMBLYMAN MORAN: Okay. Now, under those 49 school districts that failed for one of the three areas you have listed, primarily--

DR. CONTINI: Yes?

ASSEMBLYMAN MORAN: --was it one particular facility?

DR. CONTINI: Well, none of these are facility related. Oh, you mean one building?

ASSEMBLYMAN MORAN: Correct.

DR. CONTINI: None of these are building level indicators. These would all be rated at the district level.

ASSEMBLYMAN MORAN: If you would have had three facilities -- in special education, three different facilities -- was the problem consistent through all three facilities?

DR. CONTINI: You're talking about the special ed programs being implemented, or the records?

ASSEMBLYMAN MORAN: Correct.

DR. CONTINI: When a district is reviewed for special education, and uses the three components, does a district have policies that are required and so forth? That's at district level, and then the second component is to review the pupil records and to ensure that you look at a cross section. It isn't focused at the building level; it is focused at a summary or a sample of all pupil records from all the programs that are offered throughout the district.

ASSEMBLYMAN MORAN: And you found that 40% of those 49 that failed, that particular indicator was the problem?

DR. CONTINI: In those 49 districts that failed, 40% of that 49 failed in the area of special education, not by building, but by district. Okay?

ASSEMBLYMAN MORAN: Correct, correct, correct. You're right. And 30 of them would have written curriculum, and 22% for financial reporting.

DR. CONTINI: Of the 49, that is correct, in the present second cycle.

ASSEMBLYMAN MORAN: Does that tell you that maybe we have been doing something wrong all along?

DR. CONTINI: I'm not quite sure.

ASSEMBLYMAN MORAN: Well, if we have a situation -- and I will use the financial reported-- If 22% of those that failed because of financial planning are reporting, does that tell us something; that over the years maybe we had some bad management at our side, from the Commissioner's office right on down? I mean, don't we have a responsibility to manage on a county level down to the local level?

DR. CONTINI: Sure, we certainly have that responsibility, and we believe we are implementing it.

ASSEMBLYMAN MORAN: If we found 22% of those that failed, that being one of the primary reasons, is that, in essence, saying that maybe we failed; maybe that should be our report card?

DR. CONTINI: No, I wouldn't conclude that. What I would say to you is: Twenty-two percent of 49 is approximately 10 districts. Ten districts of 194 that have been monitored have had a problem in that indicator. That indicator speaks to the monthly responsibility of the business officials, both treasurer of school moneys and the board secretary, to present an accurate and timely report to the board of education, so it can make decisions about how it is spending its money and, of course, to eliminate the potential of overexpenditure.

As you can well imagine, the decision in terms of the month to month is not a County Office function or a State function; it is a local district function. What we have found in these 10 districts is that normally there has either been a

change in responsibility, a new person in the position, or some failure on the part of the district to maintain accurate records. Annually, that is reviewed by both a public school accountant, through an audit, and periodically by compliance auditing done by the Department of Education. But within the five-year period, it is still the responsibility of the district to maintain those records.

So, yes, I think there is a responsibility for us to ensure that that occurs, and that is what monitoring does: It ensures that it occurs. If there is a problem with district personnel not knowing how to do the reports, they can certainly receive that type of assistance through our office and a county business administrator, but it would be, I think, virtually impossible on a month-to-month basis for a County Office or for the State Department in general to try to supervise the submission of financial reports from an administrator at the local level to a board of education.

ASSEMBLYMAN MORAN: But do we, because of the system, the way it is designed, discourage those districts such as you are making reference to in your report, from coming to you and asking you for assistance?

DR. CONTINI: I think that is an extremely valid question. I think any evaluation process where the evaluator is both hopefully the assister and also the formal person who evaluates-- Both of the respected Assemblymen who are principals know that balancing act that you constantly have in terms of, particularly at a non-tenured teacher level, going in there to assist, identify deficiencies, correct them, and the reluctance of that teacher to identify their weakness before fear that that will be used against them when a decision of renewal or possibly tenure is granted.

I think it is a tremendous balancing act. I think--

ASSEMBLYMAN MORAN: But, Dr. Brinson says that doesn't happen.

DR. CONTINI: Pardon me? Okay. But I believe that much of it is built on the word "trust." And I believe that the track record of my colleagues among the 21 county superintendents-- I can speak specifically for Gloucester County and for the seven southern counties because I am the Coordinating County Supt. for that area. That is an area that we discuss constantly, and we encourage districts. When we have meetings prior to, a year in advance, we encourage districts to ask questions to clarify. Not for the purpose of gaining tacit approval on a pre-monitoring model, but to say where weaknesses are. We also encourage districts to help each other, where districts have deficiencies in the network among themselves, to address issues.

So we would hope that that would be a continual aspect of our assistance. I can't speak for every person who is a recipient of an evaluation, but I would trust that we are working to make that a more open process. There is not one indicator, that is not one checklist, there is not one component of a standard that every school district in this State has not had in its possession far in advance of the visitation of the monitoring team. So, if there is a question about, "What does this really mean?" that is as easy as a phone call; it's as easy as the one-on-one that goes on, liaison with the district prior to the on-site monitoring; it's as easy as bringing it up at the county workshops that are held for every district. For example, in Gloucester County, in October, the nine school districts being monitored next year-- I had some 48 individuals, central office and building principals, who sat in a forum and discussed what the components of the monitoring process are -- open dialogue. Effectively, many of the so-called war stories were brought up at that meeting, and we can dispel those things, but we have to have the communication to do that.

ASSEMBLYMAN MORAN: Peter, I have one last question, and thank you for your answers so far.

DR. CONTINI: Sure.

ASSEMBLYMAN MORAN: Of these 40% in special education of the 49, what is the primary--

DR. CONTINI: It's an excellent question. It is a troublesome question, and as Dr. Brinson indicated earlier, and what I tried to reiterate in my presentation, is that there are three components in special ed that we look at: We look at those required policies and the implementation of the special ed plan that is required of every school district. We also look at the pupil records which validate the requirements from the time of referral to the time at which the program is implemented, the annual reevaluation of that child, with the parents involved in their IEP development, and the three-year reevaluation that is required. The third component is the implementation of the program. Effectively, are they implementing the program by its age category, to ensure that the kids are not too far in age, the kind of components, and the IEPs?

Within each one of those components, we have an error tolerance. In other words, we realize that not every record is going to be compliant. So we look at some 17 components of a pupil record, and we break those down into six major categories, and we say, "Listen, if two of the six are deficient, the record is okay, but needs to be corrected." But if you have three or more of those areas -- in other words, you didn't evaluate the student within the 90 days, you didn't have the parents involved in the IEP, you are not implementing the components of the IEP, whatever the issue may be, then that record is considered noncompliant, and then we look at all the records we reviewed and we do a sampling.

When we sample those records, we say, "Of the ones we sampled, how many were noncompliant?" If the percentage of

that sample -- just say it's 30 records-- If 20% or more of those records are noncompliant, then the district is unacceptable in that particular component.

ASSEMBLYMAN MORAN: Let me interrupt you for one second. You are going on the right track. But, were there specific areas that we recognized, in your particular county, in your region, as well as throughout the State of New Jersey, in this particular area, where we found deficiencies?

DR. CONTINI: Within the record review?

ASSEMBLYMAN MORAN: No, no, within the whole segment of monitoring special ed.

DR. CONTINI: I would say compliance with the requirements of evaluation and implementation of program -- those components that I just mentioned -- are certainly the most deficient area of special education, and within that they vary according to the district's implementation. We may find what we call a "sporadic" problem in a particular way in which the process is handled in one district. In another district, we may find a consistent problem that flows through each one of those. The error of tolerance, or that less than 100% notion, is what we built into that system. We think it provides that and allows a district to correct, still being approved, but as you can see, 40%, or about 20 districts of the 49, still had difficulties beyond the error of tolerance.

ASSEMBLYMAN MORAN: Who makes that error of tolerance formula?

DR. CONTINI: That came out of discussions with county superintendents, with county staff, and with local district input, prior to the implementation of Cycle II monitoring.

ASSEMBLYMAN MORAN: Would the error of tolerance for Gloucester be different than that of Hudson?

DR. CONTINI: Oh, no, no. The error of tolerance is a statewide decision, and it was also, by the way -- and I should not forget this because it is an important factor -- an



agreeable approach with the Federal government, which was monitoring the Department of Education's implementation of 94-142, because they are concerned that any error, anything that violates the rights of a child to due process in special education, is sufficient enough to warrant correction. We have said, "This is the way we can do it," at the same time not stigmatizing the district or creating an undue burden on corrective action at the local level.

ASSEMBLYMAN MORAN: Thank you.

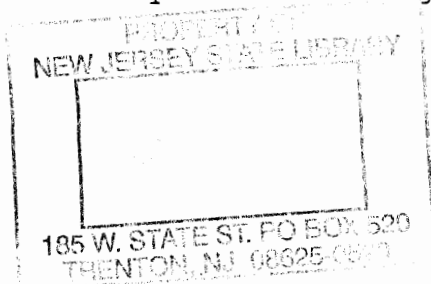
ASSEMBLYMAN NAPLES: Thank you, Doctor. Joe -- Assemblyman Kyrillos? (no response) Dr. Contini, thank you very, very much.

We will go on to the next speaker, Robert Rader, Board Secretary, Princeton Regional School District -- from the 15th District, which I represent. I shouldn't have made that statement about the Monmouth and Ocean County board members.

D R. R O B E R T C. R A D E R: Good morning. I would like to support the monitoring process as an accounting model for school districts. I would particularly like to emphasize the two elements which I am most familiar with and involved with in my occupation as business administrator of a school district. They are the Evaluation Elements 5, which is facilities, and 10, which is the financial reporting requirements.

I think the positive aspect of these two elements in particular is that they are not a one-year preparation for a monitoring team effort. In each of these areas, the activities are ongoing, and in every case the requirements of monitoring are also required by other statutes or agencies. There is nothing in these two elements that we do strictly for monitoring.

So when we hear these stories about preparing schools, or preparing reports, it is not the monitoring system I know. Each and every requirement is required by some other agency, and is required on an ongoing basis.



I think the county offered support in each of these areas has been tremendous. In fact, in facilities we now have a pre-monitoring walk-through of schools, so we should know a year ahead of our monitoring the problems we have with the school, and we are able to address them and correct them prior to the formal monitoring report.

I think the requirements are well constructed in each of these areas and, indeed, a great deal of the monitoring is done prior to the site visitation in these areas. The reporting is required on a year-long basis; indeed, the criteria uses a year-long calendar for the filing of financial reports, so a district could not make a special effort just to complete monitoring and then go back to another system of operation without fear, and also make some recommendations for changes in these areas.

There needs to be more emphasis and information prior to the site team visitation. I think the visitation should be reduced in impact, and the preparation procedures should be completed well before that. Most of the two areas I am talking about can be completed well in advance, and the team can come in and do paperwork monitoring, plus a site visitation, and complete the monitoring. I think the week long visitation has been overemphasized.

Much of the confusion on monitoring, I think, is the failure of the central office to properly communicate with the building staff. In our own district, we found that we had to stop activities being started by building principals because of misinterpretation of the monitoring requirements. Indeed, plan books was a good example in our district. We had to say, "Wait, that is not required by monitoring. Do not require teachers to do something special for monitoring." I think it was built on confusion over the years of what is required of monitoring.

I think it is important that the monitoring be expanded in some areas. School districts are now required to comply with OSHA, SARA, Worker Right to Know, underground fuel tanks, radon, lead in water, and medical disposal. Each and every one of these areas is subject to a separate monitoring team coming in without notice. I would like to see an effort made to include these aspects in the plan for monitor team visitation, thus avoiding the complication and duplication of unknown visits by each of the agencies concerned about each of these areas.

Again, I would like to emphasize that we found county teams to be extremely cooperative, extremely informative, and expert in the areas of monitoring. We feel there should be no difficulty in complying with monitoring if it is an ongoing process in the district, and not something that is developed for the monitor team.

Thank you.

ASSEMBLYMAN NAPLES: Doctor, questions? Assemblyman Kyrillos, why don't you start off? Do you have a question?

ASSEMBLYMAN KYRILLOS: Thank you, Mr. Chairman. I am pleased to hear another side of the story.

DR. RADER: Yes, it seems to be.

ASSEMBLYMAN KYRILLOS: Were some of the comments we heard earlier a surprise to you? Do the teachers and other officials in your district echo those thoughts as well?

DR. RADER: I have heard the comments before, and I think I have heard -- maybe not quite so horrible stories in my own district, where we had to stop activities that people believed were required for monitoring. In our district, we take the approach that nothing is required for monitoring; that the monitoring is an ongoing evaluation of the system that we have in place. We try to do nothing particularly for monitoring.

ASSEMBLYMAN KYRILLOS: So you have put your finger, you feel, on the communication problem?

DR. RADER: Yes, and I fault ourselves for it. I think we, and probably the county staffs, do a lot of work with administrators at the central level. I think we fail to communicate as well as we should to the teachers and the principals.

ASSEMBLYMAN KYRILLOS: Thank you.

ASSEMBLYMAN NAPLES: Doctor, let me just ask you this: You said -- and you are correct theoretically -- that the plan book-- Let's put it this way: The plan book is not encompassed. If people are teaching to a law, like teaching to a test, would not the plan book ostensibly ultimately be affected in terms of how a teacher will teach a class?

DR. RADER: Our teachers are not required to have plan books, and many of them do not.

ASSEMBLYMAN NAPLES: Well, they may not be required to have plan books, but there is planning. Quite often, I would do my lesson plans, and the real lesson would be taught from a math paper with scribbled notes, references to textbook pages, etc. There is planning, if not a plan book.

If people are teaching to a law, concerning themselves with compliance, wouldn't that ostensibly creep into the planning process and the instructional process ultimately?

DR. RADER: Yes, I think it would. I think the last time my district was monitored, it was, indeed, required that teachers prepare plan books for the monitoring. Upon discussion this time with the county staff, we have indicated that teachers will not be required to prepare plan books if they are not using them on a daily basis. They are required to relate their lessons to the curriculum and the planning of the district, yes, but we will not--

ASSEMBLYMAN NAPLES: And the elements and the indicators, yeah. That is one of the complaints that I have

heard. That is what I meant before about the State getting involved in the hows, as well as the-- I believe in the whats. I believe in monitoring. I was one of the strongest supporters of the school intervention law. In fact, I was at the initial meeting with Governor Kean. But we are here to build on a good thing, and I just wanted to zero in on it.

I thank you for the candidness of your answer. It was a tough question. Jeff?

ASSEMBLYMAN MORAN: No questions.

ASSEMBLYMAN NAPLES: Thank you, Dr. Rader. Do you have a prepared statement?

DR. RADER: No, I don't.

ASSEMBLYMAN NAPLES: Okay. If your handwriting is as bad as mine, I won't ask for your cards.

Ernest Barberio, Superintendent, South River School District?

DR. RADER: These are our notes, Mr. Naples.

ASSEMBLYMAN NAPLES: Okay, Doctor, thank you. Don't drop them on anyone's foot, please.

ERNEST BARBERIO: Good morning. I thank you for allowing me to address the Committee, Mr. Naples. It is very much appreciated. I should let you know that I serve as Superintendent of South River, as well as Chair the Legislative Committee for the NJASA, so I represent some of their views as well.

Some background is in order. You should know, prior to my remarks, that I have already gone through a monitoring process -- a successful one. The relationship I have with the County Office, both personally and professionally, is, indeed, a positive one, so with that in mind know that what I tell you-- There are no axes to grind, but it is certainly what I have experienced, and also what the State Association represents as the things -- those elements that the superintendents would like to see in monitoring.

I want to read off just in outline form, if you will, some of those elements, and then I would like to talk specifically about the role of the County Office. I would like to just compare a couple of elements in relationship to each other. I would also like to illustrate the amount of time that is necessary to go through a monitoring process -- to prepare for a monitoring process -- and also the uniqueness of some of the problems districts face.

It is the NJASA's position that monitoring should foster the improvement of quality education; it should serve as a bond between local school districts and the Department of Education; and it should serve as a conduit for information to communicate to the general public. Towards that end, the monitoring process should be modified to be more diagnostic; to eliminate the use of negative labeling; should include a pre-monitoring checklist; should provide an adjustment period for school districts to improve their deficiencies; should award longer periods of time between monitoring processes; apply relative values to the various elements; be designed to be adjusted when discussing, or when grading various school districts for the school district's uniqueness. Also, the monitoring process should address the impact of the State funding, or lack thereof on the district.

The New Jersey Association of School Administrators, and I, personally, feel that monitoring must take place, but that the monitoring process must be modified. The County Offices -- and I meet with superintendents from all counties -- I think, do a yeoman's job in what their task is designed to do; what they are instructed to do. Personally, I have never, in all the years I have been in Middlesex County, had a negative experience with the monitoring process and, as Dr. Contini indicated, I have yet to be able to identify the locale from which these war stories come.

However, I, too, feel that the process should be modified, and that we, in general, should look at the County Office. Presently, the County Office serves as a regulatory agency, but if we really want to look at the monitoring process, we should also look at the role of that County Office. Through a monitoring process, that County Office, when recognizing deficiencies, should be able to offer help; should be able to offer aid; should be able to offer suggestions to eradicate those deficiencies. Right now, that is not their task.

We should also look at the system itself. Right now, it is a negative system. There is no room to make a positive comment, and I cite as an example, in South River -- and Element 3 talks about curriculum -- everyone has to have a curriculum guide. There are certain components that must be present in that guide. We were told during the monitoring process that our guides were, indeed, exemplary, because they went above and beyond what was required, but what we thought was necessary to do the task. And yet I am aware of a district-- I personally am aware of a district that had a rubber stamp made and simply stamped books in the evaluation process, all curricula. They, too, are satisfactory, because those curriculum guides contained the components necessary. So both districts -- both the one that has an exemplary example, and that which does not -- are rated satisfactorily.

We should look at the elements and weight them. All should not be treated equally. For example, the monitoring manual, Element 2.4, says that we should share information with the public. Element 3.3 says we should provide guidance for our students. I hardly think those should have equal weight in the running of a school district, and yet, in the monitoring process, they do, indeed, have equal weight.

The amount of time that a district must devote to the monitoring process is inordinate. The amount of documentation

one feels must be present, and the amount of work in getting that documentation, is certainly not in proportion with the benefits derived by monitoring.

Let me just show the Committee something. Gentlemen, this is documentation for Element 2 of my school district. (holds up paperwork) Now, I only have a 1500 pupil school district. This is Element 2. This is public relations. I couldn't bring Element 3, curriculum, because I would need a wagon. But I just want you to know what is involved.

Now, it could be stated that you don't really have to do all of this.

ASSEMBLYMAN NAPLES: Do you have copies of that for everybody? (laughter)

MR. BARBERIO: Yes, I mailed them.

ASSEMBLYMAN MORAN: Mr. Barberio, let me interrupt you, if you don't mind.

MR. BARBERIO: Sure.

ASSEMBLYMAN MORAN: Now, this is Element 2. Which indicator, or all the indicators?

ASSEMBLYMAN NAPLES: All the indicators.

MR. BARBERIO: All indicators.

ASSEMBLYMAN MORAN: Do you have copies of your press releases, and do you have--

MR. BARBERIO: They have been mailed to the Committee.

ASSEMBLYMAN NAPLES: Yeah, he can mail them.

ASSEMBLYMAN MORAN: No, no, no. I'm saying, were you cited for that particular area?

MR. BARBERIO: Oh, no, no. The monitoring process was a successful monitoring process and, in my case, a positive monitoring process, so I am speaking in general. But it does not negate the amount of work and preparation that went into being prepared for the monitoring. I just used that as an example.



It is interesting that all I said to a secretary was, "Go over to one of the elements and get me the folders." I didn't specify one. I said, "Just make sure I can carry it, because I think it is going to rain," and that is what she brought me. So it wasn't even pre-planned, but it serves as an example of some of the work that has to be done.

ASSEMBLYMAN NAPLES: Do you want to continue with your statement, please? Then if we each have a question when you're finished-- I'm sure Assemblyman Kyrillos does.

MR. BARBERIO: Okay. The other part I think monitoring should serve, or should recognize, rather, is the uniqueness of some of the districts. If I have 40% of my students coming to school hungry, should I not be concerned with that, for will they really learn when their guts are rumbling over the din of the teacher's voice? Indeed, if my students don't come to school at all, should that not be my major concern -- to get them there? It is that type--

Oh, let me mention one other thing -- and this is particular to South River -- and that is the tax base. When State funding is cut so that I lose \$800,000 out of a budget, and I have no industry, and everything is shouldered by the homeowner, that surely is going to have an adverse effect on the amount of new programs I can put in; on the staff I can support; and certainly on the facilities within the district.

In summary then, gentlemen, I would like to say that: 1) we should look at the role of the County Office; 2) the monitoring process should become a positive, rather than a negative experience; 3) we should look at the elements involved in the monitoring process and give proper weight to them, and that weight should be in proportion to the effect they have on the educational process and what is good for kids; also, the amount of time that a district must spend preparing for monitoring. And lastly, we should recognize the uniqueness of the districts throughout the State.

I thank you very much.

ASSEMBLYMAN NAPLES: Thank you. Did you hire a statistician and a public relations person to compile all that? My God!

MR. BARBERIO: Unfortunately, no. Since our budget has been cut, we don't have room for that. I'll tell you what happens, though. You have a lot of clerical people working overtime. Someone mentioned six figures as being proper for getting ready. I certainly was nowhere near that, but thousands of dollars were spent in overtime doing this.

ASSEMBLYMAN NAPLES: One of the fears expressed is that clerical people, or professional educators-- I think that is one of the points that has been made very, very well here by some people.

Assemblyman Moran, would you care to--

ASSEMBLYMAN MORAN: Yes. Thank you for coming. The \$500,000 cut you had--

MR. BARBERIO: Eight hundred thousand.

ASSEMBLYMAN MORAN: Eight hundred thousand. What percentage was that of your full funding formula, do you know?

MR. BARBERIO: Not offhand. I can tell you this: Each tax point in a district is approximately \$36,000. We have an \$11 million budget. When the \$800,000 was removed, it had a drastic effect on the district.

ASSEMBLYMAN MORAN: What is your student population?

MR. BARBERIO: Approximately 1500.

ASSEMBLYMAN MORAN: You have 1500 students, and your budget is \$11 million.

MR. BARBERIO: That is correct.

ASSEMBLYMAN MORAN: You have a very high per-pupil expenditure.

MR. BARBERIO: Yes, we do. It's about \$5600.

ASSEMBLYMAN MORAN: What percentage of your student body is handicapped services?

MR. BARBERIO: Well, we have approximately, out of the-- I'm sorry, it's 1400. We have approximately 83 students who receive -- are out of district. We have a very large bilingual ESL program. It's an inordinate-- Approximately 18% of the district's students are handicapped in some way or another.

ASSEMBLYMAN MORAN: What would you say if we changed the funding formula, that your 83 out-of-district youngsters were paid -- you were paid the current year and you were also paid full funding of what we, as the Legislature, and/or the Commissioner's office approve for the increase in cost to a private institution? What impact would that have on you, with 83 students?

MR. BARBERIO: Well, it would be fantastic. First of all, if current year funding was totally supported, that would help immensely. As far as helping with the handicapped, we have a disproportionate amount, if you look at that number, compared to other districts. And, of course, any aid we get would help.

The problem we have in South River is that it is small; it is landlocked. Everything results in a homeowner's taxes being increased \$6000 or \$7000 a tax bill. That is not unusual in South River, and we have a very large senior citizen population.

ASSEMBLYMAN MORAN: With the \$800,000 shortfall of funding for you, what does that represent in dollars and cents per house? What does a penny represent in your district?

MR. BARBERIO: Each point is \$36,000, so that would be-- On a \$100,000 house, it would be \$3.

ASSEMBLYMAN MORAN: Per hundred?

MR. BARBERIO: Per hundred, right.

ASSEMBLYMAN MORAN: Holy God! Did you have a mass exodus from your community?

MR. BARBERIO: No. People come and stay. The problem is, see, we--

ASSEMBLYMAN MORAN: Was your Board of Education reelected?

MR. BARBERIO: Yes. There is not--

ASSEMBLYMAN MORAN: Did they have any opposition?

MR. BARBERIO: Well, you guys are reelected, too, and you are taking away our money. (laughter and applause)

ASSEMBLYMAN MORAN: You're looking at winners.

MR. BARBERIO: Yeah, I know I am. That is why I said that.

ASSEMBLYMAN NAPLES: We voted for the bill up here.

ASSEMBLYMAN MORAN: Right.

MR. BARBERIO: I know; I know. It is remarkable. You know, I never hear, for example, someone saying to the Federal government, the Pentagon, "You can do without that tank. It's just management." But we say that to educators all the time. Believe me, gentlemen, it isn't management. We have a real dire need out there. A walk through the facilities would demonstrate that need immediately, because what happens is, when budgets are cut -- and I know I am getting off the track here -- facilities are the first things to be cut, because that has the least impact, if you will, on the students for that moment. I'm sorry, I didn't mean to digress.

ASSEMBLYMAN MORAN: Are you an Urban Aid community?

MR. BARBERIO: No.

ASSEMBLYMAN MORAN: How do you do it?

ASSEMBLYMAN NAPLES: Minimum aid?

MR. BARBERIO: We get about 28%. Right now, we are running with a \$19,000 surplus. Can you imagine that -- \$19,000?

ASSEMBLYMAN NAPLES: Out of a \$14 million budget.

ASSEMBLYMAN MORAN: Well, we just passed a ruling that you--

MR. BARBERIO: Right now it is \$12 million. You know, you guys have to do something.

ASSEMBLYMAN MORAN: Well, you can have 3% to 4%, no more. You're at .0003%.

MR. BARBERIO: It's a terrible situation.

ASSEMBLYMAN MORAN: Do you know you and the Board of Education go to jail if you don't comply with your budget -- if you overspend?

MR. BARBERIO: We don't overspend.

ASSEMBLYMAN MORAN: You don't overspend?

MR. BARBERIO: Oh, no, we never do. We have a county superintendent who keeps real good track of it. No, we don't overspend, but do you know what happened?

ASSEMBLYMAN MORAN: You have \$19,000 between now and June 30?

MR. BARBERIO: Well, what happened was, we ran into a problem with an oil leak in an oil tank, and it took \$131,000 out of our surplus, and left us with \$19,000.

ASSEMBLYMAN MORAN: Peace be with you.

MR. BARBERIO: Yeah, it's amazing. I had my mother lighting candles, by the way, so--

ASSEMBLYMAN MORAN: Well, that did it.

ASSEMBLYMAN NAPLES: You ought to burn the altar rail, I think.

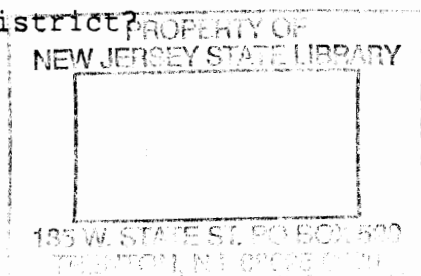
Let me ask you a question: You mentioned 83 students were classified. Would you add to that-- Are there any who are mainstreamed who would be added to that figure? In other words, are they self-contained?

ASSEMBLYMAN MORAN: That 83 is out of the district.

ASSEMBLYMAN NAPLES: Total out of district.

MR. BARBERIO: We do mainstream.

ASSEMBLYMAN NAPLES: My question is: What percentage of your pupils, self-contained and mainstreamed, remain in the district?



MR. BARBERIO: I can't give you that percentage. I can only give you the total percentage, which is approximately 18%.

ASSEMBLYMAN NAPLES: No idea, okay. All right. That qualifies the--

MR. BARBERIO: Yeah, that's a lot.

ASSEMBLYMAN MORAN: Do you know what the average is for the State of New Jersey?

MR. BARBERIO: Eleven.

ASSEMBLYMAN MORAN: Do you have that attractive a program that they come flocking to you?

MR. BARBERIO: Well, I have a great program. I don't know why they come flocking, but they're there; they are there. In fact, we have instituted many, many steps so that students don't get classified. We look at that as a last resort.

ASSEMBLYMAN NAPLES: You know, you would be surprised, Jeff, at the number of districts in this State -- affluent districts-- No, you might not be. Some people would be surprised by the number of classified pupils in districts which are very, very affluent and have very, very high test scores, etc. Their minds would be boggled. I remember talking to Ann McGoldrick (phonetic spelling), who was the President of the Princeton Regional Board of Education about eight years ago when the Appropriations Committee cut the district \$524,000. I reviewed with her and the superintendent some of the figures. Some of the wealthier districts really have more problems than one might imagine, and you have shown that here.

MR. BARBERIO: Mr. Naples, just one other point that I don't want to be set aside: The first point I made about the role of the County Office-- You know, or you should know, that the personal experience I had with monitoring has certainly been a positive one. All that could have been done, was done, so that it was, indeed, positive. But the role of the County

Office should be looked at, so it is no longer just a regulatory agency. I think it is very important that when you look at the monitoring process, you review the role of that office.

ASSEMBLYMAN MORAN: Well, hearing from the county superintendents and county coordinating superintendents, we get the impression that that, in fact, is taking place now.

MR. BARBERIO: Well, it is in this monitoring process, but the County Offices don't have the wherewithal to help us with some of these needs. They don't have the staff. That is not what they do. They are regulatory, and they help as it pertains to the monitoring process, but for example, if I need some help with curriculum design, how do I-- You know, if that is recognized as a need, there should be somebody forthcoming from the County Office, who says, "Here is how we can do this. We can do this together." But, they don't have enough staff to do all that. As Dr. Contini said, with 28 districts, how would he do that?

ASSEMBLYMAN NAPLES: Let me go to Monmouth County here, Assemblyman Kyrillos.

ASSEMBLYMAN KYRILLOS: Thank you, Chairman Naples. I was just curious about what is in those folders. What do they contain?

ASSEMBLYMAN NAPLES: He'll give you a copy.

ASSEMBLYMAN KYRILLOS: For someone who has not been through this monitoring process, it looks awfully thick.

MR. BARBERIO: Well, it talks about information that is given to the public in relation--

ASSEMBLYMAN KYRILLOS: This is the public relations indicator?

MR. BARBERIO: That is correct; that is correct. So, for example, a newsletter would be in there. We do something called "Skills Calendars," which are in there. That is something that a kid always fills out and they are helped with

at home. Board minutes, where we allow the public to address the Board of Education, and things like that.

ASSEMBLYMAN KYRILLOS: So it is accumulative public--

MR. BARBERIO: They show that it is ongoing.

ASSEMBLYMAN KYRILLOS: --outrage documents from throughout the year.

MR. BARBERIO: Exactly.

ASSEMBLYMAN KYRILLOS: You said this is a negative process; there is no room to make a positive comment.

ASSEMBLYMAN NAPLES: I wrote that down verbatim.

MR. BARBERIO: Yes, that's true.

ASSEMBLYMAN KYRILLOS: And you mean by that?

MR. BARBERIO: I mean that it can be approached as a "gotcha." You know, you fail this, or you pass it. And that's all we do. We say, "Yes, we looked at this element. We reviewed what you've done in relationship to this element, and you have satisfied it, and it's done." Or, "You haven't satisfied it." But there is a place there to check off not only have you satisfied it, but you have done an exemplary job, and we should point this out.

Now, some of that gets pointed out in a July letter that we get from the County Office, but it should be part and parcel to the monitoring process itself.

