

C697  
1982c

P U B L I C   H E A R I N G

before

ASSEMBLY HIGHER EDUCATION AND REGULATED PROFESSIONS COMMITTEE

on

A-1683

(Consolidates responsibility for teacher training programs and  
teacher certification in the Department of Higher Education)

Held:  
November 16, 1982  
Assembly Chamber  
State House  
Trenton, New Jersey

MEMBERS OF COMMITTEE PRESENT:

- Assemblyman Joseph V. Doria (Chairman)
- Assemblyman Joseph L. Bocchini, Jr.
- Assemblyman John A. Rocco
- Assemblyman Jorge A. Rod

ALSO:

Kathleen Fazzari, Research Associate  
Office of Legislative Services  
Aide, Assembly Higher Education and Regulated Professions Committee

\* \* \* \* \*

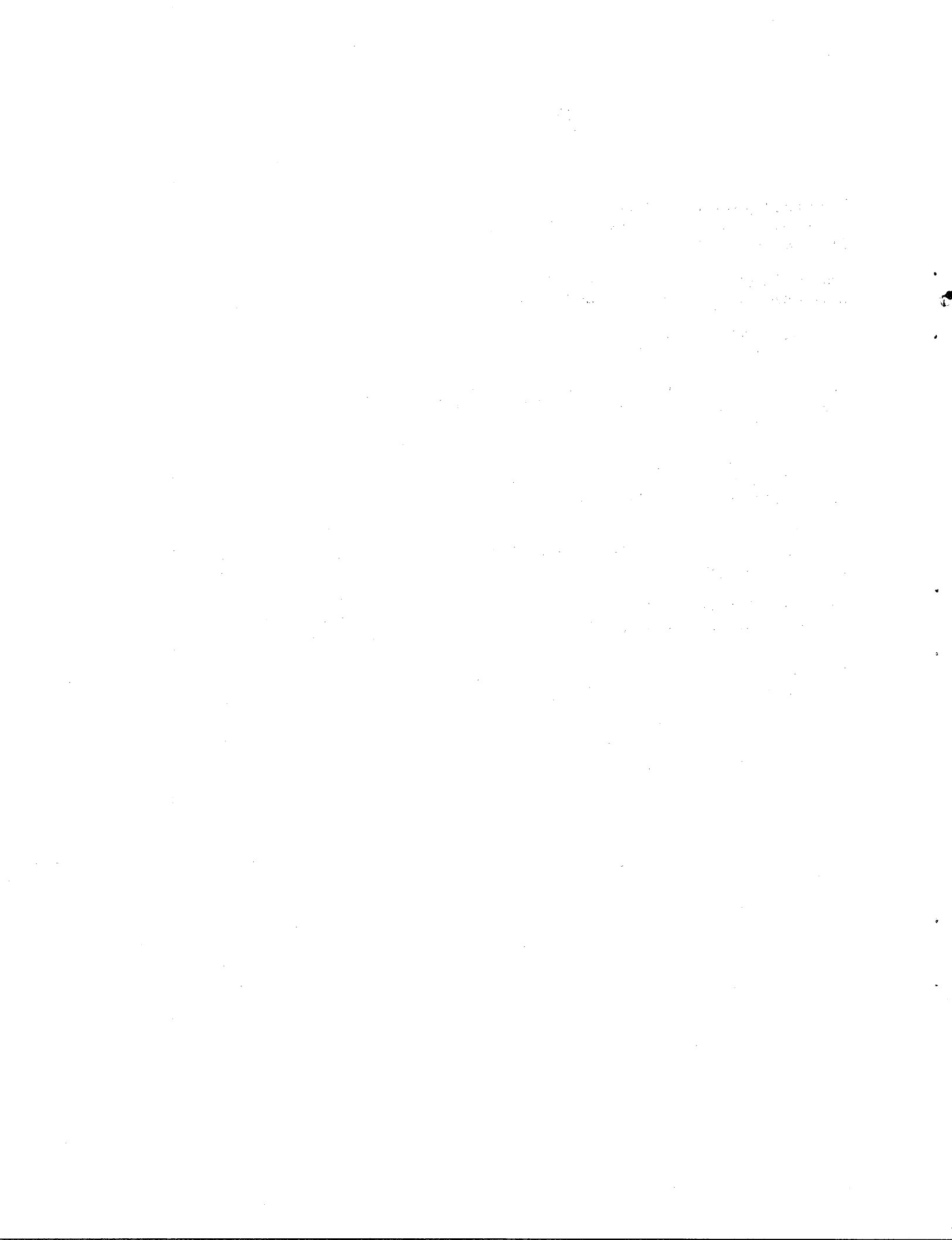
New Jersey State Library



I N D E X

	<u>Page</u>
Kathleen Fazzari, Aide Assembly Higher Education and Regulated Professions Committee	1
Chancellor T. Edward Hollander Department of Higher Education	1
Commissioner Saul Cooperman Department of Education	10
Dennis P. Crowley, Assistant Director of Governmental Relations, New Jersey School Boards Association	12
Dr. Mary Lou Armiger, Associate Director of Instruction and Training, New Jersey Education Association	14
Dr. Frank X. Sutman, Dean Peter Sammartino College of Education Fairleigh Dickinson University	17
Barbara Hoerner Council of New Jersey State College Locals	19

JB:1-20



ASSEMBLYMAN JOSEPH V. DORIA (Chairman): Okay, I would like to begin the public hearing. I would like to ask everyone to take their seats.

We have the Chancellor and the Commissioner here, so I would like to begin. The purpose of today's public hearing is to review Assembly Bill Number 1683, which was introduced by Assemblyman Rod on June 28, 1982. The hearing will follow the usual procedure. We have a list of speakers, and we will call the speakers in order, beginning with the Chancellor and the Commissioner, and then the other individuals who have already told us that they wish to participate. Anyone who has not given us his name can participate at the end if they are here.

We will begin by having Kathy Fazzari, our Committee Aide, read the summary of the bill and some information on the bill. Kathy?

KATHLEEN FAZZARI: Assembly Bill 1683 amends various sections of current law to consolidate the responsibility for teacher training programs and teacher certification in the Department of Higher Education. Presently, the Department does promulgate standards for teacher education programs at institutions of higher education, while the Department of Education is responsible for the actual licensing standards for new teachers.

The bill's provisions are the following:

It amends N.J.S. 18A:3-14 to include in the powers of the State Board of Higher Education, the specific authority to regulate and establish standards for teacher education programs and to regulate and establish standards for teacher certification.

It amends 18A:6-38 to provide that the State Board of Higher Education shall prescribe all rules and regulations relating to the educational requirements necessary for teacher certification. The State Board of Examiners is to periodically make recommendations to the Board of Higher Education regarding teacher certification standards.

