

PUBLIC HEARING  
before the  
Sub-Committee on County Superintendents  
of the  
Joint Education Committee

Held:  
October 9, 1974  
Senate Chamber  
State House  
Trenton, New Jersey

Sub-Committee Members Present:  
Assemblyman Albert Burstein (Chairman)  
Senator Wayne Dumont  
Assemblyman William H. Hicks



I N D E X

	<u>Page</u>
Dr. Fred G. Burke New Jersey Commissioner of Education	1, 44, & 1A
Mrs. Ruth H. Mancuso New Jersey State Board of Education	31 & 45
Dr. Archie F. Hay, Jr. County Superintendent of Bergen County	45 & 8A
Mr. Malcolm B. MacEwan New Jersey County Superintendents	71
Mr. Gibson LeRoy New Jersey Congress of Parents and Teachers	77
Mr. James A. Moran New Jersey Council of School Administrators	81 & 13A
Dr. Lloyd Newbaker New Jersey School Boards Association	82



ASSEMBLYMAN ALBERT BURSTEIN (Chairman): Good morning, Ladies and Gentlemen. We will call the meeting to order. My name is Albert Burstein, and I am Chairman of this sub-committee that is to look into the matter of the role of the County Superintendent's office as well as other matters that might be related to that in connection with the study of a "thorough and efficient" educational system in the State of New Jersey. This sub-committee, of which I am the lone member present, is an off-shoot of the Joint Education Committee that was created some months ago and which came in with its preliminary report designed to meet the requirements of the Botter decision. Hopefully, we will be joined shortly by two other sub-committee members, Senator Wayne Dumont and Assemblyman William Hicks. I have a list of five speakers so far. I assume those of you who submitted your names know who you are. Those who have not and wish to address this body are asked to give their names to John White, who is over here to my right, during the course of the morning. The hearing will last until 12:30 p.m. or sooner if we finish before that time. I would ask you to time yourselves accordingly.

First, I would like to call upon the Commissioner of Education, Dr. Fred Burke.

F R E D G. B U R K E:

Thank you very much, Mr. Chairman. I would first like to express my appreciation to the sub-committee of the Joint Committee for giving me this opportunity to express my views on what I think is a very important topic.

What I am presenting this morning is a preliminary--and I would emphasize that--proposal for reorganizing the Department of Education to respond to the Robinson vs. Cahill decision and, then, to try to carry out the Legislature's mandate for the conduct of a "thorough and efficient" school system for New Jersey. As I understand it,

that has to be done by equalizing the various resources and, particularly, the Department's field office services--a condition, by the way, which does not now exist.

I intend this plan to serve as a model for discussion, and I am certainly open to suggestions for designing an organizational structure that will best fulfill the Department's mission.

Late Monday afternoon, I shared this plan with the County Superintendents whose very careful review and comments I anticipate receiving in the very near future. They assured me that they would do that. I also discussed it yesterday with the key representatives of the major educational groups in the State, NJEA, The School Boards Association, Elementary and Secondary School Principals, business officials, PTA and possibly some others that I have forgotten, in order to bring them up to date on the thinking of the Department and myself at this point in time.

These ideas began to evolve over the past few months in anticipation of legislation during discussions on a number of occasions with the Board and with individual members of the Board.

I anticipate changes in these preliminary proposals as a consequence of this hearing and as a consequence of the input that we will receive from the many groups that are concerned with education in the State and, certainly, on the basis of the views of the Joint Committee as a consequence of this testimony today.

What I would like to do now is suggest some major policy assumptions which provide the basis for the proposed suggested reorganization of the Department's outreach to local school districts through intermediate units.

As I read the T&E legislation even before I came to New Jersey--as I have indicated publicly before,

I strongly support the philosophy that is incorporated in the version that the Senate has passed--and began to turn my mind to questions of implementation, it seemed evident that if there was one message that was very powerful in that proposed legislation, it was that in order to monitor the process of providing a "thorough and efficient" education, a very significant decentralization of the activities of the Department would be required. The monitoring of the process of "thorough and efficient" education would require an outreach of the Department of Education much closer to the local school system than we now have.

I also felt that in terms of assumptions, the Department should be organized more on a functional basis in order to administer State law regarding the supervision and operation of school districts and to carry out the legislative intent both by regulating and, more important I think, by providing services to schools and districts in conducting a monitoring and school improvement process which is implicit and explicit in T&E.

In order to provide a cost-effective--I would emphasize that because I think, given the problems we now have, we cannot really move ahead without concerning ourselves with the cost-effective elements or aspects of any proposal--flexibility, it would be preferable, in my estimation, for the Legislature not to determine the detailed specifics of the Department's organization in statutes but, rather, to provide statutory direction by which to hold the Department accountable for carrying out the legislative mandate. This assumption implies revision of existing statutes regarding County Superintendents, amongst other things; but I want to address myself today solely to that issue.

Decentralization of Department of Education services would support, in my estimation, lay control of

education at the local level. It would, in fact, enhance lay control at the local level by providing an opportunity for broader citizen involvement in the State's educational governance than we now have. Thus, I propose to establish 17, plus or minus--the number is not sacred--strong, well-staffed intermediate units which will be the focus of the Department's monitoring and school improvement efforts.