ASSEMBLYMAN KYRILLOS: It's just passed or failed?

MR. BARBERIO: That is correct.

ASSEMBLYMAN NAPLES: Mr. Barberio, a very, very fine, candid presentation. I liked it. There was nothing jargoned, leadened, and it didn't smack of your paraphrasing some kind of a journal article. I appreciate your candor, and you probably work the same way with your principals and teachers and parents in your district.

I just have one question here. I had trouble with the Assemblyman's calculator. I think I am going to buy him a new one. It isn't working. I don't think my math is that bad, but



I came to \$8000 per pupil. Even qualified by that special special ed figure, that is one whopping--

MR. BARBERIO: Yeah, it is at \$8000. It isn't the number of pupils divided by the amount of money. There is a formula; you use that. Because, you know, we are talking about ancillary services as well.

ASSEMBLYMAN NAPLES: Okay. Let me ask you this: What is your per capita income in South River?

MR. BARBERIO: Oh, what are we, a C district factor? (speaking to unidentified colleague in audience, who gives him an affirmative response) We're a C district factor. I don't know what that--

ASSEMBLYMAN NAPLES: What was that term again?

MR. BARBERIO: C -- you know, district factor grouping.

ASSEMBLYMAN MORAN: It means he's that far away from Urban Aid.

MR. BARBERIO: Yeah.

ASSEMBLYMAN NAPLES: Okay, okay.

ASSEMBLYMAN MORAN: You're that far away from Urban Aid.

MR. BARBERIO: Yes, yes.

ASSEMBLYMAN MORAN: Keep up the good work and you'll get there.

ASSEMBLYMAN NAPLES: Okay. I just want to indicate, I had the pleasure of spending two hours with one of your most famous residents, Joe Theismann, a few years back. He is quite a guy, and quite a ball player, and you're quite a superintendent. I have to say that, too.

MR. BARBERIO: Thank you very much.

ASSEMBLYMAN MORAN: A great football team. I have one last question, Mr. Chairman.

ASSEMBLYMAN NAPLES: Go ahead, Jeff.

ASSEMBLYMAN MORAN: How do you find-- You know, we hear so many times, and I read it in the paper, and I hear it

from superintendents, and I hear it from building principals, where you have a situation where you are being monitored and you have a situation where over the last five years -- in your particular case, you have 18% special ed handicapped service youngsters-- Let's say 10 years ago you did not have that. You have less of a population today than you did then, yet you need more facilities and the existing facilities you have are substandard, because you went from a 25- to 30-per pupil classroom now down to not to exceed five, because of supplemental, because of resource room, or--

MR. BARBERIO: That's right.

ASSEMBLYMAN MORAN: Could you give us an explanation of that, as well as how that affects your monitoring process?

MR. BARBERIO: The monitoring process really isn't affected by that. The monitoring process simply states, as far as facilities as concerned-- All of those elements are designed to say, "Yes indeed, the facilities are safe, and they are not substandard." Indeed, we don't have substandard. As it affects special education-- That isn't affected by monitoring either. Monitoring looks at seeing that the reevaluations are done properly; that records are kept properly, etc., and that is done. So they are not really concerned -- "they" being the monitors -- with the numbers.

The difficulty comes in explaining that to the public, when you had, at one time, 3000 kids and you had plenty of room, and now we are going to the public saying, "We have 1400 or 1500 kids, and we need additional space." And by the way, we are saying just that.

ASSEMBLYMAN MORAN: But that is a good question. How do you answer it?

MR. BARBERIO: That is an excellent question. We answer it by talking about the demands of the State on the districts. For example, it is far, far cheaper to educate the kids yourself than to send them out. No question. But when

you can only put five, or eight in a classroom, where normally, as you said, you had 25, that is one way. When we talk about basic skills now-- When we talk about, not only special ed, but basic skills, ELS, bilingual programs, they all require space, and that is not to mention the computers, etc., etc.

ASSEMBLYMAN MORAN: Do you have any substandard facilities now?

MR. BARBERIO: No. We have--

ASSEMBLYMAN MORAN: Do you, and you wish not to announce it?

MR. BARBERIO: We have, I think-- They are not substandard by law, but they are not the best. We have permanently approved substandard classrooms because of what they use them for. They have used them for aeons, so they are permanently approved. It is not that we only had the two-year approval on them. But other than that, the buildings are extremely old. We are looking at a building program now. I don't know how we are going to do that, by the way.

ASSEMBLYMAN MORAN: Well, I will say a Hail Mary and an Our Father for you.

MR. BARBERIO: At least two. Thank you.

ASSEMBLYMAN MORAN: Gerry is going to do a novena.  
(laughter)

ASSEMBLYMAN NAPLES: Okay. Thank you very much, Mr. Barberio.

MR. BARBERIO: Thank you, Gerry.

ASSEMBLYMAN NAPLES: Let me just say this to everybody: The State Department of Education has been kicked around a little bit, to be fair to everybody. I just want to say that on several occasions -- three or four -- I have talked to Dr. McCarroll, and once Saul Cooperman. I sat next to him during a TV show last week. We talked about this. I don't think that anybody is engaged in any cabal against local school districts. I liken what has taken place in this State -- if I

may editorialize for a second -- to the poverty program. Someone once said that President Johnson had a great idea. The War on Poverty was great, but somewhere along the line the "monitors" back then forgot to involve the poor, and they never seemed to meet their mission.

Could it be that there is a problem communication-wise between the Office of County and Regional Services -- the County Offices and the monitors, per se? I am like a teacher giving a little direction for a classroom discussion here. I just thought I would throw that out.

ASSEMBLYMAN MORAN: First of all, I would like to respond to that, Gerry.

ASSEMBLYMAN NAPLES: Go ahead. Do you want to speak? Sure, Jeff.

ASSEMBLYMAN MORAN: I think part of the problem is, we are preaching to the wrong audience.

ASSEMBLYMAN NAPLES: No, no, I'm just asking if they have any opinions on this.

ASSEMBLYMAN MORAN: Well, I think the opinions should be coming from the State Board--

ASSEMBLYMAN NAPLES: Oh, you'll hear from them.

ASSEMBLYMAN MORAN: --not the county superintendents or principals or PTA members or whatever.

ASSEMBLYMAN NAPLES: Wednesday -- Wednesday, I'll be here. That's tomorrow; oh, my God, the seventh.

Robert Ciliento, Superintendent, Berkeley Township School District.

R O B E R T C I L I E N T O: Good morning.

ASSEMBLYMAN NAPLES: Good morning.

MR. CILIENTO: I am Robert Ciliento. I am the Superintendent of Schools and I represent the Berkeley Township School District here in Ocean County.

The Berkeley Township School District was monitored by the State Department of Education on December 5, 6, 7, 11, 12,

and 14, 1989. As a result of monitoring, the school district received acceptable ratings in all indicators and did not have to develop any corrective action plans. The preparation for the actual on-site visit commenced in the spring of 1988. In retrospect of the process and after the euphoric feeling of passing subsidies, one must consider the pros and cons associated with such a tremendous endeavor.

The primary goal that monitoring achieved was the ability of the district to conduct a cohesive study of its system. If one relates the process to a jigsaw puzzle, monitoring allowed the district to look at all the pieces which form a complete picture of the district's functioning.

A total commitment was made by the staff. The commitment allowed for a greater understanding of the different departments and the chart of staff relationships. The Board began to understand the various needs of the district and the staff accepted themselves as part of the preparation team.

The formation of committees, community liaison groups, and articulation with the regional high school raised a new level of sophistication in the decision-making process in the schools.

A written long-range plan for scheduling, evaluating programs, and services now provides an excellent tool to the district. This constant review of curriculum, textbooks, and services will enable the district to keep abreast of current changes in educational reform.

The establishment of affirmative action goals has provided a greater understanding of differences among children and staff throughout the district. Staff members are now more conscious of their role in providing equal opportunity to all students. Stereotyping, hopefully, has been eliminated.

The development of the five-year comprehensive maintenance plan which addresses the six major systems is a tremendous asset to the administrators and maintenance

personnel. Through the completion and approval by the Board, the necessary finances are being funded to provide efficient facilities.

Monitoring provided the staff with a total awareness of the special education and remedial programs in the schools. The process provided for a completeness of all records, procedures utilized in the schools, and a general accountability by the professionals in providing services to children.

A system is now in place for identifying the disaffected and disruptive students, along with a program of services to address their needs.

The major concern regarding the process of monitoring occurs in the lack of finality of the process. Districts are constantly getting different messages as to what is needed to comply with monitoring. The State Department, in an effort to clarify the issues, has made the process more restrictive. As a result, we are constantly asking ourselves if this is what they really want as documentation. The State, in its need for consistency, forgot to take into account the fact that there are 21 counties in the State and each county is run by at least 21 different monitoring teams. Human nature dictates that as long as there are 21 different teams evaluating school districts, there will be 21 different procedures and attitudes. As with the teaching of children, there cannot always be a black or white answer. Sometimes gray areas should, and must, be considered.

Consideration for minimal levels of proficiency should be different for each district. A greater emphasis should be placed on improvement, progression towards attainment of goals, and criteria for achievement.

The amount of paperwork needed to comply with this process was, in a way, astronomical. When one thinks of the amount of trees that were destroyed in order for Berkeley to

comply with monitoring, it can throw an environmentalist into total despair.

Due to the preparation, administrators had much of their time consumed. There are only so many hours in the day that one can put into their job; as a result interaction with children and staff members was neglected.

The fact that there were 43 indicators that a district had to address was somewhat excessive. A more cohesive pre-monitoring visit should take place in the schools. The monitors should be given the authority to pre-approve certain areas and eliminate those items from the actual on-site visit.

There is no need for a district to go through the process of adopting State goals when they are already identified in the New Jersey Administrative Code. The duplication of law that already exists is a nonproductive assignment.

Extensive curriculum guides at the elementary level are nonproductive. The district spent months preparing curriculum guides that mirrored the curriculum of the textbooks purchased. The time wasted on preparing these materials could have been more wisely spent on expanding the scope of the programs.

An elementary school district consisting of grades kindergarten through six should not be concerned with identifying dropouts. The identification of students in need is completed through the remedial, special education, disruptive, and disaffected criteria.

The amount of documentation and regulation surrounding the special education program can be a complete monitoring process in itself. The development of the monitoring involving special education was done in a vacuum, not taking into consideration the needs of children, the services, and the support provided. It's hard to believe that an area which professes to meet individual needs and flexibility is probably

the most restrictive and stringent indicator in the total process.

I would like to thank you for allowing me this time to present my views. A special thank you to Joe Zach, Lucille Reilly, Bob Gray, and Ira Helfgott for the support and assistance they gave our district throughout the process. Thank you.

ASSEMBLYMAN NAPLES: Mr. Ciliento, before we pose any questions to you, our good friend, Assemblyman Kyrillos, from Monmouth County, must leave at 12:15, so I am going to afford him the courtesy of a closing statement. Then I have a couple of questions I would like to ask you, and I am sure Assemblyman Moran has some also.

Joe, do you want to go ahead?

ASSEMBLYMAN KYRILLOS: Thank you, Chairman Naples. Mr. Ciliento, I am sorry to interrupt. Gerry, I commend you for holding this series of hearings. This is the first of five, I believe.

ASSEMBLYMAN NAPLES: Thank you, Joe. I don't know when I am going to do all this.

ASSEMBLYMAN KYRILLOS: I wish I could stay with you for the many hours left this afternoon, but I will have my chances at some of the later hearings. It's good to be with Jeff Moran here in his home county. He's a leader on this issue, and on other education issues in the Legislature.

It is an eye-opener for me this morning, Mr. Chairman. I don't think anyone here believes that we can do away with this process. We need to have oversight, and we need to assess, but it can become more productive, and less burdensome. I think that's obvious. So I was pleased to hear from the Gloucester County Superintendent that Dr. McCarroll has already organized a committee to look into some of these problems. Hopefully, he realizes they are out there. I know he does. That is why this entity has already been created and,



hopefully, these hearings will help him in his efforts and the Department's efforts.

We'll see you in Teaneck for the next one. Thank you very much.

ASSEMBLYMAN NAPLES: Okay, thanks, Joe. We appreciate it very much, Assemblyman.

Let me just say this: First, a lot of you who were complaining that you were having difficulty hearing -- you're waving your hands back there -- we are not hooked into a P.A. system. These microphones are for recording purposes only. So if you want to hear better, to save us from having to shout, come down from the bleachers into the box seats. There is plenty of room, like the old Philadelphia Athletics in Shibe Park before they left in 1954.

On the issue of special ed, let me just say something: I deal with people from all over the country. I get a lot of calls from different states. I have been in contact with a United States Senator. He is from south of the Mason-Dixon Line -- Delaware. I won't say which Senator, but he is very interested in special education. This whole question of special education and regulations and rules has got to be approached on a Federal level. I am a member of the Education Commission of the States. We talked about special ed one day, and you would think you would have 50 different P.L. 94-142s, so eventually that's got to be Federal. I really believe that.

Jeff, do you have anything?

ASSEMBLYMAN MORAN: Bob, first of all, it's good to see you. Welcome to Toms River. I hope you don't get too attracted to our facilities, knowing what yours are.

Second, congratulations on passing your monitoring. I know you and your staff did an outstanding job and put in a lot of time. The few times that we -- our offices and your offices -- through the board, have communicated, we have been very

fortunate working very closely with Joe Zach. I just hope in the future that we can continue with that close correlation and working relationship with the County Superintendent's office. You seem to be a gem, because not as many school districts throughout the State had the fortune that you had and the opportunities you had. I congratulate you and your board and your staff for doing a very good job. That's it.

ASSEMBLYMAN NAPLES: Okay, Jeff. Thank you, Mr. Ciliento. We appreciate it.

We are going to go for another 25 minutes or so, and then break. I think we are a little tired. I said jokingly, perhaps, not until we get satiated a little bit. The statements may not be as long, or there may be some paraphrasing.

Robert DeConde?

R O N A L D D e C O N D E: (speaking from audience) It's Ronald DeConde.

ASSEMBLYMAN NAPLES: Excuse me.

MR. DeCONDE: With reluctance, I would like to turn my spot over to Dick Saxer.

ASSEMBLYMAN NAPLES: Sure. Come on up, Dick.

MR. DeCONDE: He has a commitment. Then I will take his spot.

ASSEMBLYMAN NAPLES: Thank you, Mr. DeConde.

MR. DeCONDE: Hopefully, it will be while the Committee is still up there.

ASSEMBLYMAN NAPLES: You're welcome to come back, sure. I can add a name at the end; no problem.

MR. SAXER: I thank Ron DeConde from Central Regional for switching places with me.

ASSEMBLYMAN NAPLES: Dick, excuse me. Are you still the President of NJASA?

ASSEMBLYMAN MORAN: He is.

ASSEMBLYMAN NAPLES: Excuse me. Jeff, you're right.

MR. SAXER: Yes, I am.

ASSEMBLYMAN NAPLES: I'm sorry for deposing you.

MR. SAXER: That's okay. I wrote that down. I am also Superintendent of Schools of Manchester Township here in Ocean County. I thank you for giving me the opportunity to speak here this morning, and I applaud your efforts in investigating the monitoring process.

First off, I want to let you know that you will hear no horror stories from me. I leave that to others, and they are doing a pretty good job so far. I want to make it very clear that the New Jersey Association of School Administrators does not oppose monitoring. We feel that school districts should, and must, be accountable in meeting minimal standards, but we have also encouraged -- always encouraged -- districts to reach beyond that minimal.

I also want to point out that before the first monitoring process, back in the days of Fred Burke, when there was a list of about 150 items -- you may remember that -- the state of education in our local districts around the State was deplorable, and it is the monitoring process that brought us up to the standards that we have today.

The New Jersey Association of School Administrators believes that the monitoring process should aim at three goals:

- 1) to foster the improvement of quality educational services to our children;
- 2) to serve as a link between school districts and the State Department for achievement of common goals in the delivery of those services; and
- 3) to serve as a conduit to communicate to the citizens of New Jersey, both positive achievements and areas in need of improvement in our school districts.

I think that monitoring does that far better than the report card. If you would like to do something, get rid of that thing, and save some money.

Toward meeting these three goals I have outlined, NJASA proposes eight specific recommendations. The monitoring process should:

1) be modified to be more diagnostic in order to facilitate district improvement, not simply a "gotcha" type of process;

2) eliminate the use of negative labeling in describing the condition of a district. Such labeling is contrary to the goals of any improvement process;

3) include pre-monitoring checklist for all indicators and elements, rather than simply facilities;

4) award longer periods of certification to those districts consistently in compliance, again possibly along the Middle States model;

5) apply relative values to all elements and their respective indicators; for example, being in compliance with special education should not have equal weight on being late with an A-48 or an A-49 report. Recognition should also be given for accomplishment and progress;

6) be designed to adjust when addressing the unique characteristics of different school districts, and I am talking specifically here urban school districts, which have many, many more problems than suburban school districts;

7) address the role of district governance relative to the condition of the school district. I am actually saying, "add an element, evaluate the school board";

8) address the impact of State funding on the condition and health of the districts, as you, Mr. Moran, have been talking about this morning.

Representatives of the NJASA Monitoring Committee and myself are presently meeting with a "Department" Monitoring Committee considering changes to the present code. To date, the Department has been very receptive to our suggestions. We stand ready to meet in a working session with your Committee,

although we feel that monitoring is better dealt with through code, rather than legislation.

There are also things which I have to say should be done by school districts and by various educational organizations: resource guides for successful monitoring; executive academies for new superintendents regarding monitoring; in-services for districts which fail monitoring; "buddy" systems pairing districts which pass monitoring and districts which will go through monitoring. You just heard Bob say that Berkeley Township passed with flying colors. My own district goes through monitoring in April and May. Maybe June, July, and August, but April and May is what it is set for. We have talked to Berkeley Township in many areas, and they have been very, very helpful to us, with a minimal charge, I should say also.

Development, as was said before, of pre-monitoring checklists; and lastly, NJASA feels very strongly that the implementation of the monitoring process should not interfere with the daily operation of a school district. Many of the elements of the process are annually validated. This information is submitted to the State in various reports. If they are accepted on an annual basis, they should not be part of the monitoring process.

Again, I thank you for this opportunity, and I wish you well in your investigative process.

ASSEMBLYMAN NAPLES: Thank you, Dick.

MR. SAXER: But I would like to just hit one more item.

ASSEMBLYMAN NAPLES: Go ahead. No, no, I wasn't rushing you along.

MR. SAXER: Ernie Barberio said before that if he had to bring his curriculum strand, he would need a wheelbarrow. I think that is probably one of the best elements in the monitoring process. You would be surprised how many schools do

not address the curriculum; that it is not an ongoing process where every discipline is considered every three, four, or five years. Monitoring forced districts into doing that.

I would have to disagree with my colleague before me, who said that it may be a waste of time on the elementary level. I think it is needed on the elementary level. We were talking before, and I think that elementary teachers are sometimes weak in the area of science; sometimes weak in the area of math. A good curriculum, along with the guide, the materials, sometimes the procedures and processes that should be used in the classroom cannot help but be a real plus, and have a positive impact upon local districts.

I thank you, and I would be very happy to answer any questions, if you have any.

ASSEMBLYMAN NAPLES: First, I want to thank the NJASA for sending letters out. Jim Moran, the Executive Director of NJASA and I sent a letter out to every district superintendent in the State, and you have been a big help in bringing to fruition these hearings.

Jeff, do you have any questions of the Superintendent?

ASSEMBLYMAN MORAN: Yes. First of all, Dick, it is a pleasure to see you. You do an outstanding job in all of Ocean County, and we wish you a great deal of success in your upcoming possible new promotion. I hope you carry out this task if, in fact, you do get the job, and be as close to us then as you are now.

MR. SAXER: Well, I thank you.

ASSEMBLYMAN MORAN: You don't have to comment on that.

MR. SAXER: Okay, I won't.

ASSEMBLYMAN MORAN: I know. Two things: First of all, I think your comment with reference to the previous speaker about the elementary-- I think he was making reference to the dropout section of that.

MR. SAXER: Oh, I am in complete agreement.

ASSEMBLYMAN MORAN: Yeah, okay.

MR. SAXER: I misunderstood.

ASSEMBLYMAN MORAN: The other thing is -- and this one here we can sit and talk on for hours -- code, rather than legislation. You know, Senator Ambrosio has just completed an outstanding review of the Turnpike Authority, which most of you have been following very closely. If you haven't, I suggest you get it. It is an excellent article on authorities, on how they have taken over the realm of spending, in this particular case, \$2 billion of hard-earned taxpayers' money. The bottom line of that commission's hearing -- very similar to this -- is that the Legislature should have a larger role in those major decisions. There is no more of a major decision than education in the long-term effect than this in New Jersey.

I think that when we look at code and we look at the Governor -- no matter who he, she, political party, Republican or Democrat that is-- I believe that person has the best interests of the youngsters and the taxpayers at heart. I think the State Board that is appointed by the Governor, confirmed by the Senate, has the best interests at heart. But what we are looking at is a small vision. You know, when Senator Ambrosio first started his hearings -- and I went to the first hearing -- I walked away thinking, "Boy, this guy is out to make a name for himself." The fact of the matter is, when I went back the second time and I listened more closely, and I didn't let politics interfere in my vision and my hearing, I started to hear what he was saying, and he was right.

This past weekend on TV he had a special program on explaining the funding formula of the Turnpike, and the problems we are having with the Turnpike and the Parkway are no different than we are having with education. We are demanding more; we are expecting more; and we are providing less. Then, when you perform, we criticize you because you can't perform better; you can't expect more because we didn't give you the tools to do it.

I say that we can fulfill the things you have here, those things that the people prior to you have spoken about and said we could do, if we give you the proper tools. You know, I saw a bumper sticker the other day when I was in Trenton--

ASSEMBLYMAN NAPLES: "Naples for Assembly," yeah.

ASSEMBLYMAN MORAN: "Naples for Assembly," no. I saw a bumper sticker that said: "God does not make junk." You know, it's true. You walk the halls of your schools in your community. The fact of the matter is, whether a youngster has a handicap or a disability, whether he is a five- or a three-years-old in a preschool program, or he is 21 and is in one of our EOH programs, we could not provide the kind of program he or she needs, if we did not provide the proper staff, the proper programming, and the proper dollars to fulfill those things.

Until we fulfill that obligation for the Manchesters, for the South Rivers, for the Toms Rivers, until we give the appropriate dollars that go with it, so that the public will perceive it as a good system-- You know, in your particular district -- I know we have different philosophies about the facilities you are proposing, you're building-- The fact of the matter is, the public is tired of paying. The public is saying, "Show us the results of what you're doing." Yet, on the other hand, in government, we're saying, "We expect you to perform, but we don't want to give you the money. We are going to give you 28% of your full funding formula, yet we want you to perform at 100%."

You know, it becomes tiresome after a while, when you go to board of education meetings, you go to mayors, and you go to councilmen and boards of freeholders, and you hear the same argument, yet you are out on the campaign trail and you hear from your constituents, "We're paying too much."

That's all I have to say on that.



ASSEMBLYMAN NAPLES: You make a good point. Go ahead, Dick.

MR. SAXER: Well, Jeff, just to get back to what I said, code rather than legislation, I think you have a legislative body for code, which is the State Board of Education. I think they are going to be hearing what is going on in these hearings, and they should take some action. Failing that, I think it has to be up to the Legislature. I was hoping, about a year or so ago, that the Legislature would take action on a code, which was the superintendents' certificate. I mean, that is coming up. The principal certificate, where you can be a principal without ever having taught-- I was waiting for someone to come through--

ASSEMBLYMAN MORAN: The "Blue Light Special"?

MR. SAXER: --in the Legislature, and it didn't happen.

ASSEMBLYMAN MORAN: For those of you who don't understand, it is called the "K Mart Blue Light Special," where if you are the manager of the shoe department, you can become a superintendent.

ASSEMBLYMAN NAPLES: Or a shoemaker.

MR. SAXER: Yes, absolutely. Just one last word, if I may: Gerry, if you would like to come out to a district and see where special education is working, I invite you out to Manchester Township. It is very expensive. We are a pilot program for a special education plan to revise -- or a P to R, as they like to call them -- but it is working. But we are still spending-- Out of a \$17 million budget, we are spending about \$900,000 sending pupils out to private schools. That does not include transportation. I am also a minimum aid district -- and then I will be quiet, because I have taken too much time now.

One of the things I hear, that we may be hearing from the Governor, is that minimum aid districts don't get anything. And when that happens, you can come out to

Manchester and shimmy up the flag pole in front of the high school.

Thank you.

ASSEMBLYMAN NAPLES: Okay, Dick, thanks very much.

You touched upon a good point, Assemblyman, relative to authorities and utilities and boards in this State. One of the problems -- and maybe I am pontificating here, and I said this a few weeks ago at a NJEA session in Somerset County-- One of the problems we face in this State is that we have too many political jurisdictions -- body politic governments, boards of education, whatever you want to call them -- which are autonomous. We have so many boards in this State in combination with that, we don't know who the boss is, to paraphrase from the TV program. It is a tremendously vexing problem, which this Governor, this Legislature are going to have to face. Who controls: the boards, the Cabinet officers, the Legislature? It is a difficult problem upon which you have touched.

I have been dealing with a group of farmers in Mercer County. They have been dealing with an Agriculture Board, and those boards have a great deal to say. The problem is location of responsibility. Let me just tell you what is going to be done with all of this dialogue: Any legislative committee compiles data, and from that data legislators can fashion and craft proposals and legislation. I expect that, well, from what I have heard today, some of the fine comments -- and I have learned a lot, despite my many years in education -- you'll see some legislation. That will be the purpose of the Legislature ultimately, and the purpose of this Committee right now.

Shall we go on, Dave? (speaking to Committee Aide)  
Dr. Lester W. Richens, Chief School Administrator, Belmar. Dr. Richens?

D R. L E S T E R W. R I C H E N S: Good afternoon.

ASSEMBLYMAN NAPLES: You're right -- good afternoon.

DR. RICHENS: First, before I start my remarks, I would like to invite everyone Sunday to Belmar to the annual St. Patrick's Day Parade, March 11. If you have nothing to do, come down to Belmar and see a bunch of Irishmen, or pretended Irishmen, marching. As I have been listening to some of the comments, I think our State Department people and the monitors and the districts need the luck of the Irish to get through a lot of this today.

When I was preparing my remarks, I didn't know whether I was supposed to bury Caesar or praise Caesar, so there is a little bit of both here.

The second round of monitoring, as revised by the State Department of Education, condensed the format to 10 basic elements that the State team of monitors were to evaluate. This reduction, or consolidation of the elements focused on the main areas of Chapter 212.

The Belmar School was monitored by the Monmouth County Superintendent's office in January 1989. The three days that the county staff reviewed the 10 elements of the guide were very intense and worthwhile. There were no examples of any monitoring phobia on the part of the staff or any problems of having overly aggressive monitors. The process was done in a very relaxed and professional manner.

The students, staff, and monitors, I believe, had a very positive experience. Our experience was positive because of the Monmouth County Superintendent and his staff. Mr. Hughes and his staff offered a variety of programs for the districts to help them prepare for monitoring. Mr. Hughes guaranteed there would be no surprises during the monitoring visit. He was a man of his word. His leadership set the tone of the monitoring.

The monitoring process has been criticized as a burdensome and inefficient task that really does not prove anything. I do not agree with this assessment. The monitoring of school districts is an important responsibility of the State Department of Education and should be continued with modifications. That's praising Caesar; now we are going to bury him. These modifications should include:

1) A complete desk audit of the district. For the most part, the documentation requested by the State monitors is already in the County Offices. The monitors should collect the pertinent information on each district and cross-check it against the 10 elements. By doing this, the County Office could designate the district as in compliance without the necessity of reviewing the same documentation in the district.

2) The requirement of speaking to each teacher in the district is time-consuming, disruptive, and takes away from the teachers' and students' valuable class time. Further, the teachers, at times, feel intimidated by the questions asked by the monitors and are afraid to give wrong answers. On the other hand, it offers an opportunity for any malcontent on the staff to have a forum to accuse the district's board of education and administration of wrongdoing that does not occur.

Also, through the requirement of asking each teacher the same questions that are asked of the administration, there develops an atmosphere or perception of mistrust on the part of the county officials with the district's administration. It appears like the monitors are trying to catch someone in a lie.

3) The monitoring process is primarily an administrative task and is more of an evaluation of the administration than it is of the district. It is the responsibility of the administration to implement the components of Chapter 212 and to make sure those who have been delegated responsibility are, in fact, doing their job. Therefore, monitoring should be done at the administrative level.

4) The time that a teacher takes to prepare for monitoring is limited to having his/her plan book up-to-date, have their curriculums available, and attend faculty meetings on the monitoring process. Conversely, the time spent by administrative and secretarial staff for monitoring is excessive. The administration must review every component of the monitoring guide, produce documentation to support the element, show how staff was involved, and provide materials on all elements for the teaching staff. It is the responsibility of the secretarial staff to organize, copy, and at times, retrieve information. Because of this burden, many other tasks in the district go unattended, especially in a small district where there is limited help.

5) Each district tries to outdo the next when it comes to documentation. As the process evolves from district to district, there appears to be more demands for documentation on the part of the monitors. It is recommended that the State Department should list specific required documentation. Since the State will give no commendations, there is no need for each district to try to out-document each other. The documentation should be limited to those pieces of information that meet the State requirement.

6) Every five years reinventing the wheel is time-consuming and unnecessary. Monitoring should take place every 10 years if a district has passed monitoring during the first two rounds. By allowing districts the 10-year period, as Middle States allows, the district will not have to worry about collecting documentation and gearing up for monitoring every three-and-a-half years. It is about a year-and-a-half process to get ready.

7) The monitoring guidelines should be reviewed by the State Department and interpreted only once. We had, in this last round, many new documents from the State Department, saying there was a new twist to an element. It got really

mind-boggling. So, do it once, and that's the end of it. Once the review and interpretation are completed, there should be no additional interpretations or modifications. This last round of monitoring had many new interpretations and caught some districts off guard and unprepared.

8) The requirement for corrective action plans should be limited to those areas where the district has failed an element, and not for small simple items that could be corrected within a day.

9) The monitoring philosophy appears to be adversarial between the State Department of Education and the local districts. In Monmouth County, where almost every district has a positive relationship with the County Office staff, the three days of monitoring causes some tension and an ill feeling among the local district personnel. There should be more of a helpful attitude from Trenton so that the County Offices may be seen as helping the districts and not being the adversary.

10) There should be a time period of 30 days before a district is considered to have failed. If a district cannot produce documentation or needs to correct a minor facilities problem, it should be given the time to do so. Also, if a district has a plan to improve facilities, the district should not be failed, especially if the board has done everything in its power to correct the problem.

11) The requirement that each district have three objectives each year and have staff and community input in their development, is wearing thin. Every summer, the districts are required to meet with the county superintendent and review the previous year's objectives and discuss the new objectives for the forthcoming year. This process is time-consuming and has gone beyond improvement in the basic skills or traditional subjects. Administrators and staff, as well as parents, are groping for new objectives each year.

The above are some suggestions that could improve the process. The most important change would be to instill in the process a more positive atmosphere from the people in Trenton. The Monmouth County Office has tried to do this, but can only go so far. There should not be this feeling that the central office group from Trenton are bounty hunters and the districts are their prey.