It amends sections 5 and 6 of the "Public School Education Act of 1975" to clarify the Board of Higher Education's responsibility to regulate and establish standards for teacher training and certification.

And, it amends the "Interstate Transfer of Teacher Credentials Act" to name the Chancellor of Higher Education, rather than the Secretary to the State Board of Examiners, as the "designated State official" to enter into contracts permitting teachers trained in other states to teach in New Jersey.

ASSEMBLYMAN DORIA: Okay, thank you very much. We'll begin with the Chancellor. We'll ask all of the speakers who come before the Committee to take this first seat where the Chancellor is sitting, and to make their presentation from that seat.

We will begin with the Chancellor, and we'll ask the Chancellor for his comments. Chancellor?

CHANCELLOR T. EDWARD HOLLANDER: Thank you very much, Assemblyman Doria and Assemblyman Rocco. I am very pleased to be able to testify in behalf of this bill on behalf of the Governor. This is his bill and his recommendation, and I am here really on behalf of the Administration with respect to the bill.

First, let me, on his behalf, thank the members of the Committee for holding this hearing. I know there was a great deal of debate on whether or not there should be a hearing, and I know there is a lot of feeling against the bill on the part of some of the members of the Committee. The fact that you have been willing to let the public have their day on this bill is very much appreciated, and I am very pleased to have the opportunity to testify.

We think this bill makes sense because it is the right thing to do. It is the right thing to do in terms of the authority that the Governor and the Legislature has delegated to the Board of Higher Education with respect to all of higher education.

Let me just step back and describe briefly the history of how we got where we are. Prior to 1966, the teachers' colleges in the State, which were then essentially the State Teachers' Colleges, were essentially agencies of the Department of Education. We did not have in this State, as every other state had a point in history, a comprehensive system of higher education, nor did we have a Board of Higher Education or a Chancellor of Higher Education.

When the Board of Higher Education was established, it was given the authority and the responsibility to prescribe standards for programs of study offered by our colleges and universities, and with the exception of the exempt private institution, it was given the authority to approve all new programs of study offered at institutions of higher education. Beyond that, the Board of Higher Education was given a wide variety of powers with respect to budgets, curricula, admission standards, and graduation standards of all of the public institutions in the State, and to a lesser extent, and in certain specified areas, with respect to the independent institutions of the State. It was the intention of the Governor and the Legislature at that time, as a result of a number of commission studies, to separate elementary and secondary education from higher education.

At that time, that was a very controversial bill, and there was a lot of opposition at that time from the then Commissioner of Education to the bill and to the transfer and separation out of that Department of the then State colleges, which were normal schools essentially. At the time that the transfer was made, the only powers over higher institutions that were retained in the Department of Education were the powers over the teacher education programs. The rationale for that was, and still is, and it is legitimate rationale, that the quality of teaching in the schools is a responsibility of the elementary and secondary schools, and the quality of the teaching in the schools is, in large measure, determined by the adequacy of the training of teachers and the adequacy of the licensing procedure practice. That argument then prevailed, and that one area of jurisdiction, which was not given as it is in many other states, though not all, to the Board of Higher Education, was the responsibility for the quality of the teacher education programs.

Since that separation, there have been few, if any, new programs in teacher education proposed. I can't remember one, except at the advanced graduate level or at the master's level that has come before our Board and our Department for review, which it is required to do. So, essentially, the entire review and assessment of teacher education programs has occurred within the Department of

Education up until and including the present time.

The Newman Commission, which was established by the Legislature to look at the problem of teacher training and the quality of teacher training, had some very, very harsh things to say about our colleges and universities, as well as the whole system of teacher education. Their most harsh criticism dealt with the lack of clarity of responsibility and authority. In fact, what has happened is this: In all fairness to the environment, the Department of Education has enormous responsibilities with respect to the elementary and secondary schools. During Commissioner Burke's tenure as Chancellor, much of his efforts had to do with T&E and problems of retraining of teachers, and Commissioner Burke has said to me on a number of occasions, when I raised the question of the quality of teacher training and the Newman Commission Report, that, "Ted, you know, higher ed is your problem. I have a lot of problems in elementary and secondary education, and one of my lowest priorities is the licensing of new teachers, because there will be very few hired during the next five to ten years in the school system." I had told him at that time that that has got to be one of the highest priorities for the Board of Higher Education, because it still constitutes 20% to 40% of the efforts of our State colleges, and probably 10% to 15% of the efforts of our remaining institutions; hence, the quality of higher education institutions was heavily influenced by the quality of teacher training.

When the new Governor took office, one of the first things he asked to have done was a study of this issue, and that study was carried out, not in our Department, and not under the Department of Education, but out of the Governor's Policy and Planning Office. After interviewing all of the parties, after discussing the issue with the deans, after listening to the valid points to leave the situation the way it is in terms of the Commissioner's responsibility for schools and teaching, they recommended, all things considered, that the authority be transferred to the Department of Higher Education, because the Board of Higher Education, the Department of Higher Education, has the responsibility for the quality and the standards in all of the higher education programs.

I think a second consideration in their judgment was the fact that the Board of Higher Education has identified this area as among their highest priorities in the current year and in years to come, whereas, with respect to the total need and the total effort in elementary and secondary education, this has got to constitute a small portion of their budget and a small portion of their effort and interest.

Let me conclude by saying this: We now have a new Commissioner of Education, and my relationship with him is very different than it had been with the preceding Commissioner. He and I have entered into a whole series of cooperative arrangements where both higher education, elementary and secondary education, are affected.

One of the areas in which we have had extensive discussions has been on this question of evaluation of programs and licensing of teachers. Commissioner Cooperman and I -- I believe we have agreed, and we can state afterwards if we have not -- that whoever has jurisdiction, we will cooperate, both with respect to the setting of standards, with the respect to the evaluation of programs, and with respect to the identification of the appropriate curricula.

Even so, I urge that you report this bill out favorably, and that this bill be enacted, simply because the importance of this area to higher education is so great, and the priority of this area to our colleges and universities is so significant, and because this would complete, if you like, or make whole, the authority and the responsibility of the Board of Higher Education to the quality of all of our instructional programs. These are the major functions of the Department of Higher Education -- the evaluation of quality and the maintenance of quality and maintenance of standards, which we apply even-handedly at all levels and for all programs, and should apply, as well, in the evaluation of teacher education programs and the setting of the standards for those programs.

Thank you very much.

ASSEMBLYMAN DORIA: Are there any questions? First, I would like to acknowledge the presence of Assemblyman Rod, the sponsor of the bill under consideration. I want to thank him for being here.

Are there any questions from the Committee members?

ASSEMBLYMAN ROCCO: I think we are here to listen today, and I am sure we will have more as the day goes on.

ASSEMBLYMAN DORIA: Okay, I have one question, Mr. Chancellor. Basically, as I understand it, what you are saying at this present time, is that the monitoring of the Department of Education of the standards for teacher certification over the past few years, has not been very good.

CHANCELLOR HOLLANDER: That was a finding of the Newman Commission, and I would concur with that finding. I think the monitoring of the teacher education programs has been abysmal -- that the inattention of the Board of Examiners to questions of curriculum, and to changes that have occurred in the state of the art in teacher education, that inattention, I think, has been disgraceful. In fact, the Commissioner of Education, on several occasions, has asked the Board of Examiners to give him specific recommendations for change, which he could take to the Board of Education with respect to standards, practices, and procedures. They did not. They set up subcommittees, and those subcommittees never reported.

They do a very, very fine job in discipline, in the issuance of licenses, and where appropriate in the revocation of licenses; but in the areas of curricula, they have pursued a policy of specifying individual courses in great detail for individual degrees, a practice which has been abandoned in many states because it is so constraining on the colleges and universities. But, worse still, that practice has arrested a lot of the changes, and the developments in teacher education have occurred elsewhere.

The other part of the problem has been the low priority given in the past, and I don't think that will be so in the future. I want to very clearly distinguish between the present circumstance and the last five years. But, the very low priority is given in the Department of Education towards this function, both in terms of budgetary support and in terms of the process.

The third problem they had is the use of faculty from our own colleges to evaluate our own programs. The nature of that process has, in many cases, not in our judgment, resulted in an objective evaluation of programs.

Finally, as one who has read conscientiously, all of the reports of the

evaluations, in my judgment, and in the judgment of the others who have looked at that process, they asked the wrong questions, and they looked at the wrong issues. In evaluating a program of study by a peer group, the most pertinent questions have to do with the support of the program by the institution, the strength of the faculty, and the commitment of the faculty to the program. What they tend to look at are whether or not the specific course-counting requirements have been met, and they have looked at very small pieces of what ought to be evaluated in a very broad and professional peer-group way, which is a tradition of the area.

I would say that up until now, that whole process has been on the back burner of the Department of Education, has been neglected, and I must say, is one of the reasons why, in this State, our teacher education programs, in many areas, reflect the state of the art, and it has been abandoned by institutions in other parts of the country.

ASSEMBLYMAN DORIA: Yes, Assemblyman Rocco?

ASSEMBLYMAN ROCCO: I'll try not to get into a debate, Chancellor. I have been on a number of the teams that have been to the various colleges in the State, and in terms of evaluation as NASDTEC teams, I have to 100% disagree with your observations and evaluations. Every team that I was on worked hard at looking at not only the total institution, but individual programs. We had expertise in each area that was being evaluated. Members of the higher ed community and the public school community were on the teams. They worked diligently to measure the institution against the out-of-state standards, and I saw no instance -- absolutely zero -- where anyone really didn't take that job as seriously, and with good intent and with competence.

Reference has been made occasionally to the Newman Commission Report. I also read the Newman Commission Report in detail, and I have talked to Danny Newman. I find that some of the things that were mentioned in the Newman Commission Report were over-exaggerated. There were minority reports; there were a number of people in this State who had very strong feelings against some of the points in the report, but the final report, even to that degree -- it was not implemented as indicated in the evaluation itself.

I think your comments are attempting to state that in this State of New Jersey, that we have poor teachers, prepared by inadequate programs, and I think that is -- one just has to look at the Eagleton Report. It was a spin-off of the Gallup Poll out of NJEA. They reported their evaluation of Eagleton, and found that the majority of the people in the State were happy with the program, and the teachers in the public schools, as well.

I have been in this profession for twenty-three years, and I have worked hard at helping people to become teachers, and I have worked with children myself to a great degree. It is a strong profession, and people are dedicated to it. I'll match it against any -- Right now, I have a daughter in the hospital, and I would hate to tell you what the medical profession does in terms of their ability to pinpoint things and hit things right on the head -- and other professions -- attorneys. We can all point to individuals who are incompetent in any profession. I think it is wrong, because the underpinning, underlying, and insidious position of all of this is that teachers are poor, teachers are inadequate, and I find that not to be the case. I'll defend that with anyone and match our teachers with any

of the teachers in any other state.

So, I have found in these NASDTEC evaluations that there has been a commitment, that in every area there was competent personnel, that the report finally worked up by the team at a joint meeting not only pointed out to the institution the positive aspects of the programs at that institution, but also pointed out areas that needed improvement. I think that is truly the way that it has been operating, and it was not a back burner. The factor in the State Department, and the people from the State Department that I worked with on those teams, were also very diligent in pursuing their responsibilities. So, I find that that hasn't been the case, and I am certain it will not be the case in the future. It is too important for all of us.

CHANCELLOR HOLLANDER: If I may respond to the question --

ASSEMBLYMAN DORIA: Yes, Chancellor.

CHANCELLOR HOLLANDER: I never suggested, in any way, that our teachers were inadequate. I think the teachers in this State carry an enormous burden, have difficult challenges, and face up to them as best they can -- in many ways, effectively; in some cases, not effectively. But I think you'll find that in any profession.

I am talking, rather, to the adequacy of their preparation at our institutions. I think that can be improved significantly. It has been improved, and it will be improved significantly in years to come. I think our teachers -- our prospective teachers -- need and deserve the very best education we can provide them, and I don't want, in any way, for my remarks to be taken as casting aspersion on the teaching profession in this State.

I am proud to have been a member of part of that profession, and I am very proud to be associated with that profession.

ASSEMBLYMAN DORIA: Yes?

ASSEMBLYMAN ROCCO: If I may respond, and again, I don't want to get into a debate. That is like motherhood and apple pie. Everyone is certainly looking to improve all areas of education, and certainly teacher education is no different. We can improve it, as we can improve this House, and the processes by which we govern the Assembly. Just about anything can have an area of improvement.

I know for one thing -- the prospective teachers who I am working with are hard-working, diligent individuals, and I think people coming into the profession today, want to come into the profession. They know the job market, they know the poor pay, they know that they are contending with a limited number of positions, and so, those people who are in teacher preparation today really want to be there. We, who are preparing teachers, I think, are looking at a bright future for this State in terms of teachers coming out of programs presently in existence.

ASSEMBLYMAN DORIA: Can I follow up with another question and the perception on my part? My perception of the present system that is used in the accreditation of teachers is that it is a system of checks and balances -- that it is a system similar to our Federal system where various components work together to try to provide the best possible development in the area of teacher education and improvement of quality. That is the reason why the Department of Education and

the Department of Higher Education have, if you want, a symbiotic relationship.