Thank you.

ASSEMBLYMAN MORAN: A good ending.

DR. RICHENS: Yeah.

ASSEMBLYMAN MORAN: Thank you very much for your testimony. I have one question on page 4, number 7: "This last round of monitoring had many new interpretations and caught some districts off guard and unprepared." It appears to be contradictory to some of the other testimony that the error of tolerance is consistent throughout the State.

DR. RICHENS: All right. Let me explain that: We have the manual, and Dr. Brinson ran many workshops for the districts, right. Well, we have another one, too. There are many manuals. That might be addition one, two, or three. That's the problem. We did get updates, and what would happen is, after the first round, some districts -- and after the county supts. would meet and discuss what had happened in relationship to District A or District B, there might be a new twist in Element 1, 2, or 3 -- whatever element it may be. Then we would get an advisory sent down to us that, "Now you have to do this, this, or this." You know, it would be different every time.

ASSEMBLYMAN MORAN: Let me interrupt you for a second: You could be Manchester Township going to Berkeley Township, which did extremely well, and find out that the indicator's interpretation is different?

DR. RICHENS: It could be changed a little bit; not totally, but enough that you might need some more

documentation, or there might be something different going on. That was the lack of consistency. That is why I say you should only interpret the guide once, and not send out all these clarifications on what you are looking for in the guide. That was the problem. We had many revisions in interpretation of what the county was looking for, instead of sticking to it once. That was the problem we had, and we are still getting memos clarifying monitoring, which is, you know, kind of ridiculous, in my opinion.

ASSEMBLYMAN MORAN: Sounds like law.

DR. RICHENS: Yeah, right, it does. It's constant reclarification, and I think they are trying to help it. One of the big things was curriculum. Even though we all agree that we must have a curriculum, that it is very important, curriculum was never judged on quality, which was, you know, one of the things the monitors never got into. They just looked at it, and you could have a scope in sequence or you could have a very voluminous curriculum. It would depend on what you were doing.

But the State also said, "We want this, this, and this," but that was not in the first set of regulations. It was after it was interpreted by someone, and then we went back and we did it again and again. So, it's been interesting.

ASSEMBLYMAN MORAN: Did you get marked down for that indicator?

DR. RICHENS: Oh, no, we passed. We passed with flying colors. That is why I say the monitoring process was fair, very fair to us, but what I'm saying is, the interpretations-- When you continually redefine the rules of the game, it becomes kind of hard for everyone to follow them.

ASSEMBLYMAN MORAN: Were there any indicators of elements that you failed?

DR. RICHENS: No.

ASSEMBLYMAN MORAN: So you did fairly well?



DR. RICHENS: Oh, yes, we passed. I'm very happy, and I was very happy with the monitoring. I have nothing-- The Monmouth County team -- and I am sure it is this way with all of the counties-- But the Monmouth County team, the one I am familiar with, was excellent. They come in; they do their job; and they have a very good relationship. The pressures that are put on them from, you know, maybe Trenton, or from the powers that be, or whatever, it makes it, sometimes, an unbearable situation for them as well. But we have a very positive relationship in Monmouth County with our county supt. and his staff. They are there to help us, but it does become-- You know, when Big Brother comes in, it is adversarial.

ASSEMBLYMAN MORAN: Okay. Thank you, Doctor. We appreciate it.

DR. RICHENS: Thank you.

DR. ROSEN: The Committee is going to recess at this point. We will reconvene at 1:30, and will pick up the testimony at that time. Thank you.

(RECESS)

AFTER RECESS:

ASSEMBLYMAN NAPLES: We are about ready to get going. Several people have to be going, and I am going to put them on right away.

Cathy Beahan, Denise Walker, and Maureen Storch. Let me just say how I am going to handle this: The Committee will do a little less pontificating, and I would expect you to do a little bit more paraphrasing, and not read a statement verbatim. But be cautioned that the statement which you transmit to us will go into the record verbatim. We have another 17 or 18 speakers, and I would like to get to everybody, because people did come out, and the weather is bad. Okay? Thank you.

CATHERINE BEAHAN: We'll be quick. My statement is brief. I would just like to bring to the attention of the forum that my daughter Caitlin attends Ocean County Day Training School, which is right down the road here -- Old Freehold Road. This past year, we have experienced several disruptions in their educational program. She has a very dedicated staff, but these disruptions were caused by budget freezes and cuts and caps ordered by DDD.

I feel that if her education was directly under the State Department of Education, rather than under the Division of Developmental Disabilities, a lot of these problems would not have occurred this year. It was difficult, as a parent, to know who to go to to present a complaint; plus, I kept getting people handing the ball back and forth as to who was to take the responsibility for implementing her educational program: Was it my district of Brick, or was it the Division of Developmental Disabilities?

So I would like the Assembly Committee to study that to see if that is feasible. I feel she is being discriminated against. If she were able to attend a regular school in her district of Brick, there would not be any of these problems, but since she is not, she must attend the Day Training School and go through all this rigmarole every time there is some problem at her school.

Thank you.

ASSEMBLYMAN NAPLES: Thank you. I'm looking, and I see a lot of correspondence to Dr. Osowski. I was going to try to-- Well, I am going to permit this, because you're here and you're-- But we are going to be having public hearings later on on special education, which could take up-- Five people could take up two days talking about it. When you get into the area of developmental disabilities and special ed, you can be here forever.

Let me allow you to finish your testimony. You can give me a call tomorrow, and perhaps I can give you some direction there. Okay? Go ahead, please.

D E N I S E W A L K E R: Okay. My name is Denise Walker. My son also attends the Day Training Center. And going a little bit more into the area of monitoring, which I thought this was about--

ASSEMBLYMAN NAPLES: Right.

MS. WALKER: The Day Training Centers are run by the State. They failed Federal monitoring. We do not make least restrictive environment. Many of these problems here come because we don't have a direct system. Who monitors us? It is more a problem of checking up on the monitoring. We who are monitored-- Our schools supposedly went into compliance, but it is not followed through with, and then you don't come up with the backup on the monitoring. That is where a lot of the problem falls. There are too many chefs that spoil the broth. Under-monitoring-- Does the State Department of Education have control over the Department of Human Services? Do our school districts? But, it's all monitoring and it's all eight different channels.

ASSEMBLYMAN NAPLES: That's a very, very difficult question, which would lend itself to different answers, depending upon particular cases. There was one in Princeton I had which was very much like that, where the Department of Human Services had jurisdiction. It depended upon what age the child was when a classification change took place. It is a very, very complicated issue. If you're talking about a particular case in each instance, you might be better served by calling me as individuals, rather than talking about it here.

MS. WALKER: Okay, but we did--

ASSEMBLYMAN NAPLES: This really doesn't pertain to monitoring per se. There may be a monitoring violation in terms of your particular situation. I wouldn't be a bit

surprised if there was one, but this really-- If we went into this deeply now, we would never get finished.

MS. WALKER: No, we didn't plan on deep. We just wanted to bring it to your attention--

ASSEMBLYMAN NAPLES: Sure, go ahead.

MS. WALKER: --because we feel it is under monitoring somewhere. We had spoken to Assemblyman Kyrillos' office, and they suggested that we come down today, which is why we came.

ASSEMBLYMAN MORAN: Just let me interrupt for one second.

ASSEMBLYMAN NAPLES: Go ahead, Jeff.

ASSEMBLYMAN MORAN: Part of your question, the answer is, "Yes," and part of it is, "No." Those educational programs that the public school sends your youngsters to -- that particular State school, which is funded at the local level as a per-pupil expenditure-- The IEP section of that, which is regulated by your local team, is under the guise of the monitoring. The facilities and plan are under the Department of Human Services, which is totally separate from the county superintendent's office.

I would suggest that you contact your county superintendent's office to ask him to set up, possibly, some type of a meeting with the Department of Human Services, or DYFS, which regulates that particular facility, and you would be able to get to the bottom of it.

If you have a problem with the IEP of a youngster attending that particular facility, then you are in the right meeting.

MAUREEN STORCH: Well, that's what we're here for. I am Maureen Storch. I have an 11-year-old daughter who attends the Monmouth County Day Training Center. We're here--

ASSEMBLYMAN NAPLES: Let me just say, the boss of Dr. Osowski is a guy named Dr. Cummings Piatt -- Jake Piatt. He would coordinate any relationship among the various

departments. If you were to call Dr. Piatt and tell him you talked to me and Assemblyman Moran when you were here-- I will be happy to call him, too, to follow up. But again, in all fairness to the people here, we can't turn this into a new process review.

MS. STORCH: That is not our intention.

ASSEMBLYMAN NAPLES: No, but it could turn into that. Do you know what I mean?

MS. STORCH: We are here to make you aware of some of the serious violations, and to tell you that our children are not receiving an adequate level of services. As you can see from the folder we left with you today, that's--

ASSEMBLYMAN NAPLES: Oh, I see it. Let me say this to you: I spoke about this before. I indicated that I was a member of the Education Commission of the States, and this whole thing has got to be approached -- I really believe, and I am not begging the question -- that the thing has got to be approached federally. I am supposed to meet with the Senator -- Senator Biden -- who is very interested in this issue. Something has to be done at the Federal level, because at that Education Commission of the States meeting, it seems as if there were 50 different P.L. 94-142s, the way the different legislatures and state departments of education approached classified kids.

So, when you get into interdepartmental problems like this, you can get into something really deep. Give Jake a call. Tell him you were talking to me. I'll probably see him tomorrow. What time do you think you might be calling him?

MS. STORCH: We'll call him this afternoon, or first thing in the morning.

ASSEMBLYMAN NAPLES: Call him tomorrow morning. I'll see him in the afternoon. Mention my name, okay?

MS. STORCH: Yes. We think it is becoming increasingly obvious--

ASSEMBLYMAN NAPLES: Yes. Dr. Rosen very astutely pointed out that a formal complaint can be filed.

DR. ROSEN: Has been filed.

ASSEMBLYMAN NAPLES: Has been filed, okay.

DR. ROSEN: And my understanding is that the Department is going to be issuing some findings shortly.

MS. STORCH: Right. That's been done.

ASSEMBLYMAN NAPLES: Okay. Thank you, Dave. I appreciate it.

MS. STORCH: We just wanted you to become aware that it is becoming increasingly obvious that the Department of Human Services cannot handle the education of our children.

ASSEMBLYMAN NAPLES: I am not 100% happy with it either, believe me. I have had my differences of opinion with the Department in this area.

MS. STORCH: We should be coming under the State Department of Education. That is what we would like.

ASSEMBLYMAN NAPLES: Well, this particular Division-- I have had differences of philosophy, philosophical differences -- no disrespect intended to anyone-- But, Monmouth County Day Training Center Parents Group, okay, thank you for coming up. Call Dr. Piatt and then get back to me, and I will go to bat for you. Okay?

MS. STORCH: Thank you.

ASSEMBLYMAN NAPLES: Thanks a lot. Do me a favor. Write your names, addresses, and phone numbers down and give them to my aide over there -- the pretty girl with the black hair. Okay?

MS. STORCH: They are on the folder.

ASSEMBLYMAN NAPLES: Well, we don't have them.

DR. ROSEN: They're on the folder.

MS. STORCH: Our names and phone numbers are on the front of the folder.

ASSEMBLYMAN NAPLES: Oh, okay. Thank you very much. Ten pretty girls with black hair stood up just then.

Next we will have John Patrick. For those of you who straggled in a little late, I made a promise that Assemblyman Moran and I would not comment so extensively, mainly pontificate and repeat, and, in return, I would expect that you paraphrase -- paraphrase, okay? However, let me just say that your statement, when it is handed in, will be entered into the record verbatim. All right? I would like to have everyone out of here before the seventh of March.

J O H N F. P A T R I C K, JR.: I will skip all of the amenities.

ASSEMBLYMAN NAPLES: Okay.

MR. PATRICK: I am going to address just a few points with regard to monitoring, which I generally support as something positive; something that has helped to move New Jersey's schools forward. While not perfect, I think our purpose here today is to try to make it more perfect than it is.

One of the points, as an urban superintendent -- and I am the only urban superintendent in Ocean County -- with 55% minority students in my school district, I am particularly sensitive to some of the charges and comments that have been generalized with regard to urban education. In particular, following the announcements of high school proficiency scores, which in urban areas reflected a greater increase than the State average on every level, every year in the High School Proficiency Test administration, comments of a derogatory nature were made about urban schools.

My school district, which I have been with now for 10 years -- the Lakewood Schools -- started off in the first year the test was given, which was just a trial run, with only 47% passing the math test. In the first year of official use of the test, we raised that score to 58.6%. That year the State established a 60% minimum passing rate. We were quite pleased

that we were able to make that much of an improvement in one year, because if you know anything about a test that is administered at a particular grade level, you have to understand that it is an accrual of all that was learned up to that point. So you are not going to jump 40 or 50 points in one year, if you start with that kind of a deficit.

We made that kind of a gain, and we were so pleased with ur results for one year, only to read the Commissioner's comments in the paper about educationally bankrupt schools using the 60% as a criteria, when we were 1.4% away from that criteria that year. Nonetheless, we continued to labor at those tasks. I would submit to you that those of us in urban schools have done a hell of a lot more in the way of having to work to bring those standards up, than many schools have had to be concerned about because they started well above that standard.

ASSEMBLYMAN NAPLES: Well, let's not compare-- Let's not get into an interdistrict dispute as to who responds better or best. Let's stick to the subject of monitoring in terms of how it affects your district.

MR. PATRICK: All right. What I am pleading for with regard to scores and the establishment of standards is something that recognizes the degree of difficulty that exists in a particular district, and the term I used over and over again in prior discussions on this, "to have patience with progress." If you take into consideration where a district starts-- For example, Irvington had 31% of its kids pass math the first time around. Set a five-year goal for them; have interim steps reasonably possible to attain; and see that their learning curve is on an upward swing every year. That's reasonable; that's fair. But to expect the schools that are so far behind in the very beginning of the application of a test to all of a sudden jump up to 75% is unreasonable, and is not going to happen.



If you take into consideration-- There was an article in The New York Times the other day that made a demographics and fiscal comparison of Millburn to East Orange. In my own case, I have one school that had a mobility rate last year of 32%. That is the highest of any school in Ocean County. Just think of that. That whole school turns over. The school population turns over within a three-year period. If you think that doesn't do something to the job you have to do, as far as your testing and continuity of instruction and work with parents, you name it-- I mean, every factor there is a negative one.

We labored. We passed the monitoring the first time -- all elements. We passed the monitoring last year on all elements. We have that math score over 80% now. We have our reading at 94.6%, and our writing score at 98.3%. We passed every element. We offer advance placement courses. We have satellite disk instruction, interactive TV with college professors in Japanese, Russian, and economics. Our black valedictorian last year entered MIT on a full scholarship.

But I'll tell you, it was a struggle to get there. I think what you have to do is be cogizant of that, and to try to set those standards in that fashion.

The other thing I would like to speak on behalf of is the county superintendent's office, the small numbers they have to work with. To be on this cycle of constant monitoring, the paperwork, and the time element-- It must result in burnout. They have to have more people to do the job. I think that is a very severe problem, because we have experienced three people retiring, and I am sure early retirement looked good to them after having been in that monitoring cycle. If the County's Office is going to change so frequently, the consistency you are seeking is not going to be there.

I don't want to reiterate things that have already been covered. Again, I support monitoring. I think it has

accomplished a lot. We look forward to what you gather from this and the adjustments you might make in the program.

ASSEMBLYMAN NAPLES: Thank you. That was Mr. Patrick -- I forgot to announce him -- Superintendent in Lakewood. Congratulations on the record that you have achieved.

One very quick question: The issue of suspensions -- when a student is suspended-- I know I was principal of an alternative school for a while. One time we were going at about 90%, and five kids wound up in the hoosegow for a week. We had a population of about maybe 80 kids. We had to bat 100% for the rest of the month in order to make that up.

How do you feel about the issue of students who are suspended being counted against student attendance?

MR. PATRICK: Well, they're absent; they're not in school. We try to accommodate that through an in-school suspension, where homework is supervised and class work is sent down and they are isolated for the entire day in that room. We also use a Saturday suspension as a means of not having to put people out during the day. We utilize suspension mainly for those cases where there might be great physical harm or potential for it, or something like that, and we do have to remove that youngster from the school.

But, it is a problem and it reflects in your absence rate. I think more so in our type of district than in other districts.

ASSEMBLYMAN NAPLES: Okay, thank you very much.

ASSEMBLYMAN MORAN: John, I just have one comment: First of all, congratulations. I know Bob Singer has been a great advocate for years in the State Legislature, and I know he still is as a member of your Township Committee. The other issue you addressed to me-- I will get back to you within the next couple of weeks with an answer.

MR. PATRICK: All right. It is not germane to this hearing. I appreciate your--

ASSEMBLYMAN MORAN: I have talked to Chairman Naples, and he said we will have to talk about it. It's not a bad idea.

MR. PATRICK: I appreciate that. Thank you.

ASSEMBLYMAN MORAN: Okay, you're welcome. Thank you for coming.

ASSEMBLYMAN NAPLES: Thank you, John. We appreciate it.

Next will be Louis Aragona, Superintendent of Brick Township.

D R. L O U I S A R A G O N A: It's Aragona. (correcting pronunciation)

ASSEMBLYMAN NAPLES: Aragona, is it? Excuse me. A fine Italian boy like me pronouncing your name incorrectly-- For shame! Excuse me, sir.

DR. ARAGONA: That's fine. We are currently in Level II monitoring. I would like not to be there. We deserve to be there. We didn't make it in the special education component. I think it may have been a flip of the coin in some areas. I wish it would have been called differently. Nonetheless, it has been a worthwhile and helpful process in our district. Professionals understand the problem. I am not sure boards of education always do. They are always looking for a scalp to go after and, of course, some members of the community look for the same kinds of things. Those of us in education look to see and make determinations as to how those experiences can help us to improve the delivery of educational services for children.

My comments are going to be brief this afternoon. Monitoring has been criticized. I think some of that criticism is warranted. I think there ought to be an expectation that monitoring would be criticized because of the scope and nature of the project and of the process.

A couple of suggestions I would make to improve monitoring, and they are broad suggestions-- Many speakers have given you many specific things to sink your teeth into. I

would suggest that there be greater use of the corrective action plans to remedy deficiencies, without triggering Level II monitoring. I think you can make corrections and improvements without the triggering of Level II monitoring, which brings about great publicity and great debate and lots of criticism, when you can do the same thing in terms of making improvements without going that route.

Thus, Level II monitoring, I think, should be reserved for serious conditions only. Now, what are they? Those would have to be determined through debate and discussion.

Another suggestion I have that has been stated well by others, is that monitoring be extended beyond the five years, to possibly seven to ten years, but with interim visitations by the county superintendent and staff, with the authority to require improvements plans of the local district for those things that they deem need improving.

I think there are many local superintendents and school officials who do not mind having monitoring teams and county superintendents coming in, looking at aspects of the school program, and identifying a problem, discussing it with the chief school administrator and others in the district, and saying, "Hey, let's develop a plan to beef up that area, to improve that area." There is nothing wrong with that, and I think there needs to be more of that, without going into a Level II monitoring.

So, I am hopeful that some changes will be made. Why is monitoring good? Three general statements: I think monitoring provides the vehicle for bringing to light deficiencies that are not identified by school officials, and I think that is needed and important.

Second, plans to remediate deficiencies that are identified by chief school administrators and other school officials are not always acted upon by the board of education, nor are they always readily accepted by the community. So you

see, monitoring necessitates action, and that's needed. That's important; that's good; that isn't something that we ought to want to change.

Third, monitoring causes needed resources to be allocated by boards of education to bring about improvements. How has failing Level I monitoring and going into Level II monitoring helped me in Brick Township? Well, it has assisted me in obtaining some things: an additional child study team -- desperately needed; additional clerical help for child study teams -- very much needed; a supervisor for special education; a supervisor for general instruction, with plans to add additional supervisors for subject areas; the restoration of funds by the Commissioner of Education upon appeal of a defeated budget on the strength of the recommendations made in the monitoring report by the monitoring teams -- critical, crucial to us in Brick Township.

We are a school district-- If you take a look at the report card for Brick Township, we are a school district that has a per-pupil expenditure of \$3816. For Toms River, it is about \$4600. If you divide total pupils into total budget, you will find out that we fall about \$1300 behind Toms River, and Toms River is not a big spending district, as some of the accounts in the newspapers would have you believe.

I have done some research in that area, and have some hard facts and figures as they relate to that. We are in trouble financially in Brick Township, so I was happy to hear those of you say that something has to be done with regard to funding. But we've got to get down to the point where it is more than lip service. We've got to get into reality. We've got to do something about that.

ASSEMBLYMAN MORAN: May I interrupt?

DR. ARAGONA: Yes.

ASSEMBLYMAN MORAN: What did you lose in full funding formula this past year?

DR. ARAGONA: I don't have that figure off the top of my head. Okay? But, Mr. Moran, I certainly can provide you with that information.

I think a couple of comments about the county superintendent and the staff, and I don't say that just because they are here-- Okay? Joe Zach and his staff have been wonderful. I mean it; I mean it sincerely. They have been cooperative; they have been helpful; they provide suggestions for improvement; they tell us how we can go about doing things. I don't get the impression that they are out to get us. Okay? But, you've got to fund that county superintendent's office. You can't do the job with two, three, and four people. So I would ask that you do that.

ASSEMBLYMAN NAPLES: Let me say this: I am going to agree with you there. While you were speaking -- and you hit on a real important point-- I said it jokingly, when you said it jokingly to me, because my teachers didn't memorize at my school an answer, we might go into Level II. I said anybody with half a brain-- I really believe that monitors are not out to get people. You might have one or two bad ones in the State with chips on their shoulders. You have bad teachers, bad Assemblypeople. But I think by and large, starting with Dr. McCarroll, they are pretty fair. I think if there is something wrong, there is something wrong with the system, and not the people.

Let's take that example I mentioned about communicating with a monitor and a county superintendent. I remember once marking a kid's paper. I wrote on there, "F, great memorization; no reasoning; no thought." The kid came up with a textbook in his hand, and he was crying. I said, "I'm sorry." I think any monitor worth his or her salt-- If a teacher showboats or puts an act on for that monitor, he should be able to see right through it, the way I would if I were observing a class be able to see through a teacher trying to put an act on for me.

I think if you are sincere with a monitor -- and I think you have to speak up-- My bilingual counselor once said to a monitor-- About 10 years ago, she said, "So what? What does that mean? Explain it to me." We had an interesting dialogue, and the bilingual counselor wound up convincing the monitor that she was wrong, and we wound up passing. I think a lot of people just have the idea that they are out to get you. I don't believe that's true. I think we could be hamstrung by a system. This is why we are here. But you make an excellent point.

Some of you could probably say, "Well, in my county I had trouble with this monitor, or that monitor." Let me say this, too: When you have all that brain power -- and I will include myself and Sandy McCarroll and Joe Doria and Joe Palaia-- When we were kicking around the school intervention bill and funding this, nobody -- not one of us -- came up with funding that gives those monitors more money, or to put more of them on.

ASSEMBLYMAN MORAN: I voted against it.

ASSEMBLYMAN NAPLES: I know you did. You had a lot of guts, I'll tell you the truth. I had a lot of guts being a Democrat voting for it.

ASSEMBLYMAN MORAN: Well, you were wrong.

ASSEMBLYMAN NAPLES: Tom Kean-- I won't tell you what he said about you.

ASSEMBLYMAN MORAN: You don't have to. They all know.

ASSEMBLYMAN NAPLES: Well, I won't agree with you there. Go ahead.

DR. ARAGONA: We very simply have some differences of opinion on some calls. However, the bottom line is, monitoring has helped us in Brick Township to get things for the children that we could not have gotten.

Thank you for listening.

ASSEMBLYMAN NAPLES: Thanks a lot. I appreciate it very much, Doctor.

We will now have my good friend, Ed Thomas, from Mercer County -- the East Windsor Regional School District -- and also Charlie Lindquist, President of the East Windsor Regional School Board. I don't know whether the executive or the legislative branch is going to take precedence here, but could you speak together up here? All right? This way we can save a little time. We can sort of wheel it here -- wing it. Ed, how are you doing?

D R. E D G A R C. T H O M A S, J R.: Fine, just fine. I want to tell you: We thank you very much for listening to us and for speaking about this very significant happening in education -- monitoring. I know the people who have preceded us have spoken very eloquently about many aspects of monitoring. I would like to speak just a bit philosophically about some aspects about which I am concerned.

First of all, I have long been concerned that children are the great disenfranchised population of our nation and our State. In many districts, the parents who would most strongly represent them, are in the great minority. School budgets -- the only budgets submitted for direct public action -- are, in some districts, inadequate and sometimes -- most times -- there are places in which there are budgets which have been consistently, inadequately funding education, and this has been knowingly so by the majority of the public. We have to ask a question about monitoring: Who will speak for the children?

Now, there are things which we have in place in our State which do have a direct effect on how the public views our school districts; how they are assured that their tax dollars are being well spent, and against standards. I bring out some of them: the annual audit -- important. I bring out the basic skills test, the High School Proficiency Test. And I must talk about something we don't think too much about, teacher



certification. How many times in the past have we thought about teacher certification as maybe a pro forma thing, not realizing that in its roots it had the foundation of supplying our children with well prepared faculty members. I think we forget that that is another place where the State has taken a firm stand, and it has had a salutary effect on education.

Now, as far as monitoring is concerned, I found monitoring to be a valuable process, not that I agree with all of the aspects. I know when we talk about the--

ASSEMBLYMAN NAPLES: You may not agree with all of the results, you mean.

DR. THOMAS: I don't agree with everything, but I will say this: When it comes down to having people memorize long answers and responses, when it comes down to color coding plan books and all that, there is no cure for terminal dumbness.

ASSEMBLYMAN NAPLES: Ed, let me interrupt you right there. Do you honestly believe-- I agree that you are right, but do you honestly believe that county superintendents expect that?

DR. THOMAS: Absolutely not. I don't believe county superintendents expect that. I believe there is an expectation built into the minds of people. We all enjoy playing with fancy. Now, the Mercer County Superintendent's staff were extremely helpful to us. They were invaluable to us in the pre-monitoring period. Their visits, their consultations, their guidance really helped us. They provided the technical assistance and continued interpretation of the complexities of the Byzantine and frequently interlocking building codes, fire codes, right to know codes, and facilities' regulations. These are the crazy quilt by which boards of education and administrators operate. And these really are not the monitoring's baby. They are, rather, something which has been thrust upon the monitors to be the spokespersons for the implementation and for the actual monitoring of those aspects of the school operation.

During the monitoring, I will say that for our County Office they were fair and thorough. They were vigorous. I told our faculty at a meeting that what I wanted was a fair and thorough examination during monitoring. I wanted to go through every dot and title, and I wanted to pass just as you want to play a game. You don't want them to have the basket lowered, or you don't want to have the other team without its players. You want to win it fair and square.

We won, and I was very happy with that because our County Office did the monitoring in a fair, careful, and vigorous fashion. What were the positive effects of monitoring? They were, for us, to carefully examine our board policies, and I speak about a good board; a board which has traditionally devoted a major part of its board meetings to education. It made us examine each aspect of our curriculum, even though we had just gone over it and had just revised it. It made us examine our student services and think about the disaffected and think about those who need special care. Did we find any of our programs sadly wanting? Absolutely not. But we did find areas where the careful examination revealed we were not doing our best. We corrected these.

The cooperative effort between the faculty and administration built a spirit like a team before a big game. We all became more aware of program content, its scope, its articulation, the curriculum structure, and we were sincerely concerned about what we were doing with the disaffected and the disruptive. Our faculty members were in -- what shall I say-- They fell in love with the process of having the monitors visit every classroom. You can't imagine what that meant, to see this small group that Ms. Anderson had at her disposal go around in our school district of 4000 students, visit every classroom, visit every teacher. We had one teacher, I know, who went after Ms. Anderson and said, "Please come and visit me." It meant a great deal, because this was the first time we

saw a direct -- I can't say -- but a direct intervention, if you will, in a positive sense, of people going into the classroom and saying, "What transpires between student and teacher is where it is happening."

Our physical plant was carefully examined, and due to the excellent effort of our maintenance people, and the long hours, we really had the plant in top-notch shape. We have benefited from that.

The process got the adrenaline flowing, and on February 9 we had a celebration. We called it a "celebration of teaching." We brought in a great speaker, and the board provided a reception for our people, sort of saying, "You have come through the test, and you have done well. We want to show you how much we appreciate it."

Now, let me speak a little bit about some of the problems I see. As I pointed out before, many of these are not problems with the monitoring, but rather problems with the regulations which underlie what the monitors must see. First of all, I have great reservations about the restrictions placed upon facilities. I found some of those-- As I say, it is not the monitoring, but rather the restrictions placed on us by the State Department of Education, like large group instruction.

We have a room called-- It was a large group instruction room. It is also used for choral practice. We designated it to be a choral laboratory, and we were told that it could not be used for anything except a choral laboratory. I happened to have been in the music business for many, many years, and I have never heard of a room that couldn't be shared. We had a place with a stage. We were told that the stage could be used for rehearsals for instrumental music, but it could not be used for lessons. I asked the difference. If you are playing a D major scale, it doesn't make any difference whether it is in a lesson or whether it is in a rehearsal; asininity of the first order, but not part of the monitoring.

A room that has a specific use, such as a home economics room, with tables and chairs and all the accoutrements necessary for teaching-- It was not available for our use in foreign language, because that is a home economics laboratory. Balderdash! It can't be. Student bodies change; curriculum changes. We need to have the flexibility to make the facilities serve the process of education. We need to be instruction driven.

We all want our buildings to be safe, but where safety is not an issue, we want to use them flexibly to best serve our students and programs.

I would just like to say also, let us not kid ourselves that everything would go well if we just trusted all of the good people out there. My wife happened to be one of the original monitors many years ago, and let me tell you a story about what happened. She told me she went into this school, and they said, "There is a class downstairs. Down a narrow stairwell into an area filled with library shelves, turn the corner and go back," and back in this little corner of what would be the basement of one of those three-level schools, was this class.

ASSEMBLYMAN MORAN: It was Gerry's school.

DR. THOMAS: It was Gerry's school? Well, no, it couldn't have been Gerry's school, because this had to be a rural school because it had a lot of grass around it, and that is the next part of the story. Right beside those kids was a wooden wall, and on the other side of that wooden wall they stored the gasoline for their lawn mower. A wonderful place. It is a kid incinerator. Those things would happen. That is why we need to take a look at our facilities.

Now, I think there is a problem with the pass/fail level of assessment. Where programs or services are exemplary, then they should be made known throughout the State, and you should be able to say, "Well done," because well done is not

only incentive for the district in which the monitoring takes place, but it would also serve as a lighthouse -- as an example for other places. If we are going to improve the quality of education in the State of New Jersey, it can't just be, "It's okay." And that is what the monitoring document says. Either you are not okay, or you are okay. Okay is not good enough. The program is too complex. I think we need to go out on a limb and let the people know what is good and creative in each district.

In closing, I support the continuation of monitoring, but there should really be two levels. There needs to be a maintenance level of checking to see that the basic services and standards are maintained -- a quick check, if you will -- and a continuing monitoring of assistance to those districts which have severe problems. We need to get back into the concept of checking this to see that it's right, and then we need to have an area where we go back to that helping concept which was a foundation of our County Offices many years ago, and be able to help those districts which need support. We need to have technical advice. We need to pour into them the support so that our children across the State of New Jersey have an equitable education.

The resources of the State are limited. We know that. The County Offices are limited, and we need to really find those ways in which they can be deployed wisely, carefully, and equitably. There is nothing in monitoring that we do that we should not have been doing, and I believe the five-year cycle, modified to conform to those things that I spoke about previously in the two levels, seems to be the right time frame. In 10 years, a nine-member board--

ASSEMBLYMAN NAPLES: You say a right time frame -- five years?

DR. THOMAS: It's the right time frame. If you take a 10-year period-- In 10 years, if you have a three-year -- a

nine-member board, a three-year spaced cycle, the whole board could change. What was a wonderful board supportive of kids could become a board that doesn't care at all about children, but cares about the tax dollar.

I think that the five-year time, given the two levels, is the proper time frame we need to check. Our kids deserve no less.

In closing, I would say that I support monitoring. I think it has done good for the State. Do I think it has its problems with too much detail at times? Yes. But I think there are ways in which all of these can be technically solved and we can maintain for our children a check on their schools which they so richly deserve.

I thank you very much for allowing me to appear before you.

ASSEMBLYMAN NAPLES: Ed, it is always a pleasure to hear you talk. My idea of death for this man so eloquent, would be at a testimonial dinner to follow him and Reverend Woodson, who is quite an orator in our district. It is always a pleasure to hear you.

Jeff, do you have any questions for Dr. Thomas?

ASSEMBLYMAN MORAN: No. Very good.

ASSEMBLYMAN NAPLES: Let me just say this very quickly. I am going to be real quick. On the issue of facilities -- the relationship of the Division of Facilities in DOA to the county supts., to the local school district, I am going to-- That could constitute a whole afternoon. I am going to reach out to two or three county superintendents -- one happens to be in the room now -- to talk about that and see what is going on there. That is an area that's got to be looked at. There was a recent controversy in Trenton last year pertaining to the high school and the hospital. But I am going to give that some direction at a later hearing, Ed. Okay?

DR. THOMAS: Wonderful. I think all of those areas need to be looked at in relation to the schools. One of my pet peeves is concerned with the right to know. I wonder what valuable direction it gives to a fire company in fighting a fire in a chemical laboratory, where the products range from potassium hydroxide to ether to water. I just don't think it makes any difference. Twenty thousand gallons of ether gives you one message. One bottle in a whole chemistry laboratory gives you no message whatsoever, but it costs us about \$60,000 to do so.

ASSEMBLYMAN NAPLES: A good analogy, Ed. Thanks very much.

DR. THOMAS: Right. Thank you.

ASSEMBLYMAN NAPLES: Charlie, do you want to just add a couple of words? I think Ed pretty well covered it. I don't like to rush you. You're welcome to come back another day.

CHARLES LINDQUIST: Like you said, it is nice to listen to Dr. Thomas, but it is hell to follow him.

I think the concept of monitoring our schools is a good one. Districts provide a very valid service to our communities, to our students. They fulfill the constitutional right to an education. We are spending millions of tax dollars, and I think our communities and our students need to have the protection of an independent close inspection. I think boards of education and as professional educators, we should welcome the inspection to prove to ourselves and to our community and to our students that we are doing a good job.

I see no problem at all with being inspected. If you take a student who hasn't studied throughout the semester, he cannot learn the material by cramming the night before a test. Likewise, a school district cannot neglect services and programs, and then cram a few nights before the monitoring and expect to pass.

East Windsor Regional passed the monitoring process, and we did cram several months beforehand. I feel that we would not have passed if we didn't go through that cramming process of spending extra moneys to bring everything into shape. We still wouldn't have passed, even though we do have an ongoing program -- ongoing efforts to maintain and increase the quality of programs and delivery of programs and services to our students.

There is talk about the costs of gearing up for the monitoring. If a district is trying hard, why is there a need to gear up? It falls down to money. If you are going to decide between maintenance items and impacting delivery to our students, the maintenance is going to go. If it is a decision between cutting services to our students and not keeping the documentation up, it is going to be the documentation that suffers. I think that is a problem that will continue for some time to come.

I attended the meetings with the monitoring team in central administration before the monitoring and post-monitoring reviews. If you want a verbatim quote, "The team was very professional, very courteous, very thorough. The comments were positive, constructive, and to the point."

Students often react to what we expect of them. If we let the students know we expect them to fail, they are likely to fail. If we let them know that we expect them to succeed, they are likely to succeed. I think that has been proven.

ASSEMBLYMAN NAPLES: There's a better chance. Let's put it that way.

MR. LINDQUIST: In preparing for our monitoring, Dr. Thomas met with each of our staff. He shared the positive idea that monitoring was a fact of life. It is something we are going to face. It is something we are going to pass, and it is going to reaffirm our efforts. He modeled a positive attitude, and this was adopted by our staff.



That brings up the first positive aspect of monitoring -- experienced in our district -- that the entire staff was unified. They were unified in reaching out for a common objective. Now this was a fact solicited from staff members after monitoring was completed. These were comments that our staff submitted and signed their names to.

As part of this process of working together as a team, I think everyone gained a little respect for other areas in our district; not only the teachers and the administration, but they also gained respect for the custodians, the maintenance workers, the paraprofessionals. People realized the importance of those positions in our district.

Another benefit: Our teaching staff became more familiar with the curriculum. This was reflected in an improvement in the lesson plans. Our "Guide to Curriculum Delivery" was rediscovered. Everyone had read it, but it was brought to the surface again. Teachers became more aware of what they were teaching. Our closets were cleaned out. Unused materials were discarded. And as I said before, the backlog of maintenance work orders was addressed.

In all, the process gave us a sense of pride in what we were doing and what we were trying to achieve. I think the students were well-aware of our efforts. I think our parents were made aware of our efforts, and I think they showed the pride that our staff felt in passing the monitoring.

There were some negative aspects of the process. It is very expensive, in terms of time -- staff time -- effort, and money. The preparation of the tremendous amount of paperwork is taxing on our people and on our resources. More disturbing is, during the cleaning and repairing and preparation meetings, sometimes we dropped our focus from what it should be on, and that is our children. This was partly due to the level of emotion and the stress of being monitored. No one wanted to be the person who slipped up and stumbled and

caused their building or their school to fail and join the 34% of the schools which failed.

Monitoring is just another process in the business of education which we face and we learn from. A few suggestions for improvements, again mostly in the area of regulations that the monitoring team has to enforce, not against the teams themselves: Primarily, the relaxing of restrictions on classroom use. Dr. Thomas mentioned the example of a choral instruction room, a home ec room, a stage. There is no reason why the table and chairs in the home ec room cannot be used for other classes.

Allow for the flexibility of particular structures when it comes to safety issues. A child's creative mobile hanging from the ceiling is not always going to interfere with the fire suppression system. Sometimes we do need locks on cabinets for secure storage for valuable equipment. Some of the staff spoke up and said that they would like to seek ways for the classroom observations and interviews to be less disruptive.

Another item which required a lot of time and money was the documentation the format expected. We expect our students to use their critical thinking skills, to adapt, to make what works for them as individuals. Our schools should be able to adapt, to use what is best for them.

In summary, I think the process of monitoring can be stressful and frustrating, but enlightening and very helpful. I think I should continue. I hope our comments will help the process to continue and to be refined and improved.

Thank you. Questions?

ASSEMBLYMAN NAPLES: Thank you very much.

ASSEMBLYMAN MORAN: Thank you for coming.

ASSEMBLYMAN NAPLES: We were kind of concerned about the weather. Your presentation was excellent. We appreciate it. We will get back to all of you.

Next will be John Garrity, Superintendent, Pleasantville School District.

J O H N F. G A R R I T Y: Good afternoon, and thank you for the opportunity to address you. You have been here for a long time -- six hours or so -- so I am going to make this real short.

ASSEMBLYMAN NAPLES: We appreciate that.

MR. GARRITY: First of all, I am probably the Superintendent of the only district in this auditorium, and have been all day, who has gone through Levels I, II, and III, and made it. Okay? We are now a certified district, and there have been a number of positive things which have come about as far as monitoring is concerned.

I would say, number one, that we are forced to plan better than we ever did before. I think the second thing is, it provided an impetus for a reorganization. We got some staff positions, supervisors, and as a result of that, better evaluations.

Perhaps more important than anything else, in my opinion, there is a focus on staff development that we didn't have before. Student and staff attendance improved. Some speakers talked about what their scores went from. We went from, in some cases, 18% and 20% of our kids passing some five years ago, and now we have over 80% in math and 90% -- above 90%, 94% -- in reading and English.

What has been the impact? I think there has been a significant positive impact. When the Commissioner of Education, Commissioner Cooperman, came in September and personally handed us our certification, it was euphoric. It was a fantastic day and a great way to start our school year.

But the thing that I would also address to you is, there has been a penalty that has been paid in those five years. Part of the penalty, in the case of Pleasantville, has been the loss of over 40 good staff members. To some extent,

when you come into a district day in and day out, everyday, and have to face the problem that you are trying to mount and rise up to a standard that is extremely difficult-- We have a 90% minority population in Pleasantville. We want high standards for our kids. It is not the high standards that we question. When we went from Level I to Level II as a result of nine students not passing in 20 classrooms -- we had 10 third-grade and 10 sixth-grade classes-- If nine students out of those 20 classes had passed, we would not have gone through the labeling. Negative labeling is, to me, the most significant impact of a negative fashion on monitoring.

The second thing is equity, and John Patrick raised the question a little bit earlier when he talked about, how long do we have-- We don't want to change the standards, but how do we arrive at that standard? I am going to give you two quick suggestions here: First of all, I think what is happening in the monitoring process can happen with a lot less impact on school districts, if we just utilize those procedures that are already in place. Specifically, right now, we have to have an annual plan that requires us to submit objectives for approval to the County Office. I have to have, in our district, a facilities objective, because we have substandard facilities. My point is: Why can't we use that same process if, in fact, as the county monitors, and they get a tremendous amount of information from us regarding our personnel, in terms of fall reports, in terms of end-of-the-year reports and attendance-- Why can't we use those objectives which we have to develop anyhow to address the areas of concern? I think we can get the same level of intensity in terms of commitment from a school district, if it has not been giving us that, through that same process.

The second thing is: County superintendents approve our budgets. Technically, I believe -- and I am not certain of this, and if it isn't in the law, I think it should be -- one

of the easiest ways to address the issue of, "Well, we have to have monitoring in the form that it is now to induce some school boards to put up the dollars--" I say, why not have a county superintendent say, "You have to have a guidance counselor in those elementary schools, and I don't see the money in your budget for it. Therefore, I am not approving it," and sent it back? Can that happen? I think it can; I think it should; I think that is a real possibility.

The impact of dollars cannot be lost here. There are two pieces to that: Right now, I am meeting-- At 5:30 tonight, I have a meeting with our Board. I have to prepare for the possibility of a \$2 million cut in our budget. That is what we will lose if we are funded at the same level as we were funded last year. If I have to lose \$2 million, all the things we have been working for are blown. They are right out the window.

Now, we have, for the first time this year, an elementary guidance counselor -- the first time. We have, for the first time this year, two science, what we call resource teachers, who go to the elementary schools and do "hands-on" demonstrations for kids. I have to go to the Board tonight. In fact, I have a list, and we are going to sit and prioritize. That prioritization has to include many of the things that we fought for to get through the monitoring process. So if, in fact, we don't get that, if that funding does not come through, we are at a loss.

I have to say one thing about facilities: I think our Board of Education has worked very, very hard to provide what we need for monitoring. We are now in the process of trying to build two -- almost one new elementary school in addition to another. But if we don't address the issue of the fact that we are now 14 months for a seven-room addition, waiting for the Division of Facilities to get that approval, then this whole monitoring issue sort of goes by the wayside. There has to be some monitoring someplace else.

My answer to all of this is quite simple: Let the County Offices, which I think do a superior job-- I mean, I think we achieved the results that we did in Pleasantville because we had a positive working relationship with the County Office and, in fact, we looked at it that way. We didn't look at it as a negative. But they don't have near the resources.

When we went to Level III -- and I don't know how familiar you are with Level III-- In Level III monitoring, an outside team comes in to take a look, presumably to be able to tell you how to fix your problem. Well, quite frankly, that team comes in, they do their job, and they leave. You never see them again. The impact of Level III is sort of blown away because there is no consistency to it.

Now if, in fact, in the County Offices there were people there who could help us, instead of telling us, "You have a mobility problem" -- which we already knew-- These people came in from all over the State and various places to tell us that. We knew that. If they would tell us what to do to help that-- To the extent that they can, they help us. There is no question about that. But where are the experts? Where are the experts in urban education in our State? They do not exist. If we don't deal with that issue, then the monitoring really doesn't make a whole lot of sense.

Thank you for your time.

ASSEMBLYMAN NAPLES: Thank you. Thank you very much.

DR. ROSEN: The next one should be Mr. DeConde.

ASSEMBLYMAN NAPLES: Yeah, I have him here. Ron DeConde graciously agreed to let another person -- Dick Saxer, I believe -- testify in his place, so now we are coming back to Mr. DeConde.

MR. DeCONDE: Yes, thank you. I am younger than Dick Saxer, and better looking, so he told me if I went on last it would be to my benefit.

ASSEMBLYMAN NAPLES: Okay.

MR. DeCONDE: I am the Superintendent of the Central Regional School District. I would like to make some prepared remarks. I thought about changing the remarks after listening to several types of testimony today, but I think what I had to say originally comes from a little different perspective, so I want to stick with what I had to say originally.

ASSEMBLYMAN NAPLES: Excuse me. Can you all hear back there? (affirmative response from audience) Okay.

MR. DeCONDE: I started by saying, "Does the State T&E monitoring really matter?" More specifically, "Does the current monitoring system make an appreciable difference in improving the quality of education in school districts within the State?"

Speaking as an educator in the State for the last 25 years in various capacities as a teacher, assistant principal, principal, assistant superintendent, and now superintendent of a local school district, I can, without reservation, support the monitoring system and the accountability that it holds for school districts.

Education has undergone many changes in New Jersey during the past 10 years, most of them, in my estimation, positive. We have spent the last few years heavy into reforms of all kinds and the pressure to work better and smarter continues to bear down on everyone in education. I doubt if the situation will ease or if we will ever go back to the good old days. Another wit has commented, "The nice thing about those good old days is that they're over!" and thank goodness.

Accountability is here to stay, and education is, and will be, better for it. The monitoring process is, in my judgment, an integral part of this accountability system. That does not mean that the present system is perfect and does not need refining. It does, but the basic system is sound and should not be dismantled.

As a school administrator, I have been directly involved in the monitoring process, the first time in 1984, and

just recently, in December of 1989. Each time our district passed, although the second time around monitoring was much more rigorous and difficult than the first time around. I can't report to you any horror stories or incidents on the process during the monitoring visit. Our district was well prepared, felt that we were doing a great deal of good, sound educational things within the district, and believed there was no reason why we would not pass.

Yet, we were very concerned that a missing policy, one missing piece of curriculum, some special education records with missing dates, a legal advertisement not published in a timely fashion, would lead to failure, none of which measure the quality and effectiveness of education in our district. Having this trepidation, we, like many other districts, went to excessive lengths in preparing for the visit.

This sense of false paranoia that prevailed in my district, at least in part, was due to the perceived impression that the State Department was inflexible and insensitive to the needs of local school districts, and the monitoring process would be used in an arbitrary manner in evaluating districts. The arbitrary pass/fail system of the indicators used in the system supported this belief and the large number of school districts reported as failed, added to this concern.

These beliefs, along with our district wanting to do the best job possible to prove that we had a sound school system, collectively raised our district's "level of concern" to a "level of anxiety." Our concerns were unfounded. We successfully passed monitoring, and I strongly believe that, for the most part, the monitoring system has made us a better school system.

The process involved in preparing for our monitoring experience brought the Board of Education, administration, teaching staff members, and noncertified employees together in a team effort, working cooperatively towards the goal of



passing monitoring and ultimately making the district a better place for youngsters to learn. School districts not having this integral interconnecting support system from top to bottom, including adequate financial support for programs and adequate staffing, in this administrator's view, will have a difficult time providing the necessary ingredients that would lead to a positive monitoring experience.

Therefore, let's put politics aside as you listen and take testimony here today. The present monitoring system provides a structure that if used as a diagnostic tool provides a meaningful gauge in which to measure the growth and improvement of a school system over a period of time. In this regard, I would strongly urge you to consider adopting the recommendations that will be presented here today from the New Jersey School Administrators Association, which I may add Dick Saxer presented earlier this morning.

Lastly, to those who are, or who will be responsible for future monitoring, there is a saying that, "It is possible to get so much more done with a kind word and a gun than it is with a gun or kind word alone." Leading school districts towards improvement takes both strokes and pokes. Adding balance and alternating the two will enhance the outcome in the monitoring process.

Thank you.

ASSEMBLYMAN NAPLES: You piqued my imagination here, and I am going to ask this question, at the same time hopefully giving the remainder of the speakers some direction and asking you to focus on this: I mentioned previously that I thought that sometimes the State Department of Education -- no, oftentimes -- got involved in the hows, in contradistinction to the whats -- what to do. Set broad parameters, and leave the hows up to the professionals in the local school district -- the LPA.

Are you going so far as to say that the State should be involved in the hows?

MR. DeCONDE: Let me say this, okay, speaking as an administrator who has--

ASSEMBLYMAN NAPLES: It's a tough question.

MR. DeCONDE: --a great deal of experience: I have a certain style about me in managing and administering, and there are over 600 school districts in the State of New Jersey. Certain things can be done at the local level. I do feel at times that people have to be prodded into doing things. The status quo is very hard to change, and I personally feel -- I am speaking for myself personally as an administrator -- that you do need someone above you who sometimes has to have a carrot in one hand, and a gun in the other hand, and be able to use both of them alternately. But you have to make sure that the gun is loaded -- okay? -- because you are going to use it.

I have some concerns about some of the initiatives that the State carried out over the last few years, but on the whole, I have to say that the State of New Jersey is better for it.

ASSEMBLYMAN NAPLES: That's what we are here for, Mr. DeConde. Thank you very much.

ASSEMBLYMAN MORAN: I just want to make one comment.

ASSEMBLYMAN NAPLES: Jeff, go ahead.

ASSEMBLYMAN MORAN: First of all, it's great to see you. You know, it's interesting. You talk about the carrot and the stick and the gun. But, you know, as legislators, there isn't a session day that goes by that we don't vote yes or no on a particular piece of legislation that doesn't have where the local school board or the municipality has to carry the financial burden of the decisions we make.

You know, when monitors come in and say what should be done, and you know and I know what should be done in the schools, they're right. Yet, when you go back to your Board that evening and explain to them that you have to do X, Y, and Z, they look at you, as the superintendent, and say, "Okay,

Ron, no problem. Where are you going to get it in the budget? Transfer the moneys. Let us know, we'll have the business department--" Then, two weeks later, when you meet again with the Board, and they say, "Well, Ron, how did you make out?" you say, "Well, we don't have any money."

MR. DeCONDE: Yeah. People believe that you--

ASSEMBLYMAN MORAN: The Superintendent of South River has \$19,000. You know, I can't wait to say my Hail Marys and Our Fathers for you. The fact of the matter is, you can carry out the intent of the law, providing we provide you with the dollars to do it. Otherwise, it is not worth the paper it is written on.

ASSEMBLYMAN NAPLES: You're exactly right.

MR. DeCONDE: But at the same time, you have to be able to make decisions and change directions, depending on the money you have available. What you need is support. You need a support system; a positive support system, not just from the State, but right down to the local level and boards of education. I think one of the recommendations the school administrators are recommending is-- One of the recommendations, I believe, is having an accountability factor built in for local boards of education.

In our district, we are fortunate to have had a very supportive Board of Education over the last few years. You can't do what you do in monitoring without having a cost, and it is a financial cost, aside from a commitment of cost in time, too.

The other thing I have to say is: Some comments were made about money and the cost. The cost was expensive, but if you take a look at Middle States-- The last time we went through Middle States eight years ago, it cost our school district over \$20,000. My personal feeling is that the monitoring the State has now has more teeth in it, and is more valuable than Middle States, if you come right down to it. I

think you have to think about that. We are going to be going through Middle States in another two years. We are going to spend in excess of \$20,000, \$25,000. It is something to think about.

Thank you.

ASSEMBLYMAN NAPLES: Thanks a lot, Mr. DeConde.

Let me just throw this out to you, too, and I would hope you would incorporate this into your dialogue: If you don't think I am spent here-- I am going to tell you why. I am not trying to conjure up any sympathy. It is very difficult to sit here and try to be fair and objective of everybody with conflicting points of view. It is an emotion-laden issue. Anybody who tries to tell you differently is kidding you.

But, one county superintendent in a district in South Jersey -- I won't mention the name; it was one of the monitors, it wasn't the county superintendent -- told me this, and I would like to have some of your comments along these lines. I think Dr. McCarroll will probably be addressing this, because we have talked about this. There could be some truth; there may not be. But this individual said that a lot of local school districts will take the reporting requirements from the county superintendent, emanating with the DOE, of course, County and Regional Services, embellish the process, put that in the vernacular, make four forms out of one, and then blame the county and the State. Some districts are justified in blaming the county or the State. Maybe the State and the county happen to be justified in blaming some districts.

Why don't you address some of your comments to what I just said here, because it is going to come out sooner or later?

Oh, before we go on, I just have to indicate the presence of one more dignitary from the State, Barbara Anderson, Mercer County Superintendent of Schools, and I'm not crazy, boy.

ASSEMBLYMAN MORAN: I didn't say he was. The hospital said it.

ASSEMBLYMAN NAPLES: Next, Eileen Smith-Stevens, Superintendent of Schools, Rumson Borough. Dr. Smith, welcome.

D R. E I L E E N S M I T H - S T E V E N S: Thank you. I want to thank you for this opportunity to provide some input on the topic of the T&E monitoring process, as it is now being conducted, and to add that I admire the time you are committing to this, as well as the time that my colleagues are committing to this important issue.

The Rumson School District was successfully monitored in October 1989. Not only was the process a success--

ASSEMBLYMAN NAPLES: I missed that. What year, Doctor?

DR. SMITH-STEVENS: In October 1989.

ASSEMBLYMAN NAPLES: October '89, okay.

DR. SMITH-STEVENS: Yes. Not only was the process a success in terms of "passing" all of the 43 indicators and 10 elements, it was also successful in terms of building a community of interest. Unfortunately, because of the stories that had circulated about failures across the State, some of that community of interest was in protecting ourselves and our reputations.

Prior to the on-site monitoring, a "we/they" attitude of district versus monitors developed. Our pride in the district and in ourselves may have been at the root of this, or the many horror stories generated by all of us involved in the process, from the highest level in the Commissioner's office to school children who misunderstand the purpose of the on-site visits, could be at fault. The growth, size, and color of Paul Bunyon's Babe, the blue ox, has nothing on the apocryphal stories of monitoring, the second round.

I am sure you've already heard many of these stories, and will continue to collect them as these public hearings proceed.

Our biggest success story from monitoring was in the actual on-site visit, when in three days our Monmouth County Superintendent, Milton Hughes, and the monitoring team, managed to dispel any adversarial feelings along with all of our pre-game jitters. The professionalism, support, and interest of the county monitoring staff was very positive and reinforcing. For the first time for many of our employees, the "County Office" became real people. The exit conference was indicative of the tone of the entire monitoring. It was positive, complimentary, even laudatory, none of which appeared in the final report. Why? If you find good practices, can you not commend them as quickly and openly as the Department requires inadequacies to be pointed out for public correction?

Since we all know that what gets examined gets done, the concept of monitoring progress toward educational goals is a good and accepted one. On behalf of the teaching staff of the Rumson School District, however, I take exception to the notion that instructional time was ever spent on preparing for monitoring or that people were "spending the vast majority of their school days on compliance to the exclusion of education."

In our case, administrators and secretaries spent hours and hours, in fact days and weekends, in overtime preparing for the heavy burden of documentation. Our school custodians were another group who committed a great deal of overtime to preparation for monitoring. Our teachers did devote hours of faculty meeting and team meeting time to prepare for monitoring. And one result of that preparation was a much wider grasp of the full picture of the educational endeavor by each member of the team.

With the advent of a new Commissioner, I would hope that we will be able to move from a checklist approach to education to a less controlling one in which the keystone is quality. If I have a single most critical comment about the current monitoring process, it is that quality is never an

issue. For example, the present process allows for no recognition of the tremendous improvement achieved by some of our urban schools in the face of incredible odds.

In this age of participative management, a more successful and accepted model of monitoring education might resemble the Middle States approach. If every school had to examine its philosophy in light of district and State goals, as well as the 10 elements of a thorough and efficient education, appoint self-study groups, spend a year to a year-and-a-half in quality preparation, invite a visiting team from the County Office of the State Department of Education to examine the school's achievement and make commendations and recommendations and then spend another year framing an action plan to address the recommendations, we could advance collaboration and greater local initiative and lessen the adversarial relationship, and do it every 10 years.

ASSEMBLYMAN NAPLES: Ten years?

DR. SMITH-STEVENSON: Finally, I would like to suggest that the concept of passing or failing monitoring is flawed. Rarely does a school "fail" a Middle States evaluation. What we have is another example of nonproductive competitiveness, such as the urban against the suburban districts, the haves versus the have nots, and now, those which failed versus those which passed monitoring, not infrequently for reasons only peripherally related to the process of education.

Thank you.

ASSEMBLYMAN NAPLES: Doctor, let me just say this: You quote-- I don't mind you being critical of me -- I am wrong once in a while -- but you mentioned that you took exception to a statement, and you pretty much repeated verbatim what I said. I think, in a sense, you verified what I said. Rumson is a very, very wealthy district which could afford that overtime. Trenton, Camden, and a lot of suburban districts could not afford that overtime. Consequently, in order to be

compliant, districts might have to spend so much time on compliance, and inasmuch as there are so many hours in a day, it might have to be to the exclusion of education per se.

I just saw some practice in the hall; a young lady walking by twirling a baton, which I think is as much a part of education as something which goes on in a classroom per se. Some districts are in that bind. As Assemblyman Moran has stated, we have to have tax reform and a reform of the school funding formula, in order to bring to fruition for every school district what you have done for Rumson. You have done a fine job.

DR. SMITH-STEVENS: I'm sure that's correct, and I absolutely agree with you.

ASSEMBLYMAN MORAN: Thank you, Doctor.

ASSEMBLYMAN NAPLES: Okay, very good. We're moving along. Dennis Kelly, Superintendent, Ewing Township Public Schools. Dennis, how are you doing?

DR. ROSEN: And Bruce White, a Board member, is with him.

ASSEMBLYMAN NAPLES: Well, Bruce is my man. He gets all the time he wants.

D R. D E N N I S G. K E L L Y: That won't be necessary -- that extra time for Mr. White. He has already been coached to limit.

Good afternoon, gentlemen. I am Dennis Kelly, Superintendent of Ewing Township. I appreciate the opportunity to present to you some of my feelings about the current state of monitoring in New Jersey. Let me begin by sharing with you what I think monitoring does and does not do for school districts in New Jersey. Here is what monitoring does:

1) Monitoring does take enormous amounts of time, energy, and resources from school districts. Ewing Township schools are due to be monitored in December of 1990. We have been preparing for monitoring for over a year now. We have a



sizable group of teachers and administrators who work together to prepare the district for monitoring. We plan on passing. Several of our key administrators spend inordinate amounts of their time preparing. Portions of all of our faculty meetings and management team meetings are devoted to studying and preparing for monitoring, usually one element at a time. We have become accustomed to preparing to answer questions like, "Who is your 504 officer?" "Describe your curriculum delivery system," and, "What is the difference between an educational goal and an educational objective?"

We have thought very often this year about what we might be doing if we weren't being monitored. We know the answer to that question. We would be doing a much better job preparing to put together a \$20 million referendum to improve our deteriorating buildings in Ewing Township.

A second thing that monitoring does-- Monitoring does cost money. In some instances, particularly in Ewing Township, it is going to cost big money. We have in our '90-'91 budget earmarked in excess of \$800,000 directly relating to items, most of them facility items, that were listed on a pre-monitoring survey we had done last summer by a team from our county superintendent's office. Some of those items were acceptable when we were last monitored five years ago, but the rules and regulations have become more restrictive and, as a result, monitoring has become more expensive for school districts.

We asked ourselves at more than one budget meeting this year if the funds we designated for monitoring might not have been spent better on more directly improving instruction for students. We know the answer to that question, too, is, "Yes."

The third thing that monitoring does, in my opinion, is, it duplicates effort. Each year we complete dozens and dozens of State and Federal reporting forms in Ewing Township.

What happens to all of that information? I question at times if anybody ever reads any of that stuff.

ASSEMBLYMAN MORAN: Excuse me. There aren't enough people in the world to read all this stuff, including China.

ASSEMBLYMAN NAPLES: Even if we put it into Chinese, too.

DR. KELLY: How much monitoring has already been done really, in one form or another? How much overlap is there between State and Federal reports and Middle States, and how much does monitoring just become a complicated, sophistic form of paper shuffling? Here are a couple of things that monitoring does not do:

The first thing, unfortunately, is monitoring does not ensure quality. There is currently no direct relationship between those districts which pass monitoring and quality educational programs. Some very good school districts fail monitoring, and some lesser districts have passed. Some districts have failed for very questionable reasons. It all relates back to the process. Very few of the elements in monitoring relate to quality. It is a process designed to regulate education, not to improve it.

One thing that monitoring does not do is, it does not improve classroom instruction or curriculum in our schools. Monitoring doesn't get at what is most important in our schools. It doesn't evaluate or improve teaching. Instead, it checks the paperwork/teacher certification. It doesn't improve curriculum. It only checks to see if districts have courses of study in the right format in mandated programs.

And the third thing that monitoring does not do is, it doesn't improve professionalism or collegiality among the ranks in education. That could be good or bad, depending upon your philosophy. I think it's bad. It runs counter to probably the most pervasive educational trend in our country today, and that is empowering teachers and going to site-based management.

Monitoring empowers only one group of people, and that is State officials. It is a classic example of top-down, bureaucratic, "I gotcha" type of management. It helps to continue, in my opinion, to perpetuate a cynical feeling among educators that the State Department of Education isn't really here to help anyone. And that is extremely unfortunate.

The problem isn't with the people we have, but with the process. We have excellent people in our county superintendents' offices. They are much better, and deserve a much better process to work with than the one that has currently been given to them.

Let me conclude with a suggestion to you on what could be done, and what I think should be done with monitoring. Lee Iococca has built a career in the automotive industry around telling the truth; looking the consumer straight in the eye and saying, "Folks, we have screwed up, and here is what we are going to do to solve the problem." You could start out with a public acknowledgement that while monitoring is, and should be, a valuable tool to assess schools, it is currently a flawed, screwed up process."

Next, declare a one-year moratorium--

ASSEMBLYMAN NAPLES: As applied?

DR. KELLY: As applied. Next declare a one-year moratorium on the monitoring of public schools in New Jersey. Then create a blue-ribbon panel empowered to write a specific plan for reorganizing and revamping the entire monitoring process. Keep what works streamlined and simplify the rest, and in particular, involve more people at the local level. Then start all over again in one year with an improved product.

Thanks you permitting me to share my ideas with you.