To me, it seems that your criticism is not necessarily of the system, but of how the system was implemented in the past. That seemingly is what you are saying -- that there was not attention paid to the way in which the system should function, and that because of this lack of attention, you see problems.

What I am intending to get at, and maybe I may be incorrect, is that the problem is not the system, the dual control, but rather, the implementation of the system and the attention paid to other areas -- let us say, rather than to teacher education. Is my perception correct?

CHANCELLOR HOLLANDER: Partially so, Joe. That is, I disagree with part of your perception.

ASSEMBLYMAN DORIA: What is that?

CHANCELLOR HOLLANDER: I do think the way in which the system was implemented can and should be strengthened. I think it will be strengthened, regardless of the jurisdiction. In all fairness to my colleague in the Department of Education, I believe he is deeply concerned about strengthening the system. Strengthening the system, in effect, means putting sufficient resources into the evaluation of programs and using an academic mechanism to coordinate or control or evaluate, if you like, the process by which programs are evaluated.

If I may use a word, not in the partisan sense -- de-politicize in the sense of assuring that educational decisions are educationally made and made by a commissioner or a board on the basis of their own judgments, but rather, the peer judgments. And, I think that will be strengthened.

I don't agree that there is a system of checks and balances in place now. The Board of Higher Education, in the Department of Higher Education, is responsible essentially for policy formulation, budgeting, monitoring, and evaluation. We evaluate 50 or 60 programs a year, ranging from medical school programs through associate degree programs and various technologies in technical areas. We don't do that ourselves. We never use staff evaluation; we only use peer groups. Our responsibility is not to operate those programs. Those are the responsibilities of the colleges and their trustees. So, our sole function is an evaluation -- if you like, a checks and balances system, and it extends over the entire range of higher education programs, except for the teacher education programs, which are evaluated for licensing purposes on a five-year basis.

If, in your wisdom and the Legislature's, that authority should be transferred, you would be transferring a function that has to do with colleges and universities from a Department whose essential responsibility is for elementary and secondary programs to that agency of State government, which has the responsibility for colleges and universities.

Whether I am Commissioner or Saul Cooperman is Commissioner is really irrelevant. It is the right place for that function to be there.

I do want to say, though, and I think it is important to say that wherever that function is lodged, as long as Commissioner Cooperman is Commissioner, and I am Chancellor, I believe that we will work very, very closely together with respect to promulgation of standards and evaluation of programs, and that any

jurisdictional questions will be avoided because of our deep desire to make this thing work together. I pledge to him that whether we have authority, or he has authority, we will work with him in any way that we can and provide resources to the extent that we can, to make that function real, significant, and viable. I believe he will do the same.

If one looks at it from a systems perspective, then I think -- and that is the way the Governor's Policy and Planning Office looked at it -- from a systems perspective, I believe that it makes more sense for the authority over the programs -- not for the issuance of the licenses, but for the authority over the programs to properly reside with the agency that has the responsibility for budgeting for those programs and for monitoring and evaluation and setting standards for all the programs in higher education.

ASSEMBLYMAN DORIA: My problem is that I can't see how, if you move the authority over the programs to the Department of Education, and leave the Board of Examiners as the certifying agent --

CHANCELLOR HOLLANDER: Licensing.

ASSEMBLYMAN DORIA: Licensing, and then certifying a licensing agent, how you necessarily improve the system. To me, it seems that it is better that the Department of Education, working together with the Board of Examiners, has direct input over the development of programs so that the Board of Examiners will follow through on what the requirements might be. I can envision the system where the Department of Higher Education sets standards, and the Board of Examiners says, "Well, we don't agree." And, they license people without necessarily following what the Department of Higher Education would consider to be the appropriate program. That is one of the faults that I find in the system.

Finally, another thing, you can respond, and then we can end. It seems ironic that suddenly, within the last year or year and one-half, during a period of, let's say, political turmoil in the Department of Education, that this has become such a very distinctive problem since this has been in existence since 1966, as you pointed out -- since the division of the departments and since Commissioner Burke was in for approximately ten years -- it seems as if you are saying that at the end of his tenure, he was not doing his job.

CHANCELLOR HOLLANDER: Well, your question is -- Do I think he was doing his job at the beginning of his tenure?

ASSEMBLYMAN DORIA: No, my question is, if he wasn't, how come this didn't become an issue until the last year or year and a half?

CHANCELLOR HOLLANDER: Well, I can tell you the whole history of it. When I first came to the State, we did have a discussion -- he and I -- about teacher education, because the Newman Commission had then been established, and quite honestly, I had asked him, "Why is it that the Legislature has to tell us how to do our job?" It was telling me how to do my job also. "What is happening in the State? What is the state of teacher education?" We talked at some length about how we might work together in achieving what I thought we both held, and I think we did hold in common -- that is, the improvement of the quality of the teaching. He, on a number of occasions, said publicly, and he did before the Newman Commission -- I wish he was here because I really don't like to recount history, just from my perspective. But, he said publicly that, "the Chancellor is

responsible for the quality of our teacher education program. If he doesn't like them, you ought to close them." On the other hand, they were approved for licensing purposes. And, clearly, if one Commissioner approves a program for licensing purposes, the other Commissioner can't close them.

So, we talked a lot about it after that initial conflict, which we had with the Newman Commission, and those on the Newman Commission know that. We finally reached an agreement that we would work together, but it never got implemented. It went on and on and on, and finally, there were two or three cases of some fairly serious problems, which one of the institutions, which eventually Middle States working with us, did resolve. As a result of that, and the fact that, at that point in time, it became very, very difficult for the two Departments to work together, the Governor said, "Well, let me come in and take a look at it and see what the issues are, and what the right thing to do is."

I really don't think it was a function of the Commissioner not doing his job, and I wouldn't want to ascribe it to that, but that the nature of the Commissioner's other responsibilities -- that is, his interests and his efforts and his budget were directed elsewhere; hence, he said on a number of occasions that, "if you really have an issue here, it would be in continuing education because all of the teachers who are going to teach in the next ten years are pretty much hired in the school system." His judgment was that there would be very little turnover, and therefore, he was less concerned with the preparation of new teachers than he was with the preparation of existing teachers. As he kept reiterating that point, it brought the issue more and more to a head, and hence, that is why the study was undertaken. I don't think it was an attempt to take advantage of an interregnum when there was no Commissioner, because at that point, there was a pending appointment of a Commissioner, which didn't materialize, as you know. It was simply that the processes of that study that were undertaken happened to come out at that time.

ASSEMBLYMAN ROCCO: Joe?

ASSEMBLYMAN DORIA: Yes?

ASSEMBLYMAN ROCCO: It seems to me we brought up the question of the Newman Commission quite often, as though it was some magic formula that came from on high, when in fact, the Newman Commission had two minority reports as part of it -- one from Assemblywoman Muhler, who was strongly opposed to the report, and the way it was handled, and also from NJEA, Catherine Stilwell, I believe, who also wrote a minority report, which strongly criticized the Commission and its operation.

The ultimate report, though, if we take it as it exists -- the Commission itself, in the report had not been instituted as this prescribed in the document. It has been picked apart, piece by piece, and certain pieces were implemented, and certain pieces were not implemented. Again, I'll reiterate -- my conversation with Danny Newman. If anyone talks to Mr. Newman and wants to disagree with that, my discussion with him verbally indicated that no, the Commission, as it was described and prescribed, has not been instituted in totality, and has been a product of bits and pieces.

But, that aside, it is still no magical document. It was written in a time of transition, and certainly, with the new Governor coming in, as Assembly-

man Doria has already indicated, and during that transition period between the Byrne Administration and the Kean Administration, and the absence of the Commission, in my estimation, it was unfortunate to make such an attack on teacher preparation and teachers.

ASSEMBLYMAN DORIA: I want to thank the Chancellor for his comments, and say that the Committee will be reviewing this bill at its next meeting and we'll vote on it.

CHANCELLOR HOLLANDER: Thank you for your time and patience, and thank you for the debate, John.

ASSEMBLYMAN DORIA: We'll ask next for Commissioner Saul Cooperman. Commissioner?

COMMISSIONER SAUL COOPERMAN: Assemblyman Rod, Assemblyman Rocco, and Chairman Doria, the intent of A-1683 is to remove from the Department and Commissioner of Education, the State Board of Education, control over teacher training and certification.

I am acutely aware of concerns which were raised by the Commission to study the teacher training programs, the Newman Commission, which was reported in June of 1981, as has been mentioned. The Commission was created because of dissatisfaction with the quality and the scope of the programs and education of teachers and requirements of licensing.

We have already taken steps to address many of these criticisms and reasons for dissatisfaction. As the Chancellor mentioned, we have agreed to work for improvement in the process and the standards affecting teacher education and certification.

I will mention just a couple. Since July 1, we have given considerable attention to improvement of the process and standards for evaluating teacher programs, and we have accomplished the following: New standards were adopted by the State Board on July 7; these new standards became effective for incoming freshmen on September 1, 1982. A pilot review of the new standards is being conducted at fourteen colleges and universities by the Office of Teacher Education, using the latest standards of NASDTEC, and they are being employed in the evaluations during this year. Evaluation team members and chairpersons have been screened with the utmost concern for the integrity of the evaluation process. All instruments employed by the evaluation teams have been upgraded and are consistent with existing laws and regulations of the State. Colleges and universities are being asked to respond to the recommendations of the evaluation teams by preparing remedial plans for any programs that fall short of the standards.

I have met with the Chancellor, and we have outlined a course of action for the cooperation of our two departments in addressing the issues of immediate concern, such as, helping the colleges and universities meet the new standards, and reviewing, approving and strengthening existing programs in teacher preparation. The members of our staff have met twice and are in the process of developing materials for the evaluation of the programs. One of the first steps will be the formation of advisory groups to consider the evaluation process itself and the rigor of the standards for degrees and certification programs.

Given the circumstances and accomplishments already listed, the Department of Education opposes the bill. We have already entered into a positive and

collaborative working relationship with the Chancellor and his staff to jointly undertake key responsibilities for upgrading the teacher training programs in the State. The present bill seeks to remove from the Department of Education and the State Board of Education any responsibility for teacher training at all levels. In effect, it would remove from us the key ingredient -- the standards for training and licensing of the teachers, the persons who most directly impact on the students of the State. It is my recommendation that the cooperative efforts undertaken by the Chancellor and myself and our respective departments obviate the need for this bill.

I am opposed to the proposed bill because it would undo the provisions of the Education Act of 1975 and the progress we have made by removing the State Board, the Commissioner and the Joint Committee on Public Schools from their responsibilities for establishing goals and standards applicable to all public schools in the area of teacher training.

I am opposed to this proposed bill because it would remove all responsibility relating to teacher training currently granted by law to the State Board and the Commissioner. For example, it would change the provisions of the Public School Education Act with respect to the education plans, which local boards must submit annually to the Commissioner, and which address the goals, objectives and standards prescribed by the State Board pertaining to in-service training and the staff development of teachers.

I am opposed to the proposed bill because it contradicts the recommendations of the Newman Commission to Study Teacher Preparation Programs, insofar as the Commission concluded that the rationale for joint authority to approve teacher preparation programs was sound.

I am opposed to the proposed bill because the State Board and the Department of Education are in a preeminently better position to assess the performances of new teachers and to assist them, based on the comprehensive staff training programs in the districts.

Finally, I am opposed to the bill because there are existing means through regulatory processes to accomplish the same purpose and end sought by the bill. The Chancellor and I have committed ourselves and our staffs to cooperative relations and actions for improving teacher education and certification in New Jersey. I think, as you said, Assemblyman Doria, the ends are the same; we are talking about different means to the ends, and I think we can get at the ends the same way if we cooperate and argue the issues.

ASSEMBLYMAN DORIA: Thank you. Are there any questions from the Committee members? (no response)

I think, Commissioner, that you made an excellent point on the cooperation, and I would have to commend you and the Chancellor for beginning to work together on this cooperation. I definitely would have to also commend you and agree with you in the sense that the place for the programs and for the continuation of supervision of programs, teacher education programs in the Department of Education -- having been the president of a Board of Education, I think the teacher training is such an integral part in the in-service training, such an integral part of the education process in the local school district, that taking it away and making it completely distinct could have a major impact. So, I would

have to agree with your comments.

ASSEMBLYMAN ROCCO: I also reiterate that certainly the cooperation is necessary, apparently maybe not as much in existence in the past as it will be in the future, and I think that is certainly moving in the right direction.

ASSEMBLYMAN DORIA: Are there any other questions or comments?

Thank you very much, Commissioner.

COMMISSIONER COOPERMAN: Thank you very much.

ASSEMBLYMAN DORIA: We will next ask Dennis Crowley of the School Boards Association to make his comments.

D E N N I S P. C R O W L E Y: Good morning. I am Dennis Crowley, Assistant Director of Governmental Relations for the New Jersey School Boards Association. On behalf of the 612 local boards, let me thank you for the opportunity to share some of our concerns on the legislation before you.

As we understand the provisions of this bill, it seeks to consolidate the responsibility to evaluate teacher training programs and also, and probably more importantly, to set the standards for teacher certification exclusively within the Department of Higher Education.