ASSEMBLYMAN NAPLES: I just want to say that I am pleased. Dr. Smith-Stevens and Dr. Kelly almost made, in essence, diametrically opposed statements. Each is totally qualified and totally dedicated to his and her school system.

This is what I want; what I said in my statement, a controlled cross fire to find out wherein lies the truth.

I want to tell you, it is not the first time I heard that statement, Dennis. I mentioned a while ago that a lady I was dating at the time gave me the idea three years ago. I did not know at the time about what might happen in education. She said almost essentially what you have said, and I thought she was talking blasphemy. That is something we might have to take a look at. I don't know; I don't know.

I am learning so much here that I can't believe it. I thought I knew-- A lot of people will say I think I know it all, but I am learning one hell of a lot here, and Jeff has remarked similarly. Your statement is very, very well taken. I think at the end of five weeks, if I am not punch-drunk, perhaps we can come up with a solution together. Thanks a lot, Dennis.

Jeff? I'm sorry.

ASSEMBLYMAN MORAN: No, no. Real quick: I don't think what you have said is that much different than what Dr. Smith-Stevens said.

ASSEMBLYMAN NAPLES: No, essentially.

DR. KELLY: No, I would agree with 90% of what the person--

ASSEMBLYMAN MORAN: You know, from one who has experienced it, I think, you know, looking at the reactions and the county superintendents who are here -- and I commend each and every one of them for taking the time out of their busy schedules to be here-- Maybe we thought we were going through that process, because I know in detailing with my county superintendent, I always felt he thought he was; that periods of time during the process that I had met with the Commissioner, and the Commissioner was right here in this facility -- right in this building on two different occasions -- to meet with me on different things-- He always thought

that everything was hunky-dory, rosy, and was going well, until other situations arose. He would call me and say, "You know, Jeff, I think we made a mistake," but the problem is, it never went any further than that, you know. "But don't tell your superintendent, and don't tell the principals, because, my God, I don't want them to think we're making any mistakes--

ASSEMBLYMAN NAPLES: Right, right.

ASSEMBLYMAN MORAN: --"but it will be corrected." And it wasn't intentional; it was an honest mistake. I think that is why Chrysler is successful today, because to be successful the first thing you have to do is say, "Do you know what? We've made a mistake."

You know, when you and I went to school, this is the way they did it. You know, it isn't that much different today than when you and I went to school. One thing I can remember about when I was a teacher is, I always used to try to do things that I liked when I was a student that teachers did. When I became a supervisor, I told teachers to do that. "Do something until you get caught. If it works, keep on doing it, and when I leave, do it again."

When I became a building administrator, I used to tell my supervisors, "Tell the teachers this, that, and the other thing, but make sure that if it is really that bad, don't get caught, if it works." You know, if you do that, when the monitors come in, they say, "Keep on doing what you're doing, but if it is wrong, don't do it." That has some merit to it. But if it works and it is wrong, then guys like us have to change it.

What happens is, the process of changing it doesn't come from people like us; it comes from board members -- not local board members, but State Board members -- and it is as difficult for us to get to them as it is for you.

ASSEMBLYMAN NAPLES: You can bet your boots on that.

Let me just come back to this: You really should have dropped the biggest bomb so far, Dennis. I'm saying that most superintendents who essentially agree with you, would probably not hold with that moratorium. But I think that you are all alike, in that you are mutually committed. I think that lays the groundwork for truth and, hopefully, some reform to come out of these hearings.

I am just wondering what my concluding statement is going to be on April 3.

DR. KELLY: Well, if you admit that it is a flawed process, how can you move forward with it and judge districts?

ASSEMBLYMAN NAPLES: I don't know; I don't know. I want to find out, though.

DR. KELLY: Thank you.

ASSEMBLYMAN NAPLES: Okay, thank you. Bruce White, member of the Ewing Township Board of Education, Mercer County, 15th District. Bruce, welcome.

**B R U C E J. W H I T E:** Good afternoon. My name is Bruce White. I thank you for the opportunity to testify, and commend you, the Assembly Education Committee, for having the foresight to hold public hearings on this controversial issue of educational monitoring. It is your task to provide us with the legal framework within which our schools function, but our shared responsibility to enforce the body of law which "provides all children in New Jersey the educational opportunity which will prepare them to function politically, economically, and socially in a democratic society." Of course, I know you are familiar with those words, because they are from the law. The question I think we have at hand in New Jersey is not what has to be done, but how we are going to accomplish this goal -- this goal that has been codified into our law?

As a principal with the Mercer County area vocational schools, and as a six-year member of the Ewing Township Board

of Education, I have had the opportunity to live educational monitoring from two different perspectives.

In January, the district in which I am employed successfully passed monitoring. In December of 1990, the Ewing Township public schools will be reviewed. In each situation I have observed Ms. Barbara Anderson, our County Superintendent, and her staff, as professionals in the truest sense of the word. I would not want my comments to be misconstrued as a reflection on the personnel--

ASSEMBLYMAN NAPLES: She is writing down everything you say right now, Bruce.

ASSEMBLYMAN MORAN: It's on film, Bruce.

MR. WHITE: Is she?

ASSEMBLYMAN MORAN: You can watch it tonight on TV. It's on late.

MR. WHITE: On the existing monitoring system we have, I think the system needs the review. It is my opinion from both perspectives that we do not need a statewide monitoring system for all districts, on top of that which we already have. Presently, the State Department of Education has in place the 1980-1990 Annual Collection Data Plan; a listing of over 170 different reporting documents required for submission to the State by a typical K-12 district. Among those reports are the Current School Enrollment Data Report, the Adult Basic Skills Program Report -- Part B Form -- the Refugee Student Plan, and this one, I am not sure what it is, the Transmittal Form Summarization Application -- 407-2 Form -- and on and on and on.

As a principal during the 1988-1989 school year, I and my staff were personally visited, observed, questioned, and evaluated by the Asbestos Abatement Office, the New Jersey Right to Know Office, the New Jersey Department of Environmental Protection, and the Federal Environmental Protection Agency, the New Jersey Office of Equal Opportunity,

The Federal Occupational Safety Hazards officials, the municipal Health Department, the local Fire Department, and I think I missed one or two. After the reports and after the visitations, I then sat down and began to prepare for monitoring.

Let's get serious! In excess of 170 reports and on-site inspections from different specialty agencies, and then monitoring. Last year, I even got to see some students and sit down with some teachers.

I propose with the exorbitant number of reports and on-site demand inspections, do we need monitoring as we know it for all districts? Careful data analysis and interagency reporting would eliminate duplication of efforts. Careful and accurate data analysis of the 170-odd State reports should provide an accurate assessment concerning the status of local districts. If this is not possible, then I ask you the question: Why is all the data being collected? And, is this data being analyzed? Is the correct information being required, or do we have a system where reports are written, reports submitted, reports reviewed, and then reports written on reports submitted and reviewed?

The various professional associations throughout the State of New Jersey hold special seminars on how to pass monitoring. Seminar content usually consists of a review of the most frequently failed monitoring indicators, inconsistency of the review process from county to county, how to write for the monitoring team; and what to do when the team arrives on-site.

The reality exists where school officials from certified districts are interviewed by school officials from neighboring districts preparing for monitoring. Homemade monitoring checklists and monitoring passage manuals are circulated from district to district. A new standard is emerging on the horizon with the schools in New Jersey: pass



and comply, comply and pass, strive to meet the 40-some-odd indicators and the 10 elements of the inspection teams. Creative local initiatives are buried in the paper war pursuit of monitoring certification.

I say to you, it is time to declare a monitoring moratorium; time to study not necessarily where we have been, but more importantly, where we are going!

Time to create an independent Assembly and Senate education-sponsored committee on the status of implementing the monitoring law in our schools. Time for a committee composed of representatives of the education communities, industry and business, intergovernment agencies, and citizens at large.

Time to self study the weaknesses and strengths. Time to eliminate duplication of efforts and wasted resources. And, more importantly, time to return to our objective of students as our number one priority in New Jersey schools.

Thank you.

ASSEMBLYMAN NAPLES: Thank you very much, Bruce

ASSEMBLYMAN MORAN: Bruce, good job. I'm proud of you.

MR. WHITE: Thank you.

ASSEMBLYMAN NAPLES: I remember the day that Dr. Morgan, you, and I met with Vince Calabrese. I wanted to kill somebody that day, but I didn't know who to kill. I'm still frustrated, Bruce -- not you, but somebody else.

I am going to go out of order. Esther Fisher, a teacher -- and we are happy to have a teacher here -- from Central Regional High School. Welcome!

E S T H E R F I S H E R: Thank you. Good afternoon. I feel a little bit like a fish out of water here today, being the only teacher among all the supervisors and administrators.

ASSEMBLYMAN MORAN: I'm still a teacher at heart.

ASSEMBLYMAN NAPLES: We're all teachers.

MS. FISHER: All right. Let me say this: I think the intent of monitoring is good, but I think the implementation

has become a monster. I am a teacher at Central Regional. This is my 28th year at Central Regional, and I am the senior high building representative for the Central Regional Education Association.

You heard Betty's statement this morning that some of the teachers really wanted to insist on confidentiality, because they are afraid of open testimony. This is not the fact with me, but there are teachers who are afraid. When I lunched with some superintendents this noon, they said, "Certainly the teachers cannot be that secure in themselves, if they are afraid to come out and speak their minds."

But I don't believe that teachers are unique in this. I believe wherever you are, there are people who will talk about a situation in their workplace among their colleagues, and to their colleagues, but they will not speak to the boss directly because they do fear repercussions. They would probably have to close the school at Central to get rid of me, and I do want to thank my Superintendent, Ronald DeConde, for granting me a professional day to come here today.

I don't think the professionals need to fear monitoring. However, the process should be a help to us, to help us to identify where we need to go. It should not double up on the amount of paperwork. As I see it, as a local teacher -- and again, I do not think I am unique-- Talk to teachers across the State and they will say, "Monitoring, oh! The paperwork that has been generated is almost unreal." You heard people talk about the cost of Middle States, and I think Mr. DeConde mentioned the cost is approximately \$20,000 for Middle States' evaluation. I believe you can take that four or five times, or more, for the cost of monitoring. I do not believe that is an exaggeration.

As an example, we did a mock monitoring process at Central. This is just a sample of the paperwork that was for the mock monitoring team. (demonstrates)

ASSEMBLYMAN NAPLES: How many elements would that entail?

MS. FISHER: I believe this is the whole manual for the evaluation of local school districts pursuant to the public school--

ASSEMBLYMAN NAPLES: No, I know how many there are, but the paper you have beneath you-- In other words, would that take up three elements, two, what?

MS. FISHER: I have no idea, because this was given to me by a member of the mock monitoring team. I didn't understand it, and they told me quite frankly, that they didn't understand it either.

ASSEMBLYMAN NAPLES: A lot of people don't.

ASSEMBLYMAN MORAN: We just figured it out.

ASSEMBLYMAN NAPLES: Tell me about it.

MS. FISHER: We had eight teachers, two coordinators, and two principals involved for five days in mock monitoring. Now, last year, when I asked for a new text for a course in world geography, and I had three classes of that course, I received two sets of books -- a new textbook in geography. For the third class, I had to use an old set of text, because the school did not have the \$450. And yet, to pay for eight teachers, for five days of mock monitoring, the substitute costs alone were \$2880 -- just for them to be out on the mock monitoring process.

The number of observations so that the teachers will sense that they really should be on their toes and do what they should do, has increased. I went through my files just this morning. I cannot account for the years 1962 to 1970. I don't know what happened. But from 1970 to the spring of 1988 -- 18 years -- I have 44 observations on file. In just these last years -- I should say year-and-a-half, because this year is not yet over -- I have 10 observations on file.

As far as occasional absenteeism is concerned -- and

you heard Betty mention that this morning -- the State says, six or more days is not occasional absenteeism, six or more consecutive days. If a teacher is out for 14 professional days -- and this has happened -- this is not disruptive; it is not excessive. If a teacher misses 18 days, six days three times, this is not excessive nor disruptive. But if I, who have accumulated over 119 days and have been allowed 10 by our contract, would miss seven days over the course of the year, one or two at a time, this is excessive and disruptive.

The number of memos that came out was unreal. I wish I had known you were going to have these hearings. I would have saved the paperwork. Sometimes I got two to three memos a week: "Make sure you have this in your lesson plans. We need this for monitoring." "Make sure you are teaching this. We need it for monitoring." Each week on our weekly bulletin -- on the back of the weekly bulletin -- we had a series of questions concerning monitoring; questions printed in one direction, the answers printed in the other direction. We spent time in our faculty meetings drilling on the questions. We were quizzed on the questions. We spent time in our department meetings doing the same thing.

The week before Christmas vacation -- and, of course, our monitoring was in January, and as you heard we did pass -- our English Department was instructed to take one full day to teach the monitoring process. You have heard in the testimony here how it has become a process of one-upmanship. One of the local districts got the idea of, "Let's prepare a booklet for our teachers, a handbook, for monitoring." So, Central did the same thing. We prepared a handbook for monitoring, and the day before Christmas vacation this was distributed to us and we were told, "Please take it home over Christmas vacation and study it." This is about an inch thick. If we did a bigger and a better book, what is the next district going to do?

A positive thing -- or side of monitoring: Fountains -- drinking fountains -- in our district-- Many of them were broken for about five year. As building representative, I

oftentimes spoke and said, "Could we please fix the drinking fountains?" "Parts have been ordered." "The fountains are too old. We can't get parts. We have to do something about it." Well, this year, before the monitors came, our drinking fountains are now operating.

And I have a real personal interest in this one: For six years, I had a broken doorknob. The screw would come out, the doorknob would fall off, and we would be locked in the room and would have to get somebody to let us out. Each time a new screw was put in, but two or three months later, it was the same process all over again. This year, in December, my doorknob broke again, and within 10 minutes I had a new doorknob, and my colleagues said, "Don't get too attached to it. It might disappear after monitoring."

ASSEMBLYMAN MORAN: Do you still have it? (no response)

MS. FISHER: The manner of administering monitoring has been greatly distorted. Maybe it is not the intent, but you have heard the superintendents here today say it is definitely from the top down. I believe this is what has happened. Monitoring does not check what the students are learning nor what the teachers are teaching, but it does check how well we have done our paperwork. Somebody, this year, made the statement -- I wish I knew who -- but the rumor was rampant in our school: "This is a negotiations year. Don't do anything to sabotage monitoring, because it may have an effect upon our negotiations." Now, I believe this has been vastly distorted.

I do think that the board needs to take a good look at the intent of monitoring and the manner in which it is being administered. I believe the intent is good. I believe someplace along the line a mutation has occurred, and the teachers are living with the monster.

Thank you.

ASSEMBLYMAN NAPLES: Thank you.

ASSEMBLYMAN MORAN: Thank you.

ASSEMBLYMAN NAPLES: You know, let me just tell-- I think a little injection of levity might be in order. I am just going to take a minute to tell this: When you mentioned the number of times you observed-- This is a true story. One of my former students called me. She needed a letter of recommendation for graduate school, so we went out and got a bite to eat. By this time, we were on a first name basis, and she said: Gerard, do you still see Miss So and So? I said, "How did you know I went out with her? I never showed her any favoritism, or there was never any indication in our public interchange in school." She said, "Oh, come on," and I wondered what I had done. I said, "How did you--" She said, "Look, in my second year-- My first year, she was in her second year of teaching. Therefore, in my last year, she was in her fourth year and had tenure." I said, "Yeah, well so what?" But she observed her 46 times.

ASSEMBLYMAN MORAN: Did you terminate her?

ASSEMBLYMAN NAPLES: No, I didn't. It was the other way around.

Evelyn Epstein, Toms River Regional Schools Citizens Task Force Committee, Inc.? Evelyn Epstein? (no response) Going once-- Okay. Herbert A. Korey, Superintendent, Long Branch Public Schools.

**H E R B E R T A. K O R E Y:** Good afternoon. My name is Herbert Korey. I am the Superintendent of the Long Branch Public Schools.

The Long Branch Public Schools were monitored by the Monmouth County Superintendent's Office and other representatives of the State Department of Education in May 1984, and again in May and June of 1989. I am pleased to report that our school district was certified by the State Board of Education at the first level of both monitoring periods.

As I review our experiences, I strongly believe that the practice of external monitoring of our school district by State Department personnel has been firm, fair, sensitive, and of significant assistance to the district. I support the concept. I believe there is a need for, and I join with those who would recommend, its continuation.

In preparation for the most recent round of monitoring visits, members of my staff attended a series of meetings offered by the State Department and the Office of the Monmouth County Superintendent in which we received clear proposals regarding the concept and general requirements of the monitoring program, the specific procedures for pre-monitoring activities, the monitoring schedule, and the evaluative follow-up.

As an urban district, I am knowledgeable of the many problems facing public school systems of our socioeconomic level and racial composition. Many of the goals of the monitoring program were aimed at addressing these problems. I would point out that at the start of the monitoring preparation, I shared the belief of many of our urban colleagues that the objectives of the monitoring process were too rigid, and that standards were too high, for attainment by many of our students with their heavy load of problems stemming from the urban environment.

I have now come to share the belief that setting objectives beyond that which my colleagues thought were reasonable and attainable proved to be a positive measure. In fact, by working together as a school community, within a tightly set format of the State process, we were able to achieve demonstrable significant progress, documented in part by student achievement on standardized tests. Student test scores increased, for example, at various grade levels throughout the system by some 20-30 percentile points. Yes, in-place goals for increased expectations may have achieved

similar gains, but in our situation I believe it was a combination of staff diligence and State directives which combined to give us this display of progress and satisfaction with respect to student attainment.

One of the major accomplishments of our district during the monitoring years has been the desegregation and thrust toward integration of our schools at all grade levels. In response to State directives inherent in the monitoring guidelines, and with significant State assistance -- other than financial -- we were able to progress from a level at which some of our schools had minority populations as high as 90%, while others had developed minority populations closer to 10%. The community, for many years, displayed keen reluctance to finalizing the change which would lead to integration in all of our schools -- the most violent critics being parents of students at the elementary grade levels. Through a spirited effort, we were able to involve a sometimes hostile community and work out a reasonable desegregation plan which was responsive to State directives and accepted by the community.

The result of this has been to improve our educational program, stabilize our community, have a major cessation of the previous pattern of white flight, and a general consensus that, currently, students throughout the district have vastly improved racial relationship experiences.

And I might add, aside from the written comments, you asked us to address the issue of should the State be involved in the how, as well as the what? I would cite our experience that the State was extremely helpful in the how, not mandating the how, but we could not have accomplished what we did in the area of desegregation without the State providing the how, as well as the what.

ASSEMBLYMAN NAPLES: Was that characteristic of all areas of monitoring, or just that of desegregation?



MR. KOREY: I think, to a great extent, it was characteristic of many of the areas of monitoring, but the desegregation one got the most focus.

Indeed, several aspects of the monitoring program have been used as leverage to attain otherwise apparently unattainable goals.

This series of inspections and on-site visitations by county and State education officials resulted in recommendations that enable us to convince a sometimes reluctant board of education to approve funds for maintenance, for building improvement, curriculum development and implementation, staff in-service, and expansion of sorely needed programs for our students.

The involvement of our schools and community in the preparation for the monitoring visit brought together staff and administrators, students and parents, in a unity of purpose which had long been desired.

I would add again, as an exception to the written notes, that we had a monitoring visit of a sort from the Director of Instruction for the NJEA at the time we were preparing for monitoring. We went through extensive preparation, and the assessment by the individual was that the preparation was reasonable, was fair, and was helpful to the staff and to the school district.

Under the list of positive elements of the monitoring process was the leverage to exclude completely the conditions of nepotism, political appointments, and similar actions by previous boards of education. Monitoring gave a new dimension to the requirement of superintendent's recommendations for staff appointments.

Although positive in concept and generally favorable in implementation, I would, based on our experiences, submit several recommendations for your consideration concerning amendments to the current monitoring system. These revisions should include:

Greater funding assistance with State mandates: Our community simply cannot continue to fund those requirements which are, although sometimes desirable, always costly and borne in an over-burdensome manner by local property taxpayers.

The monitoring process should deal more with the quality of instruction and less with the mechanics: I think progress is being made towards this end in other initiatives or the State Department which could be, but which are not now, combined with the monitoring system.

I think the time frames of the process should be reconsidered: In our system of eight schools we received various monitors for twelve days. It was a general consensus in our district that what was done could have been done in a more concentrated, less extended period. Part of this differential could, indeed, be achieved through a greater consolidation and more comprehensive review of reports submitted to the county and to the State which would not need to be duplicated during on-site visits.

The five-year cycle should be reconsidered: During the last monitoring period, our staff spent approximately two years in preparation of specific documents, simulated intra-district monitoring visits, and remediating the results of these. I believe it is more reasonable to have the system operate on a ten-year cycle with periodic progress reports to be submitted by districts who have passed monitoring at the first level.

There should be a reconsideration of factors which cause a district to fail the monitoring process. Greater credit should be given to the district for marked improvement in areas which many urban districts require more significant effort. State personnel should be cognizant and responsive to problems that could be remedied within the monitoring year. If a district has failed in a limited number of elements, repeated

monitoring should address those areas of needed improvement rather than another laborious review of the total system.

In our district, as in many other districts, the monitors found much to praise. A major step in the improvement of relationships and the improvement of staff morale would develop if the positive findings of monitoring could be included in the final report along with the recommendations for improvement.

The present system places responsibility at only one level of the administration: As the district reaches the point of State takeover, the process requires the entire board of education and central administration to be dismissed. This clearly should be revisited since it is documentable that many board members and central office staff personnel have been positive, dedicated, industrious, and productive, and in spite of their best efforts, sufficient progress has not been made. In this respect those who are responsible for many of the achievements are not given the assistance to build broader achievement, but are thrown out with the general criticism.

Guidelines for requirements when established should be in place for the entire monitoring year: One of the most perplexing aspects of the process was the continually updating of monitoring requirements just prior to the district's monitoring.

In summary, I sincerely believe that, as reflected in the evaluation in my school district, the monitoring process was helpful, was well-received overall, addressed the needs of the district and the requirements of the State, and with the suggested modifications, should be continued.

ASSEMBLYMAN NAPLES: Thank you, Doctor.

ASSEMBLYMAN MORAN: Thank you, Doctor.

ASSEMBLYMAN NAPLES: By the way, this is a tired audience. That joke I told about the number of observations usually brings the house down. I won't tell it again though.

William Goodwin, Chief School Administrator of Estell Manor City School District.

**W I L L I A M G O O D W I N:** Chairman Naples and Committee members, thank you for the opportunity to testify this afternoon. My name is Bill Goodwin. I'm the Chief School Administrator at Estell Manor located in western Atlantic County. We're a K through 8 district with 184 students. The district was monitored in February of 1989 and was certified for a period of five years on June 7. Having met or exceeded the rigorous standards of all 43 indicators I would like to thank Mr. Gus Ruh, and members of the Atlantic County staff for the positive assistance that was greatly appreciated during the monitoring process.

Unlike other school districts, I am the only administrator. I have no one to delegate any responsibility to. On-the-site visitations with Atlantic County Office staff has demonstrated positive interaction between the school administration and our staff. The Atlantic County Office made it perfectly clear prior to monitoring as far as exactly what was expected of our school district.

Although all districts must provide the same documentation for all 43 indicators which may not regularly be addressed on a regular basis, monitoring has helped our school district correct deficiencies that may have been overlooked.

Failing monitoring because of one indicator, is inappropriate. An unintentional mistake may create failure. This is too stringent. There should be a better way to measure pass or fail. Perhaps a corrective action plan should be more seriously considered.

It's difficult for one chief school administrator to take the responsibility of all 43 indicators. The process is too time-consuming. Time was taken away from daily operations and the day-to-day duties of the school district to assure proper documents were in place.

An application, questionnaire, or a letter of assurance could be in place of the monitoring elements. Just attach the documentation to the application and submit it to either the County or Regional Offices. This would eliminate unnecessary paperwork and expedite the process.

An additional element: A new element should make the board of education accountable and responsible for their decisions and taken to task if no follow-up is implemented.

The existing process has created an enormous amount of documentation. I am the only administrator in the school district responsible for the same paperwork as larger school districts.

Although I believe many of the elements are necessary, time lines should be developed in order to spread appropriate documentation over a longer period of time. Setting up bimonthly or monthly deadlines would still give districts the opportunity to produce the same types of documents. This would take a lot of the pressure off the district superintendents and chief school administrators.

Please permit me to express appreciation for the services offered to the Estell Manor School District by the Atlantic County Superintendent's Office during monitoring. Their rational approach demonstrated a commitment to the real importance of education in the State of New Jersey.

Thank you for the opportunity to testify.

ASSEMBLYMAN NAPLES: I just want to say, Assemblyman Moran and I remarked at the amount of assistant principals in some schools. There's a school in Middlesex County with 12 department chairmen, three disciplinarians, three assistant principals, four vice principals, and a principal for 2300 kids. And when I hear you talk about your responsibility, it's 160 kids, but you're a chief school administrator with nobody. It's uncanny, and I take my hat off to you.

MR. GOODWIN: Thank you. In closing I have one comment, too.

ASSEMBLYMAN NAPLES: Sure.

MR. GOODWIN: Please scrutinize the existing procedures and policies very carefully prior to the third cycle.

ASSEMBLYMAN NAPLES: Okay.

MR. GOODWIN: Thank you.

ASSEMBLYMAN NAPLES: Good luck.

ASSEMBLYMAN MORAN: Good luck.

ASSEMBLYMAN NAPLES: Okay. If I pronounce the name incorrectly, please correct me. Dwight Pfennig.

D W I G H T R. P F E N N I G: Pfennig. (corrects pronunciation) Dwight Pfennig.

ASSEMBLYMAN NAPLES: Oh, wow. I wasn't even close. I missed it by a two feet, that pitch. All right.

MR. PFENNIG: Good afternoon. Thank you for allowing me to speak. I have a feeling you're going to find out what it's like to have a Type-A personality who runs 40 miles a week in front of you, after being up at 5:00 this morning.

The Keyport School District has had the pleasure of going through a monitoring process, a Middle States evaluation process, and also a compliance audit by the Office of Budget and Finance by the State Department of New Jersey all within the last calendar year. So, when I speak of monitoring, I feel that I speak from some basis of authority.

I would like to open by saying that in Monmouth County, I believe under the leadership of Milton Hughes we've had a very open communication about the monitoring process to the point of even having the county staff orient our staff on the process, and help us greatly.

My remarks this afternoon will pertain to the purpose of monitoring, the organization, and the administration and staff involvement in the monitoring process.

The purpose of monitoring systems should remain intact. It is entirely appropriate for school districts to be in compliance with statutes and for the State to provide minimum standards by which that compliance will be judged.

The monitoring process also forces districts to rethink all aspects of the delivery and/or provision of services. Without a process of accountability, and certainly I haven't heard that here today, in specific educational areas, the very structure of the educational process would stagnate and be subject to the alleged complacency so often attributed to public education.

My next point is about the organization -- and I've heard it repeatedly and I would like to reemphasize certain points: The organizational structure of the monitoring process must change. While the ten elements of monitoring are essential to the determination of compliance by a school district, there is an overabundance of redundancy contained in the documentation of the indicators. All documents previously submitted to the State Department of Education through the annual data collection process should not be duplicated. Those documents could easily be desk audited by the monitoring team and/or appropriate State Department officials prior to the in-district visit. Questions could be more formally structured to clarify those documents by the monitors and meaningless reproduction of those documents for monitors' review during site visitation could be eliminated.

The State Department of Education should thoroughly review the documentation in each element within the process itself to reduce repetition. Individual indicators supporting each element need not request the same information over and over again. You've got the document in front of you, and I'm sure if you see the lists of the types of documentation that are to be provided, you see the same requests recurring over and over again.

Such an organization would substantially reduce required materials to be prepared by school districts and reviewed by monitors.

The final area of monitoring which should be reviewed by the Assembly Committee is the administrative and staff involvement in the process. Administrators who are requiring a great deal of teaching staff participation in simulated monitoring interviews and the review of hypothetical monitoring questions and in general, causing a general feeling of caution and fear among teaching staff members, are missing the point of the process. And that's certainly not a process that has been encouraged in our county.

Monitoring is largely an administrative process. It summarizes the educational activities of a school district. Therefore, it is essential that the administrators be considered the key players in the district preparation for the monitoring team visit. While teaching staff members should be oriented toward dealing with the monitoring process and should be familiar with terminology involved in the process, it cannot be emphasized enough that there is no need to change the role of teaching staff members during the monitoring process.

It would be unfair to say that the monitoring system for public schools should not be restructured; that restructuring should retain the element of public school district accountability with reference to compliance with statutes. It should also retain its administrative nature and cause the least disruption possible to the educational program being carried out in the classroom.

Several comments were made today that I concur with, and some I take exception to. I do concur with the sentiments of Dr. Garrabrant, when he talked about the cost to the district. And we are a small district: A \$7.5 million budget with 1100 students, not quite as small as the speaker just before me. But if we were to calculate the number



of hours and would have actually paid for them, which we did not because it essentially became volunteer hours, we would have expended over \$100,000 alone in administrative time -- that's just administrative time. That's before paper, before anything else that we did with the monitoring process.

When Dr. -- I can't remember his name precisely -- Dr. Ciliento spoke of the lack of finality in the process, I believe to the contrary, there is a feeling of finality in the process. And when districts such as mine pass, the feeling gets to become one of a little bit of complacency at first. I think that's something that we have to dismiss, but that's an internal problem, and that's a problem that must be faced administratively for districts to build upon the monitoring process.

I concur with Mr. Saxer's remarks speaking about curriculum. The practicality of curriculum is the question. So many districts have gotten into the syndrome of producing a document that does match a textbook that it has no use for teachers. I'm a firm believer that the curriculum should be a document that can be used by staff on a daily basis if need be. That's not to say that every staff member is turning to a curriculum document and writing a lesson plan book open to that curriculum document. But it should be a reference tool that is used, and in the monitoring process the reference tool should be referred to, not simply a document to parrot a textbook.

I would encourage you to do one thing as a Committee and as individuals. It is something I accuse college professors of all the time and if there are any college professors in the audience, I apologize. When they speak of the educational system, they refuse, at least on my part-- I've been in education now almost 20 years. And when I was a teacher, when I was a vice principal, when I was a principal in a elementary school, when I was a principal in a middle school, and now as a superintendent, I have yet to have one request by

a college professor to come in and see what we do. I've been in three districts, I've been in a district factor Group J, and a district factor Group B, yet I have not had that request.

I would expect that in checking out the monitoring process you would not follow that lead, and that at some point you would go -- if you haven't already -- with a monitoring team into a district and sit through the process to see what it's really like.

In conclusion, I'm kind of a Lee Iacocca fan, although I disagree with some of the things that he has done. When he does see a problem, he does look it in the eye, and he does attack it. I'm not so sure that I agree with going to Japan to attack it. However, he did attack it. However, he also recognized that it was an internal problem in his organization, and he attacked it from that basis. And when you look at the monitoring process and you begin to think about all of the things that you have heard that are wrong with it, try to weight which one of those things are internal problems. Is it a process that's wrong, or is it the administration of that process, even on the local level?

Because as I said before, if there is an overabundance of some of these horror stories that I've heard from the teaching staff members -- which I have not heard from my own county -- then I think there is something wrong internally with the process and not necessarily with the process itself.