NJSBA strongly opposes this legislation because we believe that, while it is well-intentioned, it would have a counter-productive and confusing effect on public education. Further, we feel that exclusive control of teacher certification and preparation by the Department of Higher Education is inimical to the intent of Chapter 212, our "Thorough and Efficient" statute. By State law, Chapter 212, and several others, the State Board of Education and the State Department of Education are responsible for the supervision of public school instruction in grades K through 12.

And particularly, under T&E, the State Board of Education is responsible to ensure that public schools have qualified instructional and other personnel. In the achievement of minimum statewide proficiency standards for basic skills, the State Board of Education is also responsible for the adequacy and competence of a qualified instructional staff.

Given this clear direction, it is almost incomprehensible to us how a public agency assigned with such a responsibility could fulfill it without the authority to evaluate and to approve teacher education programs which produce that staff and to establish certification standards which attest to staff qualifications. The agency responsible for a qualified instructional staff must have the clear authority to prescribe training and certifications for that staff. We must strongly oppose, in this context, the notion that the Legislature which charged the State Board with the responsibility to implement Thorough and Efficient, should now consider removing a critical element of that responsibility.

A rationale for this legislation may be that the quality of instruction has suffered in the past six years because the Department of Education has been derelict in its responsibility to adequately evaluate teacher training programs and to set realistic and rigorous certification standards. This rationale needs to be tested, but even assuming that it were so, this legislation is not the solution.

By simply stripping that authority from the appropriate agency, this

legislation is misdirected, and in all probability, will do little to improve the quality of instruction in public schools.

Teacher training programs and certification standards exist for only one purpose: to ensure that the public schools have continuing access to an adequate supply of competent and well-trained teachers. The needs of public schools in this area are best known by the people who are responsible for public schools. This includes local board members, administrators, teachers, chief school administrators, and the Department of Education, the State agency responsible for the Thorough and Efficient system of free public schools. By removing all authority for program evaluation and certification standards from that agency, which is directly involved with and responsible for primary and secondary education, A-1683 would assure that teacher training standards will evolve from the somewhat esoteric and often theoretical opinions of the higher education community, with at best, an only incidental linkage to the instructional programs in public schools.

It is interesting to note, in this context, that this lack of practical relevance on the part of previous teacher preparation programs in the higher education system prompted the Legislature to reexamine and revise teacher training standards beginning with the Newman Commission.

On a less philosophical note, the bill has several structural problems which we feel could not help but contribute to the confusion and cross purposes, which have often characterized teacher education.

For example, the bill continues the responsibility of the Board of Examiners to issue, revoke, and suspend certificates under rules and regulations established by the State Board of Education. As a confusing consequence, therefore, a subdivision of the State government would be functioning under the regulations of one agency, while enforcing the policy decisions of another. To compound the confusion, the bill provides little opportunity for the functioning agency, the Board of Examiners, to participate in the decisions of the policy-making agency, in this case, the State Board of Higher Education.

A-1683 would also virtually eliminate, in terms of certification, the option for a transcript evaluation as a method for attaining certification in a teaching field. The elimination of transcript evaluation would preclude access to a teaching profession for untold numbers of qualified, capable, and competent people whose academic and professional background often do not reflect the prescribed requirements of a collegiate model. These people could be valuable resources for public schools, yet this legislation could help close the door on their access to our schools.

In short, ladies and gentlemen, while we recognize the good intentions of this legislation, we must say that we find little practical or systematic benefit in consolidating the responsibilities for the evaluation for teacher training programs and teacher certification standards within the Department of Higher Education.

In New Jersey, the principle of shared responsibility is an honored and a useful tradition. It operates at all levels of government, from the Legislature to the local community. In regard to teacher training and certification standards, we find this principle to be particularly valuable. By requiring both the Department of Higher Education and the Department of Education to evaluate

teacher training programs from their unique perspectives, the system provides a practical balance between the theoretical concerns of the collegiate community and the practical concerns of the public school community.

To be sure, there are problems surrounding the preparation and certification of teachers. The solutions to these problems, however, will be best found, not in terminating, but, in cultivating this relationship of shared responsibility, especially in light of the clear legislative intent of Chapter 212.

We urge this Committee to reject Assembly Bill 1683, and in its place, we urge your renewed effort to encourage a continued cooperation between these two departments, each with unique, but equally important roles, to play in the preparation of our teachers.

Thank you.

ASSEMBLYMAN ROCCO: Thank you very much, Dennis. We have Mr. Bocchini with us today. As he indicated to Chairman Doria, he had a previous engagement, but we are happy that he was able to make it and to participate.

Our Chairman is back, so I'm going to give it back to you, Joe.

ASSEMBLYMAN DORIA: Thank you, Assemblyman Rocco.

ASSEMBLYMAN ROCCO: Dennis just finished his testimony.

ASSEMBLYMAN DORIA: I want to thank you for being here, and for giving your comments, Dennis, and I think it was appreciated by all of us, and we will take it into consideration when we vote on this bill. Thank you.

MR. CROWLEY: Thank you.

ASSEMBLYMAN DORIA: Does anyone have any questions?

ASSEMBLYMAN ROCCO: I think the pertinent factor here, obviously, is the School Boards have to deal with whatever teachers come out from our institutions, and I think your comments are pertinent and very well-placed in reference to teachers who are going to be working with children. Thanks, Dennis.

MR. CROWLEY: Thank you.

ASSEMBLYMAN DORIA: Thank you very much again, Dennis.

At this point, we'll ask Dr. Mary Lou Armiger, the representative of the New Jersey Education Association, to make her comments.

D R. M A R Y L O U A R M I G E R: Assemblyman Rod, Assemblyman Rocco, Assemblyman Bocchini, and Chairperson Doria, I have a brief written statement, which I will elaborate upon slightly.

Currently, the Department of Education reviews and approves teacher education programs for the purpose of obtaining assurance that the program of instruction meets all of the certification requirements. The Department of Higher Education reviews and approves programs for degree-granting purposes. This is a sound system of checks and balances, in our opinion.

Assembly Bill 1683 would place the responsibility for both teacher training programs and teacher certification exclusively in the Department of Higher Education. Following are some concerns we have regarding the bill:

1. The bill removes authority from the State Board of Education to ensure that the preparation of teachers is relevant to the public schools. We feel that there is no one who knows K-12 public schools better than the education department and the practicing public schoolteachers.

2. The State Board of Education has the responsibility for staffing public schools, yet this bill would deny the Board of Education the authority to set standards pertinent to school staff. Staffing would be based only on higher education perceptions, and has been pointed out before, that would eliminate a very practical, valuable component. The agency responsible for the staffing of public schools certainly should have the responsibility for setting the standards.