ASSEMBLYMAN NAPLES: Implementation I think would be a better, more overarching word there.

MR. PFENNING: Correct. On the local level. And I think that needs to be looked at very carefully.

ASSEMBLYMAN NAPLES: Let me just concur wholeheartedly in something you said when you mentioned curriculum, or curricula, depending upon how many you are going to do.

I've written courses of study, one curriculum. I wrote a syllabus, a unit, and they are all different. I think the educational fraternity has never really determined which is the most efficacious for whichever domain you're teaching in. And I'm reminded of the time-- When I went into administration I was teaching sociology. I was a former City Councilman in Trenton, and they wanted me to teach a course in political education which I had to forgo, so I wrote something up for the new teacher. I wrote a course of study. The guy's now gone -- he rejected it as being too subject matter oriented. I said, "This is a course of study." This is what you need to teach this course, and there are so damned many documents which aren't worth a darn, it boggles the mind when it comes to classroom instruction.

I'm reminded of that argument we had. I did all that work, I remember, and then I was told that the class wouldn't be taught.

Thank you very much.

Okay. Moving ahead. John Tredinnick, Superintendent, Upper Township School District. Is there a word missing there? Upper something township?

J O H N E. T R E D I N N I C K: Upper Township, that's it.

ASSEMBLYMAN NAPLES: Okay.

MR. TREDINNICK: My name is John Tredinnick, Chairman Naples.

ASSEMBLYMAN NAPLES: Which county is that from, Doctor?

ASSEMBLYMAN MORAN: Monmouth. (sic)

ASSEMBLYMAN NAPLES: Monmouth, oh.

MR. TREDINNICK: I appreciate the opportunity to appear before you and the members of this Committee. I would like to briefly go over the information that I have prepared. I would like to talk to you about the benefits that I perceive from the monitoring system.

I do believe that the monitoring system per se, assists districts in the planning and coordination, and it does provide a definite process or an outline to follow. I feel that it also enables us to adhere more closely to the New Jersey Administrative Code.

The premonitoring process in my estimation is probably one of the most beneficial and most extremely important areas that school districts look for from their county superintendents. The benefits from that, I think, are numerous; not only does it give the district the opportunity to work directly with the county superintendents and to feel that the county is there for the school district, and not strictly as a regulatory function.

Our Cape May County Office, and county superintendent in this instance, were extremely beneficial and helpful to us and professional throughout the entire process. The recommendations that I would have relating to the monitoring process are simply that I think that the process needs to be redesigned; it needs to become qualitative.

If you, as a district, meet all of the minimum requirements of the indicator, you would pass with a satisfactory rating. There would be no need for an action plan. But there is no measurement or rating of how well your district is actually doing in most cases.

The monitoring process does not lend itself to encouraging school districts to extend themselves above and beyond that which is required.

The actual monitoring process is rather flat: Either you have what is required, or you don't. Areas in which a district may be exemplary receive no more commendation from the process than those areas or indicators that have just been met at a satisfactory level.

I feel that the process leans heavily on the regulatory side of the scale rather than placing the emphasis on curriculum and instruction, which is a school district's primary objective.

With this in mind, I might suggest the following: The core proficiencies be developed for each discipline, and that an evaluative method be designed to measure the attainment of core proficiency in the curriculum areas. An example of this, I feel, would be beneficial. Not only would we know how much to prepare, what elements to prepare, what indicators to prepare, but there are different levels of preparation.

Finally I would suggest that Indicator 10, specifically 10.2 is redundant, unless it is basically designed to be a check and balance on the County Office. If this is the case, the question is, should this be a school district's responsibility? I don't think so.

Thank you.

ASSEMBLYMAN NAPLES: Thank you. Very good.

Robert Astrone, Assistant Principal, Lakewood High School. Robert Astrone, Assistant Principal? (no response)  
Glenn Johnson, President, Old Bridge Education Association. Mr. Johnson, are you available? (no response)

Okay, we're going to move on then.

All right, we are going to conclude with a fine gentleman and County Superintendent, Joe Zach.

MR. ZACH: Thank you, Mr. Chairman. I couldn't let this opportunity pass to ask you to be able to say a few words. I didn't tell any of my colleagues. They are all wondering what I am going to say.

You've heard today the best and the worst of monitoring, and you've heard what school districts do, and what we do. I think that you've found that a lot of districts approach this differently, do it differently, put different

amounts of resources in it, have different requirements, and I think that it came across clearly that we don't set that.

Now, we do share what they do. I know many of these county superintendents and at our roundtable meetings, we have the district superintendents tell one another how they prepared, what they did -- you know, how they planned. That's to share the information. Many of them imitate these things, and they visit one another, and you know, that's good.

We've complained for many years in education that school districts don't share enough with one another. In this process, you see them all doing it, and they don't reinvent the wheel. That alone saves a lot of time and money.

You know it wasn't long ago, back in the period from about the early '50s to the middle '60s, the educational research groups like Metropolitan School Study Council, Columbia University's Council of Education, and all the rest, used to write studies and articles saying that school districts should be reviewing all curriculum and services regularly. They should be setting objectives; they should be assessing their needs. You know, they should be doing all these things. They should be monitoring their achievement.

That was done in various states including New Jersey, if and when school districts wanted to do it, or had the time, or had the money. In the short time from then to now, 1990, everything that was in that research all over the United States, is all happening in New Jersey, and it's all part of the warp and the woof of the fabric. Monitoring looks at, do you review all curriculum in five years? It looks at; do you have assessment of your strengths and weaknesses of the instructional program? Do you have annual objectives to address them? Do you have in-service programs that help teachers deal with those? And they weave together like a cloth.

What you're hearing though in a hearing like this and the rest that you are going to hold, is the fallout of how things are done differently in different districts, and what's

required, and how for a lot of individuals, frankly, their sensibilities, you know, are a little bit disturbed by some of these things.

The question I would say is: Do you want to involve teachers? If I were a local superintendent in a district, I would say, "Yes." I think teachers should know the policies and the school laws that they work under. And I say to my roundtable, teachers should not be insulated and isolated in the classroom. They should be brought into it and take part.

Now, if you can term that disruptive, you can. Or you can say, "They learned a lot, and they were participants." It's in the eye of the beholder. I've seen districts spend a lot of money preparing and have tables that long, filled with notebooks. I've been in districts that didn't even have a tenth. And they have both passed. It depended on their needs, their plans, and how they wanted to do it.

All of this-- You know, it's interesting to look back for just a second and say, where did it all come from? It came because the Supreme Court said in Robinson v. Cahill, that we weren't doing any of these things. And the Legislature wrote the interesting law -- I think monitoring is used in there 10 or 12 times, in those statutes -- and along came, after that, the flesh on the bones with the State Board's regulation.

This is the fourth monitoring system. Each of the previous ones was different, and it served its purpose. The one that Vinnie referred to that was an inch thick that had all of the specific laws and rules, that was very useful. I remember telling Fred Burke, when he was Commissioner, that districts were violating laws and regulations wholesale, thousands of violations. That monitoring system corrected them because you went in and you said, "Are you doing this, are you doing that?" In other words, the mentality for a long time was, we are going to do this until somebody catches us and makes us change. That system caught everybody, and made them change.

But then it outlived its usefulness and you had to go to a different system, and each one of these monitoring systems have been just exactly that. It has been the next evolution.

You had the reference to looking at the third cycle. I'm on that committee, and the members of that committee and all of the superintendents from the State who have met with that committee have shared many of the things that you've heard here today.

You've got to get away from some specifics and get into more qualitative areas. But it is interesting, in a short time from the first monitoring cycle -- which was only a few years ago, where lots of school districts did not even have a written curriculum, that's a fact, they were allowed to photocopy the table of contents of a textbook and call it a curriculum -- to a point today where we require the written curriculum with certain components, most of which are of good quality. Teachers, I think, are using them. At least we see them using them.

Whether that Cycle III committee continues or not is going to be up to what happens in the Legislature, with the new Commissioner -- whoever he or she is -- and what other policy decisions are made.

I think one of the things that we are going to have to look at, frankly, is what happens when the Supreme Court comes out with its decision in Abbott v. Burke because already your colleagues are having hearings about finance and the possible change in the tax structure. I saw some interesting discussions that they had on Channel 13, two Sundays-- Anticipating, I think we all anticipate there are going to be some changes in taxes. There are going to be changes in the funding formula.

My own guess would be the Supreme Court is going to go a lot further than saying that there is inequality in the formula itself. I wouldn't be surprised if they say there is



inequality in educational opportunity given facilities, staffing, resources, and programs. I wouldn't guess the Court would want to level down and say, "Old Bridge has to get rid of the stringed instrument program." but I really believe they are going to level up.

Those requirements are bound to require an expansion of the Public School Education Act; more statutes, more regulations, and I frankly fear, more monitoring to see that all those other components of equal educational opportunity are looked at and are present in the system.

You know, we have come a long way in really a short time -- 10 to 15 years -- in bringing this all about. All of those pieces I was mentioning and more, all make up that fabric.

You are going to find consistent criticism as you develop new formats, and you are always going to find ways to improve them. I think the meeting today went a long way towards that, giving you those differences, and just on behalf of my colleagues and myself, I want to say that County Offices do view this as a school improvement process.

We talk about the districts involving people -- as many people as possible; citizens, parents, staff, and so on -- and working on this as their own internal review, their own assessment. Then, when we come in we look at their results and see where they are; when they have deficiencies and they have needs, we are there to help them use whatever leverage we can to get those things that they need; which many of them will admit to you in the past years, as many of your witnesses have said, were unattainable.

We've made them attainable. We don't tell them how. You asked that question a number of times, and I'm glad you did. We don't say, "Prepare this way," or, "Do that." We describe what the requirements are in the law and the regulations.

I've had all-day meetings with representatives of the districts and the county who are going to be monitored and tell them to bring anybody on the staff that they want. Ask every question. We'll explain what's needed: How you put that together, the format that you use, the money that you spend, that is up to you, but we're there to give the assistance to make the improvement.

I hope the rest of your hearings are as fruitful as I think these were. I am glad to see the frankness of a lot of these people--

ASSEMBLYMAN NAPLES: I'm thrilled at it.

MR. ZACH: --and I want to thank you for the opportunity to make these remarks.

ASSEMBLYMAN NAPLES: Joe, I just wanted to say this, and to everybody here. First I want to thank everybody for coming out. Staying this long on a drab day like today really reflects interest.

I want to thank Assemblyman Moran who is not a part of the Education Committee, normally. He did a yeoman-like job on short notice, and also indicate that--

This stemmed out of a conversation that Barbara Anderson of Mercer County and a couple of other people and I had over lunch, about how I am going to operate. I am going to switch to a subcommittee system for this meeting, because seriously, if we had five people up here asking questions and making comments, we would be here until the next day each day of the hearing.

I'm going to make up a schedule -- I'm going to have to make them all as Chairperson, certainly, but -- I'll have two people with me at each hearing. I think that will suffice. Jeff and I think we did a pretty good job ourselves.

Joe, let me just comment on something you said. You talked about -- you sort of said, "Going from one fad to another," and a word went through my mind.

About two weeks ago at the Trenton School Board down at the Administration Building, we had a dynamite gal from the State Department of Education give a workshop on quality circles. I don't know how many of you know how they work? All right.

When it came to me, I said, "Non-consolidation." They all looked at me like I was half nuts. And I explained it and said let's go back in this district to 1980, and I mentioned school climate report.

This fad, that fad-- And as soon as you begin to digest that on which you have worked, instead of implementing it, fine-tuning it, honing it, you go on to the next project having gained nothing from the one before. The same thing happens to the second one when you go on to a third, and by the time you get to number four in a decade, everybody's turned off with a "what's the use?" attitude.

I realize the consultants have to make their money. They have got to make a buck the same way the lawyers do and doctors do; anybody at all. I realize that.

I was told not to make any controversial statements, but I have to say something once in awhile. We go too far with that. Let me use Trenton as an example. Let's do this report we had in the-- I wish Dr. Emmons was here. He'd agree with me. He was Superintendent at the time.

But we had a school climate report, and I said, "Boy, if we could finish this, put this into each school and really work on it and make this report come true." And before we even cracked the damned cover of it, boom, something else came down the pike. The word is consolidate. We've got to consolidate. You save money. You create interest. It does one hell of a lot, that word. It's a good word for human nature, in general.

Okay, if there are--

ASSEMBLYMAN MORAN: Gerry, I just want to--

ASSEMBLYMAN NAPLES: Jeff, I was going to call on you last.

ASSEMBLYMAN MORAN: First of all I want to say thank you very much for inviting me here today. It's always nice to be home. For those of you who don't know, I am an administrator in the Toms River Schools. I have been for the last 20 years. This particular facility is like home. I was for many years the administrator of its sister school, which is on the other side of town, the intermediate school which serviced this school. Walking through the halls during lunchtime, running into many of the students who I had five or six years ago who are here--

So it was exciting. Not that often do I get an opportunity to come out to the high schools. I'm usually out at the elementary and the intermediates.

But, just let me make a few brief comments about what I heard today. First of all, I heard a lot of the frustrations that I have gone through practicing the monitoring system as a building administrator and going through it. I made a comment before, about the filing cabinets. My primary job as a building administrator was budget and facility operations, so when we had substandard facilities, it was I who had to write the reports to our county superintendent, and it was I who had to redo the files and the budget reports so that they complied with everything that was in the code.

Yet I look out, and I see Joe Hancock, the guy who was my protege--

ASSEMBLYMAN NAPLES: Mine, too.

ASSEMBLYMAN MORAN: --and Gerry's, as well. It was a lot different than the way we were trained, than the way we actually had to apply what we had learned. Although, the method and style which we had learned has a great deal to do with what you had taught us, and I commend you now. I hadn't seen him in years.

So many of my colleagues from that particular class are administrators in the Toms River Schools, throughout all of

Ocean County, as a matter of fact -- who graduated with me that year. Last year, by the way, I was noted as the distinguished scholar from that particular year of graduates from Kean College.

But, you know, what really gets me is -- and I don't think there's much of a difference on either side of the aisle; Gerry's on one side of the aisle, I'm on the other; we're both in the same house -- you could go into the Senate and both sides of the aisle and you will hear the same rhetoric of State mandate, State pay. And you go to board of education meetings and you will hear the rhetoric from board of education members that we're having "this" jammed down our throats or "that" jammed down our throats, and those of you who are board members or superintendents sit there and you take part in this, and you know, I've said it before, and you're so right.

We run for public office, and believe me it's not the most exciting thing in the world. I dread, every two years having to--

ASSEMBLYMAN NAPLES: I hate it.

ASSEMBLYMAN MORAN: --run for reelection, and sometimes when we talk with our colleagues we wonder why we do it, and God only knows. My wife tells me it's because of my ego.

But you know, I can't understand why board of education members do it, because they don't get the satisfaction that we get as State legislators -- you know, getting the special license plates, and being considered important throughout the State of New Jersey.

But what I really get confused about is the superintendents. You know, here you are, trained executives that could probably go to IBM and make two or three times what you are making as a superintendent. The administrator who said he is the superintendent of a school of 187 students, he's

probably making \$32,000 a year. He could probably go to Atlantic City and make \$50,000 as a teacher. These are the kind of things--

ASSEMBLYMAN NAPLES: Hey, blackjack dealer.

ASSEMBLYMAN MORAN: That's right, as a blackjack dealer, he could make more money.

What I can't understand is: How we tolerate it; how we allow it to happen; how we as educators sit back-- You know, not too long ago I said to Dick Saxer, "We're the problem." Not we as legislators, but we as administrators, we as educators. We've got to take a stand.

I'm the author of the \$350 million bond issue in higher education last year that passed. I can remember meeting with the college presidents, going over it, and saying to them, "I'll be the messenger, as Senator Feldman and I carry the ball through the Legislature, but you're going to have to pull the lever in the booth to get the money for us." And they said, "We will," and they went out and did it.

Yet at our level of education when we talk about bond issues and to go out and to fight so that we can get urban initiative aid for buildings, which is important. It won't help my Legislative District, because I don't represent urban areas, but those city areas that need help deserve it, and we should go out and we should fight to get it.

But what happens is you have legislators like Marlene Lynch Ford, and Joe Kyrillos who were here, who are dedicated and hardworking legislators, but what they fail to understand, is what we live everyday.

And you know what? Legislators have their own agenda. Education is not on their agenda. Full funding is not on their agenda. It's something that they can walk away from. They don't have to hear about it day after day after day.

I go to work at 6:30 in the morning and the first thing my partners say to me at my school office is, "Jeff, are

you going to Trenton today? Are you going to get us more money?" especially at this time of the year when we are debating the budget. It's terrible. It's mental anguish.

So I say to you, as important as monitoring is -- and it is important -- I think we have to work more closely with our county superintendents. We have to recognize that we bleed, and they bleed. And I think that we have got to understand that if we want quality education in New Jersey, don't depend on your local legislators to do it for you. You have got to do it.

You have got to fight for what is rightfully yours. As someone had said before, kids don't have an advocate. You know I'm a shore legislator and I use that same comment as, "The shore doesn't have an advocate for the environment," and it doesn't. But the fact of the matter is, for the kids in this particular school and in your schools, you're their advocate. You're the one who has to carry the message to people like us, because we don't hear that from the youngsters. Kids don't vote.

Parents vote, but look at the numbers and the percentages that come out for school board elections. What is it 11%--

ASSEMBLYMAN NAPLES: And defeats the budgets.

ASSEMBLYMAN MORAN: --and more than 50% of them are defeated. This year if it's the 85% of the 25% of the funding, you can rest assured that everyone's budget is going to be defeated, and those incumbents are going to be defeated. The superintendent who said that we shouldn't go to the ten-year, we should stick to the five, because of the three board members, you can rest assured that they are all gone.

So I just want to, in closing, say thank you to all of those of you who took the time to be here. Education is very dear to me. I graduated from a public high school, went to a private undergraduate school in New Jersey, and graduated from

a graduate school -- from a graduate public school in New Jersey, and myself and Tony Impeveduto, another Assemblyman, are the only ones who went through all four segments of public and private, and parochial schools in New Jersey. So we know all segments of how the system works.

ASSEMBLYMAN NAPLES: I'll have a resolution for each one of you.

ASSEMBLYMAN MORAN: Right. What I can say, just in closing again, and I hate to belabor the point, is that we've got to fight for what is rightfully ours. Let's get out there, and let's do it. Thank you very much.

ASSEMBLYMAN NAPLES: Let me just conclude very quickly by saying that I concur in everything that Jeff said so eloquently, but I'm going to leave you with this thought.

There is an adage, "Gone with the wind." Don't leave here whether you are critical of monitoring and the process of monitoring or the methodology of monitoring, or whether you are 100% in accord, and satisfied with it-- Everybody should leave here with one thought: We are not going to return to the days when a county superintendent only processed his certificates, and receives the form-- Remember when we used to fill the forms out, if a kid got suspended for more than five days? Those days are gone.

We've got to work with times as they are. I remember in the movie "Gone with the Wind," Miss Alice said, "We've got to live in the world as it really is."

That's about it. Thank you very much.

(HEARING CONCLUDED)



**APPENDIX**



# “Curiouser and Curiouser!”

Remember the story of *Alice in Wonderland*? In her dream Alice falls down the rabbit hole and encounters a strange world filled with strange characters. During her journey she declares that events in this Wonderland became “curiouser and curiouser!”

Well, Alice isn't alone. Whenever a school district in New Jersey undergoes monitoring by the State Department of Education (DOE), it's like falling down the rabbit hole.

For those of you not familiar with “monitoring,” let me give you just a few details. The DOE sends a team of monitors into the district for a few days during a specified week. During that time, they utilize a checklist of 102 items to measure the effectiveness of the district. The checklist covers everything from curriculum to working conditions to staff credentials.

The concept behind monitoring is a good one -- let's make sure that all schools are safe, that all curricula are updated, and that all staff members are indeed doing the jobs they are qualified to do. But once we get past the concept, we fall down the rabbit hole.

For years, NJEA has been hearing horror stories from members about the yearlong process of “getting ready for monitoring!” Just the phrase itself sends shivers up the spines of our members. The paperwork, the forms, the sudden urgency to re-do perfectly good procedures, the same information being gathered again and again on different forms of different colors by different central office personnel -- the rabbit hole!

At the NJEA Convention in November,

I spoke with members of the State Board of Education about monitoring. They were amazed at the stories I and NJEA members from around the state shared with them. They were amazed at the outrageous number of forms that some districts require of teachers and at the number of meetings held prior to the arrival of the monitors. State Board members have asked NJEA to gather information about the monitoring process and share it with them.

The NJEA Instruction Committee is doing just that -- seeking input from local

leaders and members who have information about problems experienced during monitoring at the local level. NJEA is seeking specific information about, but not limited to, the following:

- the monitoring process in general and specific procedures employed in local districts or buildings;

- the appropriateness of the 102 indicators used in the monitoring process;

- the consistency of local and/or countywide procedures and conformity to DOE directions;

- the effects of monitoring on instruction; working conditions; and staff, student, and parental attitudes toward the district or individual school.

NJEA is holding three hearings in January to hear testimony by members. Our goal is simple -- provide the State Board of Education with the facts to improve the process. NJEA believes that the DOE should be monitoring substance, not trivial!

Any NJEA member wishing to testify should call (609) 599-4561, ext. 260.



Betty Kraemer, President, NJEA

Betty Kraemer, a classroom teacher in Berkeley Twp., is the elected head of 130,000 teaching staff, support staff, and retired members of the New Jersey Education Association



Distinguished Members of the Assembly Education Committee:

I am Dr. Virginia L. Brinson, Coordinating County Superintendent of the Central Region since July, 1984, and Middlesex County Superintendent since February, 1981. I am here today to present information on the monitoring process. Because of the positions I hold, I have been involved in the preparation and implementation of Cycle I monitoring which was conducted from 1984 to 1986, and Cycle II monitoring scheduled to span a five year period from 1988 to 1993. Additionally, I have been involved in revisions for Cycle III which is scheduled to begin in the fall of 1993.

It is clear that the Public School Education Act of 1975, commonly called the "T&E" law, requires the evaluation of the performance of the schools and districts of New Jersey (NJSA 18A:7A-10 and 11). Since the inception of "T&E" monitoring in the late 1970's, the process has been scrutinized and modified. During the 1982-83 school year, a major review of the monitoring process was conducted resulting in significant changes in monitoring procedures. The revised monitoring procedure has been referred to as the first cycle of the new school and district evaluation system.

In March, 1983 a group of approximately twenty citizens of the State of New Jersey including local district educators, both administrators and teachers, representatives of business and industry, as well as Department of Education staff issued a report entitled Manual for the Evaluation of Local School Districts. The committee, chaired by a local district superintendent, developed indicators which they agreed were basic to the provision of a thorough and efficient education. The final outcome based on the committee's work was a monitoring document composed of fifty-one indicators grouped into ten elements.

You have received a copy of a report to the State Board of Education entitled Results of the Monitoring of Local School Districts. I would like to review and highlight certain parts of the report.

As you have read, fifty-one indicators were the basis for monitoring during the first cycle. Of these fifty-one indicators, forty were mandatory for certification, and eleven were non-mandatory.

Because the monitoring system was new, extensive preparation of county office staff as well as local districts was planned and executed prior to the initiation of Cycle I monitoring. Training of all county office monitors was conducted in order to assure that the specific indicators were clearly defined and would be consistently interpreted statewide. Innumerable regional and individual district workshops were conducted to assist district personnel with a thorough understanding of all indicators. Additionally, county staff were available to provide technical assistance and to address questions raised by individual districts. Clarifications and question and answer papers were prepared in response to uncertainties which arose from local districts or county office staff as to interpretation or requirements of indicators. These documents were distributed to all districts in the state. In order to further increase consistency, an audit monitoring team shadowed one monitoring visit conducted by each county office staff.

Although the monitoring system was new, results were encouraging:

- 97% of the 583 districts monitored in the first cycle have received certification for five years
- 79% of the 583 districts were certified at Level I
- 3% of the remaining districts which were not certified are presently at Level II or Level III

The indicators which seemed to cause districts the most problems in Cycle I in order of difficulty, were:

- Facilities
  - .. substandard classrooms
  - .. health and safety of buildings
  - .. comprehensive maintenance plan
- Special Education
  - .. implementation of the approved Special Education Plan
- Comprehensive Curriculum and Instruction
  - .. board approval of all curriculum
  - .. implementation of curriculum

After much study and review, some significant changes were evident in Cycle II. The original fifty-one indicators were reorganized and reduced to thirty-nine. Four new indicators were added, and all forty-three indicators were required for certification. The process was now more

rigorous. However, accommodations were made to provide districts more flexibility in addressing the problem areas of the first cycle. Since facilities had been the most frequently identified problem in Cycle I, two major changes were provided in Cycle II. If requested, the county office would pre-monitor the facilities in a district approximately six months prior to the Level I visit. The same check list which had been given to and reviewed with local districts was utilized. Also, a tolerance for error was built into the health and safety conditions of school buildings. A similar tolerance for error was built into indicators for Special Education, Basic Skills and Bilingual/ESL. This flexibility allows a district to be rated acceptable on these indicators provided a corrective action plan to address specified deficiencies is developed, approved and implemented. Dr. Contini will discuss these areas in more detail as he testifies.

As in the first cycle, procedures were intensified to assure adequate preparation and specific consistency measures. Statewide training of county office staff was conducted and innumerable workshops for local districts were held. Question and answer documents and clarification memos were distributed to all districts. The Assistant Commissioner for County and Regional Services and the appropriate Coordinating County Superintendent jointly analyze monitoring reports for the region. Also, all county superintendents review and thoroughly discuss any indicator failed by any district. The decision to rate an indicator as unacceptable might be upheld or judged acceptable after the group discussion. All county superintendents participate in the discussion and understand the reason for the outcome. The Assistant Commissioner for County and Regional Services and the Coordinating County Superintendents have worked with the New Jersey Association of School Administrators and the New Jersey School Boards Association to participate with local superintendents in presenting more than a dozen workshops. Presentations were made at state conferences as well as at in-service workshops conducted by the New Jersey Association of School Administrators.

As we in the department have worked through consistency measures and problems that exist, we have tried to deal with specifics, not general complaints or horror stories. We have heard statements such as a district failing because of a dripping faucet or because an aide covered a classroom for five minutes. These, very simply, are not true. We ask that you also do not accept generalities, but seek specifics.

As noted in the state report, Results of the Monitoring of Local School Districts:

The monitoring or evaluation of local school districts has been designed and implemented to determine whether the 583 public school districts in the State of New Jersey are providing their students with an opportunity to receive a thorough and efficient system of education. In addition to acknowledging those districts that do meet the standards established for a thorough and efficient system of education, the monitoring process clearly identifies districts that are deficient and failing to provide fundamental educational opportunities for children. . . . The monitoring process, initiated in 1984 and revised in January, 1987, is an evolving process that needs to be reviewed and refined periodically to ensure that the state system of evaluation of local school districts is both fair and consistent.

Clearly, the monitoring and evaluation of a district is an accountability measure which helps the state operationally define a thorough and efficient education.

Dr. Contini will talk with you about changes in Cycle II and preparation for changes in Cycle III.  
Thank you for giving me the opportunity to address you on this important issue.

*Monmouth County Day Training Center*  
*Parents Group*

1076 WAYSIDE ROAD  
OCEAN, N.J. 07712

February 5, 1990

Dr. Jeffrey Osowski, Director  
Division of Special Education  
225 W. State Street  
CN 500  
Trenton, New Jersey 08625

Dear Dr. Osowski:

In addition to the violations listed in our letter of January 30, 1990 at the Monmouth County Day Training Center, the following violations to N.J.A.C. 6:28 were also noted:

- Monday, January 22, 1990 - Manasquan Bus arrived at the Center at 10:40 A.M.
- Wednesday, January 24, 1990 - Manasquan Bus arrived at the Center at 11:15 A.M. That afternoon the bus didn't arrive back at the Center until 4:55 P.M.
- Thursday, January 25, 1990 - the Manasquan Bus arrived at the Center at 11:15 A.M.

We feel the above listed violations would not have occurred had there been the necessary full-time personnel and substitutes needed to serve the children at the Monmouth County Day Training Center.

We look forward to your responsible action and written response.

Sincerely,

*Maureen Storch*  
Maureen Storch, President  
MCDTC - Parents Group

*Denise Walker*

Denise Walker  
Hiring Freeze Committee

cc: Margaret Lancton  
Patricia Holliday  
Kathleen Riordan



*Monmouth County Day Training Center*  
*Parents Group*

1076 WAYSIDE ROAD  
OCEAN, N.J. 07712

January 30, 1990

Dr. Jeffrey V. Osowski, Director:  
Division of Special Education  
225 W. State Street  
CN 500  
Trenton, New Jersey 08625

Dear Dr. Osowski:

On a visit to the Monmouth County Day Training Center Monday, January 29, 1990, the following violations to N.J.A.C. 6:28 were found:

- Two classrooms had to be combined resulting in seven year olds being placed in a class with teenagers.
- The 3:1 student-staff ratio was violated in two classrooms.
- The school nurse was put in one class thereby restricting her duties and services to the rest of the student body.
- The speech therapist was put in one class severely impacting the services to the student body thus violating their IEP's.
- The length of the school day has been less than the four hour minimum for students on four bus runs because they had to be combined into two bus runs.

We feel the above listed violations would not have occurred had there been the necessary full-time personnel and substitutes needed to serve the children at Monmouth Day Training.

The educational disruption due to freeze-related staff losses continues to be unconscionable and our concern goes further to the basic care and safety under reduced staff conditions.

We look forward to your responsible action and written response.

Sincerely,

*Maureen Storch*

Maureen Storch  
President - MCDTC  
Parents Group

*Denise Walker*

Denise Walker  
Hiring Freeze Committee

cc: Margaret Lancton  
Patricia Holiday  
Kathleen Riordan



STATE OF NEW JERSEY  
DEPARTMENT OF EDUCATION  
CN 500  
TRENTON, N.J. 08625-0500

February 22, 1990

SAUL COOPERMAN, COMMISSIONER

Ms. Maureen Storch, President  
MCDTC Parents Group  
Ms. Denise Walker  
Hiring Freeze Committee  
Monmouth County Day Training Center  
Parent Group  
1076 Wayside Road  
Ocean, NJ 07712

Dear Ms. Storch and Ms. Walker:

This letter is sent in response to your letter of January 30, 1990. In that letter you identify several violations to N.J.A.C. 6:28 which were found in a visit on January 29, 1990. As you may be aware, the Division of Special Education is currently investigating all the day training centers throughout the state due to an allegation of a lack of appropriate levels of service. The final report of this investigation is due in the very near future. Each of the centers, including Monmouth Day Training Center, will be required to provide adequate levels of service as a result of that report. If you feel that the violations you witnessed are not addressed in that report you may seek due process concerning the provision of service or request a new complaint investigation specific to these new issues. Enclosed are copies of N.J.A.C. 6:28-2.7 and N.J.A.C. 1:6A which address due process.

If you need further assistance feel free to contact James Hager, State Facilities Education, at (609) 633-6432.