3. The bill would alter the State Board of Examiners' current responsibility to issue, suspend, and revoke certificates. The Board of Examiners has a record of exemplary professional performance, and its duties should be expanded upon, in our opinion, not diminished. We would agree with Assemblyman Rocco that the Board takes its responsibility seriously and has carried it out effectively. By the way, I would point out that the Board does contain two representatives of higher education; that is, two State college presidents.

4. New Jersey holds reciprocity contracts, based upon NASDTEC standards, with many other states. The future of such agreements is unclear under the provisions of the bill. The Committee may want to explore the possibility of requiring additional evaluations, such as NCATE evaluations, which are undertaken by many colleges already, in addition to the State evaluation and the NASDTEC evaluation.

5. It could be said that the bill sets up a structure which causes the Department of Higher Education to interfere with the institutional autonomy of New Jersey colleges. This is contrary to historical statutory limitations on that department. We believe that the colleges now must design programs which meet the minimum standards of the Department of Higher Education and those recently enacted standards, and the certification standards of the Department of Education.

This bill would create a kind of a super Department of Higher Education and interfere with what little college autonomy remains. I would point out, by the way, that if you look through the current responsibilities and powers of the Department of Higher Education, you see that they have broad responsibilities, even in this statute for regulating the colleges.

6. The bill grants broad approval powers to the State Department of Higher Education. This sweeping change in authority, in our view, could be self-serving. We are delighted to hear that both the Department of Higher Education and the Department of Education are interested in further cooperation, and we feel that that is necessary and desirable.

Perhaps the introduction of this bill has served the purpose of stimulating that cooperation. We support that; however, we oppose Assembly Bill 1683.

ASSEMBLYMAN DORIA: Thank you very much, Dr. Armiger. I think that you brought up a very important point, and I would like to elaborate on that -- that is the NASDTEC standards. In fact, at the present time, all of the programs in the State need NASDTEC standards.

You do see difficulty that if changes were made, that this could bring into question the NASDTEC standards, and then the reciprocity.

DR. ARMIGER: Yes.

ASSEMBLYMAN DORIA: Okay. Are there any other points?

ASSEMBLYMAN ROCCO: Can I just elaborate on that for a moment?

As it now stands, every college in the State, at one time or another,

is reviewed under NASDTEC standards. These are national standards; these are not standards imposed by the State. These standards are specifically prescribed in detail for all programs in preparing teachers, for those who may not be aware, and when you do a visitation, as I have done many, to an institution, you take the standard and match it against the institution to see if the institution complies with the standards. So, it is not some in-State evaluation, but one done on a national basis with experts throughout the country, devising these standards. It is not a home-grown thing, and there is no way you can circumvent that.

For the Chancellor, or anyone else to say that they are being minimized, that is absolutely incorrect. They are utilized in every State evaluation; they always have been utilized, and they will continue to be utilized.

As far as NCATE standards are concerned, that is another form of the same concept, with national standards being applied to the institution. The institution decides whether or not it wants NCATE standards, but all institutions must have NASDTEC standards. As a fact, they are carefully prescribed and followed, so, it is incorrect and unfortunate for anyone to say that the State has not been doing its job in evaluating these institutions. That is not true at all.

I would like to tell you, Dr. Armiger, that you have heard a lot in the profession and over the years about how poor teachers are, and incompetent and incapable, and uncaring, etc. I want you to know that there are people now who are going to turn their perspective around, and there are those of us, and again, I may have a biased view, and I'm sure that is the way our good friend from the (inaudible) will report it -- but, we have so many excellent, capable, competent, and hard-working teachers in the field, that the majority of the public does recognize that, and we are thankful to have people who are willing to work for poor, believe me, poor wages, at best. The field, the profession should not continue to be maligned. I think you will see a different perspective and view of teachers in this State, hopefully, and throughout the country, because it is long overdue, and we -- by saying "we," I am talking about the teaching profession having taken the brunt of a lot of it, and it is time to really stand up and let the public be aware of the good factors.

As I mentioned, in your own NJEA review -- I think it is page 25 -- where the Eagleton Poll, throughout the State, showed that the majority of the people in the State were happy with the schools, and happy with the job done by the teachers. So, I think there is a turnaround there, and maybe the time of the Newman Commission was a time when that pendulum was at the far end, and now it is coming back. I think you can certainly pass on to your membership that I, for one, and many of my colleagues in the Assembly and Senate, share very positive views about the teaching profession.

DR. ARMIGER: I appreciate that, Assemblyman Rocco, and I would be delighted to take that back to our members.

ASSEMBLYMAN DORIA: Are there any other comments? Assemblyman Bocchini?  
(no response)

I would just like to reiterate with what Assemblyman Rocco stated. I think that so often we only look at the bad, and we don't see the good, and we have so many fine teachers and so many dedicated individuals out there, working

very hard with our young people for a salary that is not really, at this point in time, the type of salary that they should be receiving, and where, in society, money is the basic reward system that we have, unfortunately. I think we are very fortunate to have as many good teachers as we do have, and we want to encourage them. I don't think we want to continuously badmouth them, as is done so often, unfortunately, in the press.

I want to thank you very much.

ASSEMBLYMAN ROCCO: Just an aside of that -- when you see people in institutions are paying \$7 thousand, \$8 thousand, \$9 thousand to go out to make \$12 thousand, if you look at that perspective, you are getting dedicated people.

ASSEMBLYMAN DORIA: Okay, thank you.

Next, we have a representative from the New Jersey Round Table -- Education Round Table. Is anyone here to represent them? (no response)

Okay, maybe they will be coming in later.

Then, let's go to Dr. Frank Sutman from Fairleigh Dickinson University.

D R. F R A N C I S X. S U T M A N: Chairman Doria, and members of the Committee, I am extremely pleased to be able to present before you my thinking regarding the location, or the seat of power, for decision-making related to teacher education accreditation and teacher certification in the State of New Jersey.

This testimony presented before you is the position that I take as the Dean of the Peter Sammartino College of Education at Fairleigh Dickinson University, and it grows out of many years of our long history of understanding the workings of the State's Department of Education and its more recently formed Department of Higher Education.

I begin my formal presentation where the seat of authority for accreditation of teacher education programs and the certification of teachers should lie, by indicating to you that the traditional faculties of arts and sciences and other disciplines within higher education in this State that are under the control of the State Department of Higher Education have neither been able, nor willing, in the past, to deal effectively with quality programs designed to prepare teachers, support staff, and school administrators. And only very few of the professional organizations supporting the traditional disciplines that are the concern of the Department of Higher Education have given continued effort to this problem. If either of these groups had maintained this interest and commitment over the years, colleges dedicated to the education of teachers probably would never have developed in the way that they have over the last fifty years. And the issue of where the power should lie to determine the accreditation of programs and certification practices would not be at issue now.