Sincerely,

Jeffrey V. Osowski, Director  
Division of Special Education

JVO/TF/dm:14/5304W  
Enclosure  
c: James H. Hager



STATE OF NEW JERSEY  
DEPARTMENT OF EDUCATION  
CN 500  
TRENTON, N. J. 08625-0500

OFFICE OF THE COMMISSIONER

May 26, 1989

The Honorable Drew Altman, Commissioner  
Department of Human Services  
222 South Warren Street  
CN 700  
Trenton, New Jersey 08625

Dear <sup>Drew</sup>~~Commissioner~~ Altman:

I am writing for the purpose of informing you that the Department of Education has received a large number of complaints regarding denial of rights and services for educationally handicapped pupils who are placed in state facilities operated by the Department of Human Services.

The Federal Education for All Handicapped Children Act requires all state education agencies to ensure that a free appropriate public education (FAPE) is made available to all educationally handicapped children, age 3 through 21. Special education programs and services are to be provided in accordance with the individualized education program (IEP) of each pupil, and must meet the education standards adopted by the State Board of Education, and any regulations, administrative policies and procedures issued by the Commissioner of Education.

N.J.S.A. 18A:7B, The State Facilities Education Act (S.F.E.A.) of 1979, mandates the provision of a thorough and efficient education for pupils in all state facilities. Under this statute, the Department of Human Services is charged with operating the classes in state schools and day training centers, state psychiatric hospitals, and state residential youth centers. The director of the Office of Education in the Department of Human Services is charged with supervising the education programs in all department facilities and with approving the hiring of educational personnel. Additionally, N.J.S.A. 18A:46-18.1 charges the Department of Human Services with providing suitable facilities and programs for all children who are classified eligible for day training (EDT). Your Office of Education has reported that, as a result of the statewide hiring freeze, the Department of Human Services has experienced a reduction of staff required to provide mandated educational programs and services. As of April 27, 1989 approximately 117 of the 800 S.F.E.A. funded positions were vacant. These vacant positions include: 50 classroom teachers, 35 paraprofessionals, 24 child study team members/therapists and 8 supervisors.

In addition to funding the educational programs operated under the S.F.E.A., the Department of Education is charged with the responsibility of monitoring and ensuring an appropriate program for every educationally handicapped pupil. The Department of Education is required to conduct complaint investigations prompted by parents and local education agencies who write to complain about programs and services in state facilities.

During the 1988-89 school year, the Department of Education has received seven formal complaints including nineteen specific allegations regarding educational programs and services provided by the Department of Human Services. These complaints involve five day training centers operated by the Department of Human Services. A majority of the allegations pertain to a lack of programs and services necessary to provide an appropriate education to the pupils served by these facilities. Our investigations have resulted in verification of all allegations except one and we have directed that corrective action be taken.

Please review the attached summary of the data the Department of Education has gathered through its complaint investigation activities, which documents the degree to which required programs and services have not been provided.

This reduction of staff and concomitant decline in services directly impacts on the ability of each facility to provide programs in accordance with each pupil's IEP. I am concerned that the effect is harmful to the educational, physical, and emotional status of the pupils.

Please advise me, as soon as possible, of avenues which you are considering to resolve the situation.

Sincerely,



Saul Cooperman  
Commissioner

SC/JVO/ml:14/1370W

Enclosure

Complaint Investigation Summary  
 Department of Human Services  
 1988-89 School Year

<u>Case #</u>	<u>Date</u>	<u>Facility</u>	<u>Allegations</u>	<u>Outcome</u>	<u>Status</u>
C88-067	8/11/88	Essex DTC	No Physical Therapy. No Occupational Therapy.	Verified Verified	Corrective Action Completed Verified by County Office
C88-074	10/5/88	Passaic DTC	No Physical Therapy.	Verified	Corrective Action Completed
C88-075	10/12/88	Morris DTC	IEPs not implemented. Related services not provided.	Verified	Corrective Action Completed
C88-076	10/26/88	Essex DTC	Teacher Uncertified. No Speech Therapy. No Physical Therapy.	Verified Verified Not Verified	CAP Accepted
C88-078	12/30/88	Atlantic DTC	Related services not provided. IEP not implemented. Program change recommended based upon availability of staff. No notification of program change. Lack of staff P.T., Speech.	Verified Verified Verified Verified	Corrective Actions Completed
C89-091	3/23/89	Bergen DTC	Transportation inadequate to allow for full day program. IEP not implemented.		Under Investigation
C89-092	4/4/89	Bergen DTC	Inadequate staff to provide educational programs and services.		Under Investigation
C89-095	5/11/89	Monmouth DTC	Inadequate staff - 3:1 Ratio Not Maintained. IEPs not implemented. Inadequate equipment.		Under Investigation

12X

... Jewish community.  
 first of the year, he said,  
 been three other similar  
 at section of the township,  
 ning hours. There were no

7 and Jan. 30, Prisco said,  
 sports people were in cars  
 al epithets and threatening  
 wish pedestrians. And on  
 s were thrown at a two  
 rom two cars, police said.

incident, police were prom-  
 nore of a description of the  
 vehicles, the chief added.

y night, police impounded  
 d confiscated "dozens and  
 ggs, which will be placed in  
 Deputy Police Chief Louis A.

## ospital nes doctor heart unit

astal Monmouth Bureau

**FORMER** chairman of the  
 ent of Cardiothoracic Surgery  
 n University Medical Center  
 named to Jersey Shore Medi-  
 ter's planned heart surgery

Arthur J. Roberts, a practicing  
 surgeon since 1978, will be  
 ed to the program, expected to  
 ational in July, according to a  
 elease issued by the Neptune

nts, who plans to reside in the  
 ith his wife and family, also  
 develop and implement a car-  
 rgyery program at Wilkes-Barre  
 d Hospital in northeastern  
 ylvania. A graduate of Columbia  
 sity, Roberts received his medi-  
 ee from Case Western Reserve

ompleted post-graduate studies  
 neral and thoracic surgeries at  
 aven Hospital and New York  
 tal.

ey Shore Medical Center re-  
 d approval in September from the  
 Department of Health to develop  
 ult heart surgery program. The  
 will be the only one in Mon-  
 h, Ocean and Atlantic counties  
 oped and staffed for coronary  
 ss operations, heart valve replace-  
 s, complex thoracic aortic surge-  
 and implantable defibrillator pro-  
 res.

ospital officials predict 250 open  
 t procedures will be performed in  
 program's first year.

# Children at day training school not getting full day, parents say

By **SUZANNE DELCAMP**  
 Press Staff Writer

**CHILDREN** at Monmouth Day  
 Training Center, a state-run school in  
 Ocean Township for the developmen-  
 tally disabled and severely handicapped,  
 are not receiving the four hours of  
 education a day they are entitled to by  
 state law, parents claim.

The violation is documented in a  
 complaint filed late last month to the  
 state Department of Education, which  
 funds the operation of the state day  
 training centers.

Parents say the problem stems from a  
 shortage of bus drivers at the school,  
 which has resulted in some of the routes  
 being doubled or combined.

When this happens, parents say, the  
 buses often arrive late to school. They  
 arrive so late sometimes, parents say,  
 that the children are not getting the four  
 hours of education they are entitled to  
 before boarding the bus at 2:30 p.m. to  
 go home.

While parents say it was once normal  
 for their children to be picked up for  
 school about 8:30 a.m., they have been  
 picked up at late as 9:30 a.m. and have  
 arrived at the center as late as 10:35 and  
 11:15 a.m.

Officials from the state Department of

Human Services, which oversees school  
 operations, acknowledge that the short-  
 age of bus drivers has been a problem.

The children "are going to be in the  
 center less than they would be if there  
 was a single run," said James A. Ferrug-  
 giaro, regional administrator for Human  
 Services' Division of Developmental  
 Disabilities. "This is a problem, there is  
 no question about it."

Runs are combined, he said, when  
 there is a shortage of bus drivers or when  
 enough children are out sick that it is  
 more efficient to combine two routes.

Ferruggiario said all efforts are being  
 made to bring the staff of bus drivers up  
 to its full complement of 14.

Although there have been as many as  
 three vacancies among the ranks of bus  
 drivers at one time during recent  
 months, the actual number of drivers  
 has sometimes dipped even lower be-  
 cause of absenteeism.

"The drivers are being recruited as  
 quickly as they can be," Ferruggiario  
 said.

Aside from the shortened school day,  
 parents also say the center has violated  
 state codes by:

- Placing younger children in the  
 same classroom with teen-agers.
- Placing the school nurse and the

school speech therapist in the classroom  
 as a means of meeting the 3-to-1  
 student-to-teacher ratio.

Under state law, the range of chil-  
 dren's ages in any one classroom may  
 exceed four years only if noted in the  
 child's individual education program.

Parents say this was not the case  
 when, on Jan. 29, a 7-year-old was  
 placed in a classroom with teen-agers.

Ferruggiario said he was not aware of  
 the situation.

He did acknowledge, however, that  
 the nurse and speech therapist were  
 temporarily placed in classrooms.

"We felt it was more important to  
 keep within the ratio," Ferruggiario said.

He also said the department is at-  
 tempting to fill teacher and aide vacan-  
 cies expediently.

"As the vacancies occur, we have been  
 recruiting," he said.

The center is understaffed by one  
 teacher.

Parents claim that using these staff  
 members as temporary teachers pre-  
 vents their children from receiving the  
 specialized services they are entitled to.

Ferruggiario said using the speech  
 therapist in the classroom does not  
 necessarily constitute a violation, even  
 though some children may have had to  
 do without speech therapy that day.



NANCY RICHMOND/Asbury Park Press

**MEDAL OF HONOR** — Eugene Kelsey (left), past commandant of Freehold Elks Marine Corps League Detachment, presents Medal of Honor on behalf of Cpl. Anthony Casamento's widow to Albert Smith commandant. Casamento, injured in 1942, was decorated in 1980. Also holding medal is NJ Transit Executive Director S. Thomas Gagliano, who as former state senator was instrumental in getting Casamento the award. At right is Carl Rizzolo, state commandant, department of New Jersey Marine Corps Unit.

13X

**Day Training Services  
Capital Place One, 3rd Floor  
CN-700  
222 South Warren Street  
Trenton, New Jersey 08625**

**State-Operated Day Training Centers  
For Developmentally Disabled Children**

**Atlantic County Day Training**

1798 Tilton Road  
Cardiff, NJ 08232  
(609) 645-6748  
Center Administrator: Dr. Joseph Carnot

**Bergen County Day Training**

374 East Ridgewood Avenue  
Paramus, NJ 07652  
(201) 261-6231  
Center Administrator: Carol Graff

**Bergen County (Wyckoff)**

Eastern Christian Children's Retreat  
700 Mountain Avenue  
Wyckoff, NJ 07481  
(201) 891-2288  
Center Administrator: Joyce Piccoli

**Burlington County Day Training**

Box 1128-A, RD #1  
Woodlane Road  
Mt. Holly, NJ 08060  
(609) 267-7595  
Center Administrator: Ron Wybraniec

**Camden County Day Training**

210 Evesham Road  
Cherry Hill, NJ 08003  
(609) 795-0282  
Center Administrator: David Wood

**Cumberland County Day Training**

929 West Sherman Avenue  
Vineland, NJ 08360  
(609) 696-6830  
Center Administrator: Donald Hepner



**Essex County Day Training**

395-97 North 5th Street

Newark, NJ 07107

(201) 648-4333

Center Administrator: Brenda Calloway

**Gloucester County Day Training**

Glassboro Road

RD #7, Box 449

Williamstown, NJ 08094

(609) 629-2400

Center Administrator: Gery Treichler

**Hudson County Day Training**

40 Millridge Road

Secaucus, NJ 07094

(201) 865-4913

Center Administrator: Robert Hugelmeyer

**Mercer County Day Training**

1600 Stuyvesant Avenue

Trenton, NJ 08618

(609) 530-3390; SCAN: 5-3390

Center Administrator: Bruce McGlynn

**Middlesex County Day Training**

1377 Rahway Avenue

Avenel, NJ 07001

(201) 499-5037

Center Administrator: Kate Wolff

**Monmouth County Day Training**

1076 Wayside Road

Ocean, NJ 07712

(201) 493-4470

Center Administrator: Joan Herchenroder

**Morris County Day Training**

West Hanover & Jean Streets

Morristown, NJ 07960

(201) 538-0211

Center Administrator: Dr. Duane Meyer

**Ocean County Day Training**

1141 Old Freehold Road

Toms River, NJ 08753

(201) 349-4442

Center Administrator: Jo-Ann Colon

**Passaic County Day Training**

Minnisink Road  
Totowa, NJ 07512  
(201) 256-3337

Center Administrator: Ralph Romano

**Somerset County Day Training**

1600 Brooks Blvd.  
P.O. Box 486  
Manville, NJ 08835  
(201) 526-1551

Center Administrator: Richard Booth

**Union County Day Training**

1524 Terril Road  
Scotch Plains, NJ 07076  
(201) 322-1641

Center Administrator: Jim Curry

**Warren County Day Training**

RD #3, Box 133A, Route 57  
Port Murray, NJ 07865  
(201) 689-4650

Center Administrator: Marilyn Crespy

7/15/88

16X

26-142

PURCHASE OF SERVICE CENTERS

**Norman A. Bleshman School**  
333 E. Ridgewood Avenue  
Paramus, New Jersey 07652  
(201) 262-7444  
Center Administrator: Olivio Giardella

**Cape May County Day Training Center**  
Cresthaven Road  
Cape May Court House, New Jersey 08210  
(609) 465-9488  
Center Administrator: Mary Devery

**Essex County NJARC**  
**Day Training Program**  
1812 Springfield Avenue  
Maplewood, New Jersey 07040  
(201) 762-5488

Executive Director: Joseph L. Dimino  
(201) 535-1181

**St. John of God, Community Services**  
**Day Training Program (Gloucester County)**  
532 Delsea Drive  
Westville Grove, NJ 08093  
(609) 848-4700  
Director: Bro. James Pidgeon, O.H.



State of New Jersey  
DEPARTMENT OF THE PUBLIC ADVOCATE  
DIVISION OF ADVOCACY FOR THE DEVELOPMENTALLY DISABLED

CN 850  
TRENTON, NEW JERSEY 08625  
Toll-Free: 1-800-922-7233 — Voice/TDD  
or (609) 292-9742

ALFRED A. SLOCUM  
PUBLIC ADVOCATE

SARAH WIGGINS MITCHELL  
DIRECTOR

April 3, 1989

New Jersey Department of Human Services  
Office of Education  
Attention: Patricia Holliday, Ed.D.  
CN 700  
Trenton, New Jersey 08625

Dear Ms. Holliday:

Our office is in receipt of a Complaint from Ms. Leslie Mundy whose son, Curtis Chapman, is a student at the Bergen County Day Training Center (BCDTC).

According to Ms. Mundy, the BCDTC has a shortage of bus drivers. Consequently, Curtis, as well as other BCDTC students, have been arriving at the Center significantly later than usual. As a result, BCDTC is, with respect to at least some of the pupils, not in compliance with Sections 6:26-2.1 and 6:28-4.1(A) of the New Jersey Administrative Code, which require that students receive at least four (4) hours of "actual school work" each day. Even if some pupils are receiving four (4) hours of instruction, their services have been reduced and their programs have been significantly changed for administrative, rather than educational, reasons.

During the course of my investigation I discovered that the same situation exists at many of the state's other day training centers.

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New Jersey Department of Human Services  
Office of Education  
Att: Patricia A. Holliday, Ed.E.

Page 2

It has also been brought to our attention that there may be a shortage of other day training center staff such as teachers, custodians, etc. as a result of the state's hiring freeze. It is requested that you inform us as to whether the required staff-pupil ratios are being met at each center.

I would appreciate being advised by April 17, 1989, as to how you plan to remedy the situation and when the remedy will be implemented.

Thank you for your cooperation in the above matter.

Sincerely,

*Bud DiDonato*

Bud DiDonato  
Field Representative

BD:pd

cc: Ms. Janet Hand  
Ms. Pat Specchio ✓  
Ms. Mundy



THE ASSEMBLY  
STATE OF NEW JERSEY  
TRENTON

JOHN O. BENNETT  
ASSEMBLYMAN 12TH DISTRICT  
MONMOUTH COUNTY  
6 WEST MAIN STREET  
FREEHOLD, NJ 07728  
201-462-9721

COMMITTEES  
CHAIRMAN  
ENVIRONMENTAL QUALITY  
OCEAN AND BEACH PROTECTION  
MEMBER  
SENIOR CITIZENS

March 1, 1989

Mr. Richard B. Standiford, III  
Director  
Office of Management and Budget  
Department of the Treasury  
State House  
CN 002  
Trenton, New Jersey 08625

Re: Monmouth County Day Training Center

Dear Mr. Standiford:

I am writing on behalf of my constituent, Denise Walker, whose son attends the Monmouth County Day Training Center. Mrs. Walker, together with the parents of other children who attend the Monmouth County Day Training Center, are concerned with the current personnel vacancies at the Center.

I contacted Ms. Janet Meglathery at the Monmouth County Day Care Center and was advised that the Center has submitted expositions for one teacher and one aide. In addition, they have submitted waivers of the hiring freeze for one teacher, one technician, two aides, one repairman and two bus drivers. I did request Ms. Meglathery to provide me with the position numbers pertaining to the expositions and waivers; however, Ms. Meglathery was not sure if it was permissible to release this information. Ms. Meglathery did advise that you could contact her directly in the event that you require the specific position numbers. You can contact her at the Monmouth County Day Care Center at 201/493-4470.

It is imperative that these vacancies, in addition to the leaves of absence, be filled as soon as possible in order for the Monmouth County Day Training Center to run efficiently. I realize that the process of waiver approval takes time; however, Ms. Meglathery has advised that the waivers were submitted in January or even as early as late December and a decision has not yet been rendered.

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- Page Two -

I would appreciate it if you would look into this matter immediately and contact me or my aide, Donna Phelps, with regard to the status of the expositions and waivers that were submitted by the Monmouth County Day Training Center. Thank you for your cooperation.

Sincerely yours,

John O. Bennett  
Assemblyman

JOB/dmp  
cc: Mrs. Denise Walker

*Monmouth County Day Training Center*  
*Parents Group*

1076 WAYSIDE ROAD  
NEW SHREWSBURY, N. J. 07727

May 5, 1989

Dr. Jeffrey V. Osowski, Director  
Division of Special Education  
225 W. State Street  
CN 500  
Trenton, New Jersey 08625

Dear Dr. Osowski:

As you requested in our meeting May 1 in Dr. Saul Cooperman's office, we are sending documentation regarding the violations of N.J.A.C. 6:28 we found on a visit to the Monmouth County Day Training Center on May 2:

- The 3:1 student-teacher ratio was violated in seven classrooms;
- Two classrooms were found to have no teacher or substitute teacher.

We feel the above-listed violation would not have occurred had the following vacancies been filled:

- One full-time aide;
- Two temporary aides for staff on maternity leave;
- Three on-call substitutes.

At the same time, eleven IEPs were being violated due to the lack of one full-time speech pathologist.

Adaptive equipment is not being properly maintained due to the lack of a full-time repairman.



Dr. Jeffrey V. Osowski, Director (cont.)

The educational disruption due to freeze-related staff losses has been unconscionable and our concern goes further to the basic care and safety under reduced staff conditions.

Thank you in advance for your humane and responsible action. We look forward to your written response.

Sincerely,

Maureen Storch, President  
MCDTC Parents Group

Denise Walker  
Hiring Freeze Committee

cc: Dr. Saul Cooperman  
Assemblyman Joseph Palaia  
Ms. Peg Lancton  
Ms. Pat Holliday

RUMSON BOARD OF EDUCATION  
THE FORRESDALE SCHOOL

RUMSON, N. J. 07760

April 25, 1989

Dr. Jeffrey Osowski  
Department of Education  
225 West State Street  
CN 500  
Trenton, New Jersey 08625

Dear Dr. Osowski,

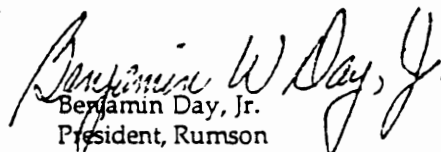
The Rumson Board of Education would like to bring to your attention a matter that we feel requires the combined efforts and coordination of the Department of Education and the Department of Human Services.

We are very concerned about reports we have received regarding the status of education for students in day training schools. Specifically, Mrs. Denise Walker, mother of Connor, a four year old Rumson student in the Day Training School in Ocean, New Jersey has alerted board members to the plight of developmentally disabled students who are receiving sporadic educational services because of the state's hiring freeze. I am sure that you will agree that it is imperative to provide these children with constant educational services of the highest quality.

We would like to ask you to do everything that you can to build a bridge between the services and expertise of the division of special education within the department of education and the department of human services. Our experience in the Rumson School District leads us to believe that your department could offer valuable school management and educational services to what appears to be a beleaguered division.

Please consider our request and let us know through our Superintendent, Dr. Eileen J. Smith-Stevens (201) 842-4747 of its feasibility and, indeed, if there is anything our Board of Education can do to support such an effort. We look forward to the resolution of the issue for the immediate benefit of our student and the long term benefit of all students.

Sincerely,

  
Benjamin W. Day, Jr.  
President, Rumson  
Board of Education

BD:kd

c: Denise Walker



BOARD OF EDUCATION OF THE BOROUGH OF RUMSON

Deane-Porter School • Blackpoint Road • Rumson, N.J. • (201) 842-0811

April 17, 1989

Mrs. Denise Walker  
22 Washington Avenue  
Rumson, New Jersey 07760

Dear Mrs. Walker:

Subsequent to our phone conversations regarding Conor's Day Training Program, I am forwarding the following information for your review and consideration.

In separate phone conversations with representatives of the State Office of Education, I was assured that difficulties with Conor's Day Training Program would be examined and potentially rectified.

In reference to the need for speech and language services, Dr. Enstrom indicated that the State hiring freeze would not adversely affect filling the available vacancy. Regarding the difficulties encountered with the teaching vacancy, Patty Skowrowski indicated that a teacher would be transferred from another State run facility during mid-April.

I hope this information is helpful and allays the concerns you justifiably feel. Please be assured that I will continue to have Conor's best interests in mind and will continue to act on his behalf.

If I can be of further help, please do not hesitate to contact me.

Respectfully,

William T. Hayes  
Director of Special Services

WTH/cah



## State of New Jersey

DEPARTMENT OF HUMAN SERVICES  
DIVISION OF DEVELOPMENTAL DISABILITIES

ROBERT B. NICHOLAS, Ph.D.  
Director

CN 700  
Trenton, New Jersey 08625

August 8, 1989

Honorable Joseph A. Palaia  
Assemblyman - District 11  
290 Norwood Avenue  
Suite 202  
Deal, New Jersey 07723

Dear Assemblyman Palaia:

I would like to respond to your concerns with regard to the staffing at Day Training Centers which are operated by this Division. I am pleased to inform you that the Office of Management and Budget has approved the following actions to address this critical situation:

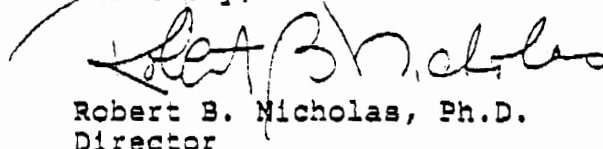
1. All Teacher and Teacher Aide positions at the Center which are funded under the State Facilities Education Act will be exempted from the State's hiring freeze. Additionally all bus driver positions assigned to the Day Training Centers are likewise exempt. As a result, the Division is moving forward to fill vacancies at the Centers in these titles; and,
2. The Training Centers may fill part time Substitute Teacher vacancies up to pre-freeze levels. As a result, the Division will move expeditiously to recruit and appoint Substitute Teachers for the Centers.

I am confident that these two actions will result in a vast improvement in the quality of programming at the Day Training Centers and avoid any further interruption in the provision of services to clients.

TO: Assemblyman Joseph Palaia  
August 8, 1989  
Page 2.

Your concern and support with regard to this important issue is deeply appreciated. I look forward to working with you to improve the provision of services to developmentally disabled citizens of New Jersey.

Sincerely,



Robert B. Nicholas, Ph.D.  
Director

lvb

**Assembly Education Committee  
Public Hearing on State Monitoring  
March 6, 1990**

Dr. Dennis G. Kelly  
Superintendent  
Ewing Township Public Schools

Thank you for the opportunity to present to you my feelings about the current state of monitoring in New Jersey.

Let me begin by sharing with you what I think monitoring does and doesn't do for school districts in New Jersey.

Here, in my opinion, is what monitoring does:

- (1) Monitoring **does** take enormous amounts of time, energy, and resources from school districts. Ewing Township Public Schools is due to be monitored in December of 1990. We have been preparing for monitoring for over a year. We have a sizable committee of teachers and administrators working together to prepare the district for monitoring. Several key administrators spend much of their time on issues relating to monitoring. Portions of all of our faculty meetings and management team meetings are devoted to studying at least one monitoring element. Faculty are prepped to answer questions like "Who is our 504 officer? What is the difference between an educational goal and an educational objective? And describe our curriculum delivery system." We often think of what we might be doing this year if it weren't for monitoring. We know the answer. Doing a much better job of preparing a \$20,000,000 referendum package to upgrade deteriorating buildings in our district.
- (2) Monitoring **does** cost money. In some instances, big money. Ewing Township Public Schools in its 1990-91 school budget has earmarked over \$800,000 directly relating to items listed on a premonitoring survey done last summer by a team from our County Superintendent's Office. Many of these items were perfectly acceptable when we were last monitored five years ago. The rules and regulations have become more restrictive and as a result monitoring has become more expensive for school districts. We have asked ourselves at every one of our budget meetings this year if the funds we have designated for monitoring might have been better spent on directly improving instruction for students? We know the answer is yes.
- (3) Monitoring **does** duplicate existing efforts. Each year we complete each year dozens of state and federal reporting forms in Ewing Township. What happens to this information? Does anybody,

anywhere ever read this stuff? How much of monitoring has already been done in one form or another? How much overlap is there between monitoring and Middle States? How much of monitoring is a sophisticated, complex shuffling of paper?

Now here is what monitoring **does not** do:

- (1) **Monitoring does not insure quality.**  
There is currently no direct relationship between those districts who pass monitoring and quality educational programs. Some very good districts fail monitoring and some very poor districts pass. Some districts fail for very questionable reasons. It all relates back to the process. Very few of the elements in monitoring relate to quality. It is a process to regulate education, not improve it.
- (2) **Monitoring does not improve classroom instruction or the curriculum in our schools.**  
Monitoring doesn't get at what is most important in our schools. It doesn't evaluate or improve teaching. Instead it checks the paperwork-teacher certification. It doesn't improve curriculum. It only checks to see if districts have courses of study in the right format in mandated programs.
- (3) **Monitoring does not improve professionalism or collegiality in our ranks.**  
This may be good or bad depending upon your personal philosophy. I think it is bad. It runs counter to one of the more pervasive educational trends in our country today - that of empowering teachers and moving to site-based management. Monitoring empowers no one but state officials. It is a classic example of a top-down, bureaucratic, "I gotcha" type of management. It helps to continue to perpetuate a cynical feeling among educators that the state department of education isn't really here to help anyone. And that is unfortunate.

Let me conclude with a suggestion to you on what could be done about monitoring. Lee Iococca has built a career in the automotive industry around telling the truth. Looking the consumer straight in the eye and saying, "Folks we have screwed up. And here's what we are going to do to solve the problem." You can start with the public acknowledgement that while monitoring can be a valuable tool to assess schools, in its current state it is a flawed process. Next, declare a one year moratorium on the monitoring of public school districts. Then create a Blue Ribbon Panel empowered to write a specific plan for reorganizing and revamping the monitoring process. Keep what works, streamline and simplify the rest. Involve more people at the local level. And then start all over again in one year with an improved product.

Thank you for permitting me the opportunity to be heard and good luck with your deliberations.

39X

Public Hearing  
Assembly Education Committee  
Tuesday, March 6, 1990  
Toms River High School North  
9:30 a.m.  
Toms River, New Jersey

Testimony

I. Opening Statement (an overview of the district):

Estell Manor has a population of approximately 1,000 residents and is located in Western Atlantic County; The rural school district is K through 8 and is a Type II district with a student population of 184 (9/30/89). The total land area is approx. 53 square miles and sends its 65 secondary students to Buena Regional High School.

Estell Manor is relatively underdeveloped due to the fact a part of its land is environmentally sensitive. Over 20 square miles is conservation area and most of the remainder is for 25 acre minimum lots due to Pineland/Wetland Commissions.

The Estell Manor School District operates a single school on 20 acres with a gross floor area of 18,000 square feet and one CSA. The district was monitored in February 1989 and was certified for a period of five years on June 7, 1989 by the New Jersey State Board of Education.

Having met or exceeded the rigorous standards of all 43 indicators I would like to thank Mr. Gus Ruh and the members of the Atlantic County Staff for the positive assistance that was greatly appreciated.

II. Pros (appropriate):

- A. On site visitations with Atlantic County office staff has demonstrated positive interaction between school admin. & staff;
- B. The Atlantic County Office made it perfectly clear what was expected of the monitoring process;
- C. All districts must provide documentation for all 43 indicators which may not be regularly addressed;
- D. Element I Goals/Objectives  
An important element, however, this information could easily be reviewed at the County Office;
- E. Element III Curriculum/Instruction  
This material should be carefully monitored;
- F. Element IV Facilities  
This element is important and should be regularly checked by outside agencies (fire dept., health, etc.);



G. Element VI Professional Staff

This information could be sent to the Atlantic County Office for review/approval;

H. Element X Financial

A critical element which requires careful examination/scrutiny.

III. Cons (inappropriate):

A. Failing monitoring because one indicator is inappropriate. An unintentional mistake may create failure. This is too stringent. There should be a better way to measure pass/fail. Perhaps a corrective action plan should be considered;

B. Difficult for one CSA to take the responsibility of all 43 indicators. We had to prepare for eight (8) months. The process is too time consuming. Time was taken from the day-to-day duties to assure the proper documents were in place;

C. Element II School/Community Relations

This information could be easily reviewed at the County Office;

D. Element IV Student Attendance

Also could be reviewed when sent to the County Office;

E. An application, questionnaire or letter of assurance could take the place of many monitoring elements. Attach the documentation to the application and mail it to County or Regional offices. This would eliminate un-necessary paper work and expedite the process;

F. An additional element

A new element should make the Board of Education accountable/responsible for decisions and taken to task if no follow-up is implemented;

G. Paper Work

The existing process has created an enormous amount of documentation. I am the only administrator in the school district responsible for the same paper work as larger districts.

41 X

IV. Closing Statement:

Although I believe many of the elements are necessary, time-lines should be developed in order to spread appropriate documentation over a longer period of time. Setting up bi-monthly or monthly deadlines would still give districts the opportunity to produce or submit documents. This would take the pressure off the district administration to produce all documentation within two or three days.

Please permit me to express appreciation for the services offered to the Estell Manor School District by the Atlantic County Superintendent's Office during monitoring. Their rational approach demonstrated a commitment to the importance of education.

Respectfully Submitted,

William A. Goodwin  
Chief School Administrator  
Estell Manor School District  
Atlantic County

42 x

# Upper Township School District

PERRY ROAD, PETERSBURG  
P.O. BOX #158  
TUCKAHOE, NEW JERSEY 08250  
(609) 390-8448

OFFICE OF THE  
SUPERINTENDENT

March 1, 1990

To: N.J. Assembly Education Committee  
Re: N.J. State Monitoring  
From: John E. Tredinnick, Supt. of Schools,  
Upper Township School District

## Benefits Related to Monitoring:

1. Monitoring per se assists districts in planning and coordination by providing a definite process and an outline to follow.
2. The "Monitoring Process" ensures that school districts are adhering to the N.J. Administrative Code.
3. The "Pre Monitoring Process" is extremely beneficial to the districts soon to be "Monitored". Our Cape May County Superintendent and staff were extremely helpful and professional throughout the entire process.

## Recommendations Related to Monitoring:

1. The process needs to be redesigned to become qualitative. If you (a district) meet all of the requirements of an indicator, on a minimum basis, the district would pass with a satisfactory rating. There would be no need for an action plan, but there is no measurement or rating of how well your district is actually doing, in most cases.
2. The "Monitoring" process does not lend itself to encouraging school districts to extend themselves above and beyond that which is required.
3. The actual "Monitoring" process is rather flat, either you have what is being required or you don't. Areas in which a district may be exemplary, receive no more commendation from the process than those areas or "Indicators" that have just been met at a satisfactory level.

43 X

"The Student Is Our Purpose"

# Upper Township School District

PERRY ROAD, PETERSBURG  
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TUCKAHOE, NEW JERSEY 08250  
(609) 390-8448

OFFICE OF THE  
SUPERINTENDENT

Page 2

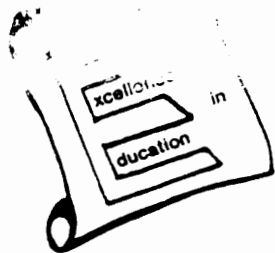
4. The process leans heavily on the regulatory side of the scale rather than placing the emphasis on curriculum and instruction which is a school systems primary objective.

With this in mind, I would suggest the following:

- a. That core proficiencies be developed for each discipline.
  - b. That an evaluative method be designed to measure the attainment of core proficiencies in all curriculum areas.
5. Indicator #10, specifically 10.2, is redundant unless it is specifically designed to be a check and balance on the "County Office". If this is the case, should it be a school districts responsibility?

44 X

"The Student Is Our Purpose"



100 Park Road  
Sea Isle City, N.J. 08243

Frank C. Dougherty  
Chief School Administrator

February 28, 1990

Office of Legislative Services  
CN 068 Education Section  
Trenton, NJ 08625

Attention: Mr. David Rosen

Dear Mr. Rosen:

Enclosed please find comments printed in the Sea Isle City Board of Education newsletter "The Beacon" regarding monitoring. Please accept these in lieu of physical testimony. The thoughts are mine and have been developed over my 23 years as an educator. Our school system has an excellent reputation as do I, therefore this article is not one written by some malcontent, complaining, do-nothing administrator. In fact, this is the first letter I have ever written to any government official in complaint.

Thank you for your consideration and for the chance to once again do something positive for the youngsters in our school system.

Sincerely,

Frank C. Dougherty  
Chief School Administrator

FCD/db

Enclosures

45x

# Monitoring: A Bureaucratic Beast

By Frank Dougherty  
Chief School Administrator

Like many state and federal programs, New Jersey's "monitoring" of education was launched with the best of intentions and was developed to fill an undeniable need. But also like many government programs, state monitoring has become a runaway bureaucratic beast, threatening to undermine the very process it was designed to protect.

Our Public School is due for monitoring again in October, so I'm again becoming acutely aware of the vast disparity between monitoring's promise and its performance.

The monitoring program was established by the Public School Education Act of 1975. The intent was noble: to enforce certain minimum standards for education throughout the state and to provide a framework for correcting the chronic deficiencies that prevent some school districts from offering their children quality education.

To describe the program briefly and generally, it involves intense scrutiny of every school district in the state, once every five years for each school. A team from the state Department of Education visits each school during its monitoring year. The team uses a checklist of 102 items to evaluate the district's effectiveness in the areas of planning, community relations, curriculum and instruction, attendance, facilities, staffing, mandated programs, basic skills testing, affirmative action and finances.

Just based on that description, you can probably guess what has happened.

Monitoring, of course, has turned into the biggest paper chase you have ever seen. When the topic of monitoring comes up among educators, the discussion quickly becomes a contest of one-upsmanship as to who's had the most bizarre experience with monitoring. The phrase "horror story" is invariably heard, and comparisons to Alice Through the Looking Glass ("down the rabbit hole," "curiouser and curiouser") are standard now in our gallows humor.

A few quick examples might give you a feeling for the scale of the whole thing. A good indicator is the size of the state manual that *merely tells you how to do the paperwork*. It runs to nine sections -- 127 pages of instructions, plus two appendices and a glossary! **46**



Another example: when this school was last monitored in 1985, I shipped the state *three entire file drawers* full of documents, most of which were generated specifically to satisfy monitoring requirements and could serve no other earthly purpose.

And a final example: as we prepare for next fall's monitoring, I expect that our teaching and administrative staff will log virtually hundreds of man-hours dedicated entirely to the paper-pounding that monitoring has become. Given that days are still only 24 hours long, it goes without saying that these hours must be stolen from time we would otherwise be spending with the children. Even in non-monitoring years, this and most other school districts are struggling with austerity-level staffing and mammoth workloads.

The monitoring process has grown so cumbersome that it actually impedes growth and innovation. As a monitoring year approaches, any plan to launch new programs must be considered in light of the massive documentation required for each element of the curriculum.

For a school to fail monitoring, by the way, is a major inconvenience, at the very least. Compliance is demanded immediately, and the punishment for continuing non-compliance is state takeover of the school district. Recission of local control is a drastic consequence, but is not without precedent.

I am not writing this merely to complain about my own plight as I work to compile this mountain of paper. I'm hoping that Sea Isle residents who read this will realize that overhauling the monitoring process would be a service both to the quality of education and to the efficient use of tax dollars. As taxpayers, you might drop a line to your legislators and your state Department of Education to let them know that you'd prefer that educators perform education rather than unnecessary paperwork.

It's time that a task force of teachers, administrators and other educators be assigned to reexamine monitoring, to give a complete overhaul and to bring it back under control.

A streamlined monitoring system would do much to free us teachers and school administrators from our cubbyholes, from hundreds of hours of paper-pushing, and to get us back with the children.

Which is where we belong, and where you as taxpayers pay us to be.

HARDING TOWNSHIP SCHOOL  
LEE'S HILL ROAD, P. O. BOX 248  
NEW VERNON, N. J.  
07976

WILLIAM R. COOPER  
SUPERINTENDENT

PHONE - (201) 267-6398, 267-0153

February 21, 1990

Office of Legislative Services  
CN068  
Education Section  
Trenton, New Jersey 08625

Attention: David Rosen

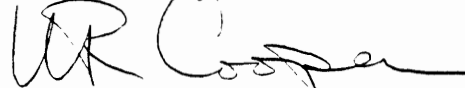
Dear Mr. Rosen:

School evaluation is good. School accountability is good. NJDOE monitoring for good schools is inappropriate if not bad. The program does not lead to school improvement and in fact because of the bureaucratic grinding on insignificant matters many valuable professional hours that should be devoted to the school mission are lost. You are absolutely correct in your concern about the monitoring initiative.

I urge you to consider the enlightened step taken by the Vermont State Department of Education when a state mandated evaluation program was introduced there. Schools were given the option of following the state protocol which was incidently noticeably more useful than that developed by the NJDOE, or of entering into the New England Association of Schools and Colleges accreditation program. New England Association accreditation was accepted in lieu of the state program by the Vermont DOE, and therefore schools were certified by the state and the New England Association for completing the New England Association program and remaining active members.

The Middle States Association serves the same purpose for New Jersey schools. Schools that are sincerely interested in excellence should routinely undergo self evaluation and thorough inspection by practicing educators. The MSA protocol offers schools a model for improvement based on the real stuff of schools - teaching, learning and program accountability. All of the bases covered in monitoring are also matters scrutitized by MSA instruments and personnel. The Middle States accreditation process is very Thorough but it emphasizes Excellence over Efficiency.

Sincerely,



William R. Cooper  
Superintendent

WRC:jy

47 X



STATE OF NEW JERSEY  
DEPARTMENT OF EDUCATION  
CN 500  
TRENTON, NJ 08625-0500

DIVISION OF COUNTY AND REGIONAL SERVICES  
WALTER J. MC CARROLL ASSISTANT COMMISSIONER

SAUL COOPERMAN, COMMISSIONER

February 28, 1990

TO: Members, Assembly Education Committee  
FROM: Walter J. McCarroll  
SUBJECT: Public Hearings on School District Monitoring Process

After discussions with Chairman Gerard Naples, I am providing you with copies of a report on the results of the monitoring of local school districts, which was prepared for the State Board of Education in October 1989. The report should provide you with insight into the results of the first cycle of monitoring (1984 to 1986), as well as for the first year of the second cycle of monitoring (1988 to 1989). The report will provide you with an opportunity to have an understanding of the results of the monitoring process to date, in preparation for the public hearings.

WJM:dm/43/031

Enclosures

48x





STATE OF NEW JERSEY  
DEPARTMENT OF EDUCATION  
24 500  
TRENTON, NJ 08625-0500

October 2, 1989

OFFICE OF THE COMMISSIONER

TO: Members, State Board of Education  
FROM: Saul Cooperman *[Signature]*  
SUBJECT: Results of the Monitoring of Local School Districts

The attached report presents a compilation of monitoring findings of the first cycle of monitoring initiated in January 1984, as well as the results of the first year of the second cycle of monitoring (September 1988 - June 1989). The purpose of this report is to provide you with some insight into the certification status of local school districts, as well as an indication of how well districts fared in regard to meeting the standards of specific elements and indicators.

Highlights of the report include:

1. During the first year of the second cycle, 75% of the districts monitored were certified; 25% were not recommended for certification. These percentages are comparable to the first monitoring cycle.
2. Of those districts classified as urban, 79% were certified during the first cycle; 82% have been certified to date during the second cycle.
3. Districts continue to have difficulty with Element 3: Comprehensive Curriculum/Instruction. However, due to the error tolerance developed for Indicators 5.2 (facilities inspection) and 7.3 (special education), more districts are meeting the standards of those indicators now than during the first cycle of monitoring.

Should you have any questions on this information, please contact Sandy McCarroll.

SC:WJM:2/3

Attachment

49 y

## FIRST CYCLE OF MONITORING: JANUARY 1984 - DECEMBER 1986

### Implementation of the Monitoring Process

The first cycle of monitoring was initiated in January 1984, pursuant to N.J.A.C. 6:8-4, et. seq., as adopted by the State Board of Education in August of 1983. Between January 1, 1984 and December 31, 1986, 583 school districts were monitored against the standards of 51 indicators -- 40 mandatory and 11 non-mandatory.

A key factor in the successful implementation of monitoring was to ensure consistency of the process as applied across 21 counties. As one means of addressing consistency, a team of county and central office staff audited each of the county office teams as they monitored a local school district. County superintendents and the Assistant Commissioner for County and Regional Services reviewed the audit reports; inconsistencies in the monitoring process were identified and reduced or eliminated.

In addition, county office staff received annual training to review and refine monitoring procedures. As questions about monitoring arose, both county offices and local districts were informed of key issues through clarification memoranda.

Originally, the monitoring code required that all 583 districts be monitored in two years. However, as county staff encountered problems trying to schedule Level I monitoring visits, re-monitor districts in Level II and still carry out other county office functions, it became obvious that the two-year monitoring cycle was not realistic. Consequently, at the request of the Commissioner, the State Board extended the monitoring schedule one additional year. (When the monitoring code was revised in 1987, the monitoring cycle was expanded to five years.)

### Results of the First Cycle of Monitoring

Of the 583 districts that were monitored during the first cycle, 566 (97%) have received certification for five years. Of those districts, 461 (81%) were certified at Level I, 104 (18%) received certification as a result of the Level II process and three (1%) after Level III. The remaining 15 districts (3%) are not certified: 6 are in Level II and 9 are in Level III. (See Appendix 1 for a breakdown of the monitoring status, by county. Refer to Appendix 2 for the status of districts in Levels II and III.) It should be noted that one of the districts in Level II, Passaic City, was originally certified; however, the State Board rescinded the district's certification because of its failure to meet the interim achievement standard in the mathematics section of the HSPT (Indicator 8.2).

Of the 56 districts identified as "urban," 44 (79%) are certified -- 29 after Level I monitoring, 14 as a result of the Level II process, and one after Level III. Twelve districts (21%) are not certified: three are in Level II and nine are in Level III. (See Appendix 3 for a complete listing by district.)

**Most Frequently-failed Elements and Indicators**

According to an analysis of first cycle monitoring results, districts had the most difficulty meeting the standards of two elements: Element 3, Comprehensive Curriculum/Instruction and Element 5, Facilities. Urban districts also had difficulty with Element 8, Mandated Basic Skills Test.

**NUMBER OF DISTRICTS THAT FAILED  
ONE OR MORE INDICATORS UNDER EACH ELEMENT**

<u>Element</u>	<u># Districts Failed</u>	<u># Urban Districts Failed</u>
1 - Planning	22	7
2 - School/Community Relations	9	0
3 - Comprehensive Curriculums Instruction	69	15
4 - Pupil Attendance	25	9
5 - Facilities	199	28
6 - Staff	64	18
7 - Mandated Programs	58	14
8 - Mandated Basic Skills Test	29	18
9 - Equal Educational Opportunity/ Affirmative Action	27	8
10 - Financial	46	14
Number of Districts Monitored	583	56

51 X

A closer look at the data shows that 20 or more districts failed 14 of the 51 indicators:

**MOST FREQUENTLY-FAILED INDICATORS  
(583 DISTRICTS MONITORED)**

<u>Element</u>	<u>Indicator</u>	<u># Districts Failed</u>	<u>Rank</u>
3 - Comprehensive Curriculum Instruction	3.1	43	5
	3.2	40	6
5 - Facilities	5.1	48	3
	5.2	119	2
	5.3	128	1
6 - Staff	6.1	36	7
	6.4	30	9
7 - Mandated Programs	7.1	26	11
	7.3	21	13*
	7.5	46	4
8 - Mandated Basic Skills Test	8.2	29	10
9 - Equal Educational Opportunity/Affirmative Action	9.2	21	13*
	9.3	25	12
10 - Financial	10.1	35	8

\* Tied for 13th place.

52X

## **Implications of First Cycle Results on Future Monitoring**

A review of results from the first cycle of monitoring (including the county-level audits) reinforced the need for greater consistency during the second cycle of monitoring, which began in September 1988. The Department of Education initiated several strategies to address this issue (see page 6).

### **SECOND MONITORING CYCLE: INITIATED SEPTEMBER 1988**

#### **Revision of the Monitoring Code**

The process to revise the T & E code was a deliberate one which began even before the first cycle of monitoring had concluded. A committee of county superintendents prepared numerous changes to the code, particularly to the monitoring requirements in N.J.A.C. 6:8-4. Revisions incorporated suggestions from both the staff of all 21 county offices of education and affected divisions in the Department of Education, as well as from local districts and key educational organizations. Highlights of monitoring code changes adopted by the State Board in January 1987 include:

- 51 indicators were reorganized and consolidated into 39 indicators
- 4 new indicators were added, for a total of 43 indicators
  - 1.1 requires that the district's written educational goals be reviewed, updated and adopted at least every five years
  - 2.2 requires that the board of education report on certain items at a public meeting to be held prior to September 30th
  - 6.2 requires that all substitute teachers and aides be employed pursuant to law and code
  - 10.5 prohibits the district from incurring a deficit
- districts are required to meet the standards of all 43 indicators in order to receive certification (the former code required meeting standards in 40 of the 51 indicators)
- several existing elements and indicators were revised:
  - 3.1 requires that the curricula contain basic minimum components and that articulation of the curriculum occur
  - 5.2 establishes standards and criteria for health and safety inspections of facilities
  - 6.7 requires that the chief school administrator recommend formal appointment of all teaching members to the district board of education

7.3 incorporates the required components, standards and procedures consistent with both N.J.A.C. 6:28 (special education code) and federal regulations

Because of the particularly rigorous regulatory standards adopted for Indicators 5.2 (facilities review), 7.1 (basic skills), 7.2 (bilingual/English as a second language) and 7.3 (special education), the Department of Education established an error tolerance for districts to meet the standards of those four indicators. A checklist of requirements was developed for each indicator and districts must comply with a specified number of items in order to be rated acceptable for that particular indicator.

However, in instances where districts meet the standard of the indicator but are deficient in some checklist items, the district is required to develop a corrective action plan to remedy the non-compliant items. For example, Indicator 5.2 requires districts to be in compliance with 62 of the 76 health and safety checklist items. Therefore, if a district meets that overall standard but fails to satisfy all required checklist items, it must develop a corrective action plan. The plan activities and timelines are tracked closely by the county office to ensure that the district achieves full compliance.

#### **Preparation of Districts for Monitoring**

In order to prepare districts for monitoring, several activities were undertaken. In the summer of 1987, county offices conducted an assessment of each district to determine the specific monitoring indicators for which the district would be most vulnerable or likely to fail. County office staff reviewed the vulnerability assessments individually with districts and provided technical assistance to help districts address deficient areas.

One of the major areas of vulnerability that was identified statewide concerned meeting the requirements of Indicator 5.2: the district's responsibility to conduct annual inspections in each school facility to ensure adherence to health and safety laws. (This was also a problematic indicator for districts during the first cycle of monitoring; however, it was not required to achieve certification.)

County office staff assisted districts in understanding and complying with these mandates by: (1) developing a comprehensive checklist of health and safety requirements to guide districts as they performed their own inspections and (2) conducting a premonitoring of facilities (at the district's request), prior to formal monitoring of all 43 indicators. This premonitoring inspection identifies health and safety code violations approximately six months to one year in advance of the formal monitoring visit so that districts can address them prior to monitoring.

Additionally, a variety of technical assistance and training formats assisted districts in understanding and meeting the requirements of the monitoring process. In the Fall of 1987, the Division of County and Regional Services held regional information sessions for chief school administrators to highlight changes in the monitoring process from the first to the second cycle. Participants reviewed the Manual for the Evaluation of Local School Districts, which incorporates rules and procedures for the evaluation of the

performance of school districts and clarifies these procedures to ensure that monitoring is conducted in a uniform and consistent manner. Questions that arose from the regional sessions were compiled into a series of "Q & A" summaries which were disseminated to all 583 districts.

County office staff held follow-up county-level training sessions for chief school administrators and district staff. Then, county office staff met individually with those districts scheduled to be monitored during the 1988-89 school year to review the process and focus on specific district areas of vulnerability. (These district-level meetings are held with all districts prior to monitoring.)

Finally, chief school administrators were and continue to be provided with written monitoring clarifications that address immediate concerns or to expand upon the information provided in the Manual for the Evaluation of Local School Districts.

### **Implementation of the Revised Monitoring Process**

The second cycle of monitoring began in September 1988. Those districts whose five year certification was due to expire were monitored first. Since the first cycle of monitoring was accomplished in three years, the conversion to a five-year cycle presented some scheduling difficulties because all districts had to be monitored as close to their five year certification expiration date as possible. Some districts were monitored before their certification expired, and others were delayed until after the five-year certification period to accommodate the transition from a three to five year schedule.

For example, a district that was certified in May 1984 would normally be monitored by May 1989. However, in order to establish a five-year monitoring schedule, such a district's monitoring date was accelerated to October 1988. Conversely, a district that received certification in February 1987 would need to be re-monitored by February 1992. Again, in order to convert to a five-year monitoring schedule during the second cycle, such a district would be re-monitored in the Fall of 1992. The result of these scheduling accommodations was that 583 districts can be monitored in five years instead of three, thus allowing county offices to use their staff more efficiently in monitoring, providing technical assistance to districts and performing other routine tasks, such as overseeing the local planning process.

As with the first monitoring cycle, several measures were taken to ensure consistency of the process in each of the 21 counties. A multiple-step review of each monitoring report was implemented. First, the Assistant Commissioner for County and Regional Services and the Coordinating County Superintendent for that region conducts a joint analysis of all reports. Then, all county superintendents review monitoring reports for districts that have failed one or more indicators and would not achieve certification.

Districts have the opportunity, as defined in N.J.A.C. 6:8-4, to request an administrative review of the rating of any indicator. The first level of review is the county superintendent, and, at the district's further request, the Assistant Commissioner for County and Regional Services also analyzes the findings. To date, eight districts have taken advantage of the administrative process.

55x

### Results of the Second Cycle of Monitoring

A total of 112 districts were monitored from September 1988 through June 1989. Of those districts, 84 (75%) have received certification for a period of five years and 28 (25%) are in the Level II process. (See Appendix 4 for a breakdown by county.)

Eleven urban districts have been monitored to date: nine are certified and two are in the Level II process. (See Appendix 5 for a complete listing by district.)

### Most Frequently-failed Elements and Indicators

During the second cycle of monitoring, districts continue to have difficulty in meeting the requirements of Element 3, Comprehensive Curriculum/Instruction.

#### NUMBER OF DISTRICTS THAT FAILED ONE OR MORE INDICATORS UNDER EACH ELEMENT

<u>Element</u>	<u># Districts Failed</u>	<u># Urban Districts Failed</u>
1 - Planning	5	0
2 - School/Community Relations	0	0
3 - Comprehensive Curriculum/ Instruction	14	1
4 - Pupil Attendance	3	1
5 - Facilities	5	0
6 - Staff	11	0
7 - Mandated Programs	11	1
8 - Mandated Basic Skills Test	8	1
9 - Equal Educational Opportunity/ Affirmative Action	3	1
10 - Financial	1	0
Number of Districts Monitored	112	11

56 x



Districts encountered particular difficulty with Indicator 3.1 -- the curricula were not board-approved or implemented. Indicator 8.2, Mandated Basic Skills Tests for grades 3 and 6, also caused problems. One or more districts failed 27 of the 43 indicators.

**MOST FREQUENTLY-FAILED INDICATORS  
(112 DISTRICTS MONITORED)**

<u>Element</u>	<u>Indicator</u>	<u># Districts Failed</u>
3 - Comprehensive Curriculum/Instruction	3.1	9
7 - Mandated Programs	7.3	9
8 - Mandated Basic Skills Test	8.2	6

See Appendix 6 for a complete breakdown by indicator. Since only two of the 11 urban districts monitored have failed, data are insufficient to draw conclusions.

**Conclusions**

The monitoring or evaluation of local school districts has been designed and implemented to determine whether the 583 public school districts in the State of New Jersey are providing their students with an opportunity to receive a thorough and efficient system of education. In addition to acknowledging those districts that do meet the standards established for a thorough and efficient system of education, the monitoring process clearly identifies districts that are deficient and failing to provide fundamental educational opportunities for children.

The Level II and Level III monitoring processes provide a systematic evaluation procedure which requires districts to ultimately address their deficiencies through local improvement plans or face direct state intervention.

The monitoring process initiated in 1984 and revised in January 1987 is an evolving process that needs to be reviewed and refined periodically to ensure that the state system of evaluation of local school districts is both fair and consistent.

57 X

APPENDIX 1

CERTIFICATION STATUS OF DISTRICTS MONITORED DURING THE FIRST CYCLE

<u>COUNTY</u>	<u># DISTRICTS</u>	<u>DISTRICTS CERTIFIED</u>			<u>DISTRICTS NOT CERTIFIED</u>	
		<u>L I</u>	<u>L II</u>	<u>L III</u>	<u>L II</u>	<u>L III</u>
Atlantic	25	17	7	1	0	0
Bergen	75	69	6	0	0	0
Burlington	42	34	8	0	0	0
Camden	38	32	5	0	0	1
Cape May	17	15	2	0	0	0
Cumberland	16	6	9	1	0	0
Essex	22	17	2	0	1	2
Gloucester	28	17	10	0	1	0
Hudson	13	6	3	0	0	4
Hunterdon	28	23	4	0	1	0
Mercer	11	6	4	0	1	0
Middlesex	24	17	7	0	0	0
Monmouth	51	44	6	0	0	1
Morris	40	38	2	0	0	0
Ocean	29	21	7	0	1	0
Passaic	20	12	6	0	1	1
Salem	14	9	4	1	0	0
Somerset	18	18	0	0	0	0
Sussex	26	20	6	0	0	0
Union	22	20	2	0	0	0
Warren	24	20	4	0	0	0
<b>Total</b>	<b>583</b>	<b>461</b>	<b>104</b>	<b>3</b>	<b>6</b>	<b>9</b>

58 x

**APPENDIX 2**

**STATUS OF DISTRICTS IN LEVELS II AND III**

**LEVEL II DISTRICTS**

Essex County:

East Orange                      Level II process extended; district making reasonable progress toward correcting deficiencies.

Gloucester County:

Southern Gloucester County Regional              Will be re-monitored in Fall of 1989, following opening of new school building.

Hunterdon County:

Hunterdon Central                      Level II process extended; district making reasonable progress toward correcting deficiencies.

Mercer County:

Trenton                              Level II process extended; district making reasonable progress toward correcting deficiencies.

Ocean County:

Eagleswood                              District re-monitored in Spring 1989; will be recommended for certification.

Passaic County:

Passaic                                  Achieved certification after Level II, but certification was rescinded in January 1989 because of failure to achieve the interim standard on the mathematics section of the HSPT.

**LEVEL III DISTRICTS**

Camden County:

Camden                                  Level III process extended; district making reasonable progress toward correcting deficiencies.

Essex County:

Newark                                  Level III review scheduled for Fall/Winter 1989.

Orange                                  Level III CAP implemented in 1989.

59 X

Hudson County:

Hoboken Level III process extended; district making reasonable progress toward correcting deficiencies.

Jersey City Show cause proceedings underway to determine if the State should assume operation of the district.

Union City Limited comprehensive compliance review underway.

Weehawken Level III process extended; district making reasonable progress toward correcting deficiencies.

Monmouth County:

Asbury Park Level III process extended; district making reasonable progress toward correcting deficiencies.

Passaic County:

Paterson Level III review in progress, to be completed in Fall 1989.

60 x

APPENDIX 3

CERTIFICATION STATUS OF URBAN DISTRICTS  
(FIRST CYCLE RESULTS)

<u>COUNTY</u>	<u>DISTRICT</u>	<u>CERTIFIED</u>			<u>NOT CERTIFIED</u>	
		<u>L. I</u>	<u>L. II</u>	<u>L. III</u>	<u>L. II</u>	<u>L. III</u>
Monmouth	Asbury Park					X
Atlantic	Atlantic City		X			
Hudson	Bayonne	X				
Essex	Belleville	X				
Essex	Bloomfield	X				
Cumberland	Bridgeton		X			
Burlington	Burlington		X			
Camden	Camden City					X
Middlesex	Carteret		X			
Essex	East Orange				X	
Union	Elizabeth	X				
Bergen	Englewood	X				
Bergen	Garfield	X				
Camden	Gloucester City	X				
Camden	Gloucester Twp.	X				
Mercer	Hamilton Twp.	X				
Hudson	Harrison		X			
Union	Hillside	X				
Hudson	Hoboken					X
Monmouth	Howell Twp.	X				
Essex	Irvington		X			
Ocean	Jackson Twp.	X				
Hudson	Jersey City					X

61 X

<u>COUNTY</u>	<u>DISTRICT</u>	<u>L. I</u>	<u>CERTIFIED</u>		<u>NOT CERTIFIED</u>	
			<u>L. II</u>	<u>L. III</u>	<u>L. II</u>	<u>L. III</u>
Monmouth	Keansburg	X				
Hudson	Kearny	X				
Ocean	Lakewood Twp.	X				
Camden	Lindenwold		X			
Bergen	Lodi	X				
Monmouth	Long Branch	X				
Cumberland	Millville	X				
Essex	Montclair	X				
Monmouth	Neptune Twp.	X				
Middlesex	New Brunswick		X			
Essex	Newark					X
Hudson	North Bergen Twp.		X			
Middlesex	Old Bridge Twp.		X			
Essex	Orange.					X
Passaic	Passaic City				X	
Passaic	Paterson					X
Burlington	Pemberton Twp.		X			
Camden	Pennsauken	X				
Middlesex	Perth Amboy		X			
Warren	Phillipsburg	X				
Union	Plainfield	X				
Atlantic	Pleasantville			X		
Union	Rahway	X				
Union	Roselle Borough	X				
Mercer	Trenton				X	

62x

<u>COUNTY</u>	<u>DISTRICT</u>	<u>CERTIFIED</u>			<u>NOT CERTIFIED</u>	
		<u>L. I</u>	<u>L. II</u>	<u>L. III</u>	<u>L. II</u>	<u>L. III</u>
Hudson	Union City					X
Cumberland	Vineland		X			
Hudson	Weehawken					X
Hudson	West New York	X				
Essex	West Orange	X				
Burlington	Willingboro Twp.		X			
Camden	Winslow Twp.	X				
Middlesex	Woodbridge	X				
	<b>TOTALS:</b>	<b>29</b>	<b>14</b>	<b>1</b>	<b>3</b>	<b>9</b>

63 x

APPENDIX 4

CERTIFICATION STATUS OF DISTRICTS MONITORED DURING THE SECOND CYCLE

<u>COUNTY</u>	<u># DISTRICTS</u>	<u>DISTRICTS CERTIFIED</u>	<u>DISTRICTS NOT CERTIFIED</u>
Atlantic	4	4	0
Bergen	16	12	4
Burlington	7	6	1
Camden	10	5	5
Cape May	2	2	0
Cumberland	2	2	0
Essex	2	2	0
Gloucester	4	3	1
Hudson	2	1	1
Hunterdon	5	5	0
Mercer	1	1	0
Middlesex	5	3	2
Monmouth	12	11	1
Morris	9	7	2
Ocean	5	2	3
Passaic	3	2	1
Salem	2	1	1
Somerset	6	4	2
Sussex	5	4	1
Union	5	3	2
Warren	5	4	1
<b>TOTALS:</b>	<b>112</b>	<b>84</b>	<b>28</b>

64 x



APPENDIX 5

CERTIFICATION STATUS OF 11 URBAN DISTRICTS  
MONITORED DURING THE SECOND CYCLE

<u>COUNTY</u>	<u>DISTRICT</u>	<u>CERTIFIED</u>	<u>NOT CERTIFIED</u>
Hudson	Bayonne City	X	
Essex	Belleville Town	X	
Monmouth	Keansburg Boro.	X	
Ocean	Lakewood Twp.	X	
Camden	Lindenwold Boro.		X
Bergen	Lodi Borough	X	
Monmouth	Long Branch City	X	
Monmouth	Neptune Twp.	X	
Union	Plainfield City		X
Union	Rahway City	X	
Camden	Winslow Twp.	X	
<b>TOTALS:</b>		<b>9</b>	<b>2</b>

65x

APPENDIX 6

TALLY OF FAILED INDICATORS FOR  
SECOND CYCLE OF LEVEL 1 MONITORING

<u>Indicator</u>	<u>Number of Districts Failed</u>
1.1	1
1.3	4
3.1	9
3.2	1
3.3	1
3.4	2
3.5	1
3.6	2
3.7	2
4.3	3
5.1	2
5.2	3
5.3	3
6.1	5
6.2	1
6.5	3
6.7	1
7.1	1
7.2	1
7.3	9
8.1	2

66x

<u>Indicator</u>	<u>Number of Districts Failed</u>
8.2	6
9.2	3
9.3	3
10.1	5
10.2	1
10.4	1

**TOTAL NUMBER OF INDICATORS FAILED = 27**

PC/mh:1/5160m

67 x

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199