Historically, in almost every state, teacher education programs and the authority to accredit these programs and certify teachers has remained the province of the State Department of Education, the Department that is closely allied with the laws and codes governing the local schools and their boards of education. I see no reason for this structure to change at the present time.

Changing the seat of authority from one State agency to another would not create any improvement in teacher education standards. However, there is an action that could be taken that might accomplish this desired objective -- namely,

it might be the time for the formation of a Commission on Educational Practices to be constituted to recommend policy to both the Chancellor of Higher Education and the Commissioner of Education, and with the mandate that the persons holding these two offices dedicate themselves to cooperatively carry out the mandates of this Commission. The Commission should have responsibility for educational planning related to teacher education and implementation of these plans outside of the normal political arena of the State, over a period of at least ten years, over a long extended period of time.

The kinds of questions that this Commission should address are not the kinds that are being addressed at the moment, at the present time, but should be broader in scope. I give just a few examples of these kinds of questions: The first one, "What qualifications should college-level teachers and other personnel have in order to more effectively prepare school-level personnel and school-level administrators?" I know that you are aware that the State does not certify or set any minimum requirements for the college faculty who are responsible for the training of teachers.

The second example, "How can the financial and other resources of the State be redirected to place teacher education and school administration education at the highest level of priority, especially at the graduate level?" I mention the graduate level because most of our teachers and administrators, in effect, enter teaching through graduate programs, rather than undergraduate. "How can New Jersey become a leader throughout the nation in this endeavor?"

The third example, "What practices have been tried by other states and other countries to improve the education they offer? Which have failed? Which have been successful in upgrading the education of teachers and school administrators elsewhere?"

We may have something to learn from recent developments in other states of their cooperative efforts between industry and education, for example -- that is, industry and professional education.

I have many more questions of this type, but I see no need to give -- I am simply giving you examples. I will be presenting a series of questions before the Higher Education Advisory Committee on related teacher education later on this week. I simply present them here as examples of issues that are much broader than the NCATE standards; they are much broader than who is going to control what agency or what individual is going to control educational practices within the State.

In summary, I propose that the seat of power to determine standards for teacher education accreditation and teacher certification for school administrators remain within the Department of Education. I also propose that a Commission of Educational Practices be constituted through legislative action to recommend and implement -- not just to recommend, but to implement policy to strengthen all programs for the education of teachers and school administrators. This Commission would consider issues of interest to both the Chancellor of Higher Education and the Commissioner of Education. Only through the cooperation of these two agencies can the condition of teacher education in this State be improved.

Thank you.

ASSEMBLYMAN DORIA: I want to thank you very much, Dr. Sutman, for your

comments. I think it is very important to emphasize the importance of the role of the college teachers, and the need for proper training there. I think a lot of times that is not looked at, but I think it is important that the colleges such as Fairleigh Dickinson and many of the other State colleges are aware of this and are working in this area that is so important.

I think the concept of an Educational Practices Commission is an interesting concept, and the Committee will definitely look at and see what the feasibility of this type of thing would be.

I would like to ask any other members of the Committee if they have any comments or questions? (no response)

I just want to thank you for taking time out of your busy schedule to come out here, and, thank you very much.

DR. SUTMAN: Thank you.

ASSEMBLYMAN DORIA: At this point, I would like to call upon Barbara Hoerner who represents the Council of New Jersey State College Locals.

B A R B A R A H O E R N E R: Members of the Committee, I am here on behalf of the Council, which, as many of you know, represents the faculty and professional staff at the nine State colleges. I have with me some prepared testimony that I would just like to briefly comment on.

We are opposed to A-1683, and we do so for three reasons that I would just like to restate:

We feel that it would create an imbalance between the two Departments. We do see, as many of the members of the Committee have already indicated, that this creates a checks and balances system.

We also feel that it creates a kind of healthy competition of ideas. We see that you are going to be concentrating too much power, possibly in one agency, and even in one person.

What has been addressed previously is a question of incumbents not being able to cooperate to change the structure for that reason, when there seems to be an indication of new cooperation ~~that would~~ be totally inappropriate.

I did state in this letter that we felt there would be no say, and I want to elaborate on that. The bill, itself, says consultation. We, in the labor relations field are very concerned about that, because very often, one of the agencies says, "we will consult with you," or management says to us, "we will consult with you." What that really means in practice very often is, "Well, we will listen to what you say, and then we will do as we please." So, I think the consultation element in here does not really address the problem of having different approaches to dealing with teachers. And, it is important that that agency that really is involved with the training of the teachers who work in the classroom be involved in an authoritative way. I can say that as a former teacher.

ASSEMBLYMAN DORIA: I want to thank you for coming here. I think that your comments are very accurate, and I think all of us agree that definitely the checks and balances are very important, and that there is a need for not just consultation, but leaving the arm working cooperatively as we see it is developing.

I do think that these hearings definitely have served the purpose in doing that.

Are there any comments or questions from the members of the Committee?

MS. HOERNER: Thank you.

ASSEMBLYMAN DORIA: Okay, does anyone else in the audience want to make any comments? (no response)

Is anyone here from the New Jersey Teacher Education Round Table? (no response) They said that they were going to have someone here to testify.

Well, then, I'll just end this hearing by thanking everyone who has come for their comments and their suggestions. I want to thank the members of the Committee, and Assemblyman Rod for attending and for participating in helping me to make this public hearing, I think, a very, very valuable experience.

I think, if nothing else, that the public hearing has helped emphasize the importance of cooperation in the various segments of the State government, and if nothing else, it has also shown that there is a definite feeling very much against this piece of legislation on the part of a number of different groups.

I think, obviously, we will take all of the comments into consideration, and we will then vote upon this measure at our next Committee meeting.

Are there any other questions or comments?

ASSEMBLYMAN ROD: Mr. Chairman and Mr. Rocco, I give you my thanks for giving me the opportunity to be here today. I will take the comments and the testimony with a very open mind.

One of the areas that I was glad to hear today is that we have a very strong spirit of cooperation, and I hope that spirit of cooperation will continue. I am happy to hear that. Thank you.

ASSEMBLYMAN DORIA: Thank you very much, Assemblyman Rod.

Assemblyman Rocco?

ASSEMBLYMAN ROCCO: I want to thank Assemblyman Rod, as well, for this is certainly an excellent purpose in bringing the two Departments together on this very critical issue. I think we will see much more cooperation, so for that, Jorge, I thank you.

I want to thank the Chairman for having the Committee address this most critical issue.

ASSEMBLYMAN DORIA: Thank you very much, Assemblyman Rocco.

Okay, thank you very much. Just to end, we want to thank everyone for coming and for their comments. I think it was a very good time to air some of these opinions, and I think something very positive has come from them.

Thank you.

(Hearing concluded)