In short, T&E, as I comprehend it, will require a decentralization of the Department of Education's activities. The question that arises is: How does one go about decentralizing those activities and the personnel involved?

The units--I am suggesting 17 for purposes of initiating discussion--would respect existing county lines. A great deal of thought was given to this. Various proposals were put forward as to other kinds of units which might have served that purpose, but the proposal that I am presenting today is one which would respect existing county lines. However, in our initial thinking, for reasons of population, for reasons of students, for reasons of geography and for reasons of discussion, Atlantic and Cape May Counties, Cumberland and Salem Counties, Hunterdon and Somerset Counties, and Sussex and Warren Counties would be combined based on a minimum pupil enrollment of 40,000 in a geographically-open area which seems to require a unit. These units would function as Department field offices which, while relating to county government, would not operate as part of that government.

In short, the responsibility for implementing T&E rests with the Department and the Board. We feel that a decentralized Department is required to do that; we are now trying to ascertain what is the best unit and best way to provide that. For a variety of reasons, it seems to us, essentially, that doing so within the context of the existing county units is the best approach.

County or multi-county units should be directly accountable for supervision of the education process in local schools and districts. The structure of these units would, therefore, go far beyond the traditional role of the County Superintendent to provide visible and accountable leadership with clear lines of responsibility and authority defined in the Department of Education Administrative Code.

Intermediate units should be staffed to implement S-1295 or similar anticipated legislation which requires the Department to conduct a monitoring process that will assist local schools and districts to set their goals, to review their programs and to carry out the evaluation which is required to determine whether or not their goals and objectives are being met, and to assist them in developing the budget to carry out those functions. Each unit--county or multi-county--would be led by a Deputy Assistant Commissioner who would be a recognized leader in school administration and who would serve at the pleasure of the Commissioner and would report to the Assistant Commissioner for School Programs in the central Department office.

In short, we are suggesting here that the significance of this new level of organization at the county or multi-county level is of such importance that I would advocate the creation of a position in the Department of Assistant Commissioner whose sole and major responsibility would be the integration and coordination of the 17, plus or minus, units.

The staff of the county or multi-county units would be assigned on the basis, primarily, of pupil enrollment and the needs of the area to be served, taking into consideration such factors as geography, communication problems, etc. There would be a Director to help administer the unit and an appropriate number of educationa.

program staff, each with a broad background in education, who could offer expertise and technical assistance in one or more of the following areas. These are the areas we selected, Mr. Chairman, because they seem to be particularly related to the provision of a "thorough and efficient" education as it has been outlined to this point:

1) budget review, particularly as it relates to the educational program. That is, if we are suggesting that what "thorough and efficient" means as a process and if the responsibility of the Department and the Commissioner and the Board is to see that that process exists and is monitored, then, it is our assumption that the budget proposals of the many districts as they would flow to this county or multi-county unit would have to include in them requests for funds in anticipation of the expenditure of funds for programs which are designed to achieve the goals and objectives which the local district itself has indicated it intends to achieve.

2) program review, including, of course, the setting of goals, the developing of objectives and, possibly even more important, the evolution of a process of evaluation which is sufficiently sophisticated so that at any given point in time, or at least, annually, each district could ascertain whether or not they are indeed achieving their goals and their objectives; and if not, why not and what kinds of programs or budgeting would be required in order to achieve those goals and objectives which they themselves established.

Another area where we anticipate the need for staffing at the county and multi-county level would be in special education. This is an area of the State that because of the special burdens falling upon districts disproportionately, is assuming increasing responsibility. This would also be true of vocational education, adult, continuing and community education.

These program areas I am suggesting to you indicate staff responsibilities, not specific positions. There may have to be more or less in some of the multi-county units.

It is our feeling--and this is based on research around the country--that an ideal intermediate unit in education probably is one which runs around 100,000 students. For a variety of reasons, we did not feel that the splitting of those which are larger than 100,000 or the amalgamation of all those below 100,000 is desirable.

Therefore, the staffing patterns would vary in these multi-county or county units depending upon their peculiar needs and the number of children that have to be served.

I would emphasize again that T&E and the court decision which has given rise to this discussion and to the pending legislation requires an equal effort be put forth. It is our assumption that it not only requires an equal effort regarding expenditures by local school districts but also on the allocation of resources by the Department itself.

What we have here, in an attempt to bring about a county or multi-county unit, is an attempt to equalize as much as possible the resources that would be allocated to serve these units which would satisfy the court decision.

Staffing would be determined by ratios which would equitably distribute State resources. Thus, State services as well as State funds for education would be equalized. I think that sometimes we overlook the importance in the equalization, which is required by the court, of services as well as equalization of funds.

As this proposal represents a major decentralization of the Department personnel and services, staffing would be achieved by reassigning approximately 20 central staff personnel to intermediate units and transferring

approximately 40 presently planned vacancies in central staff positions to intermediate units.

By the way, one of the reasons why we have kept vacancies and, for some time, have had almost a literal freeze on filling vacancies is that we have anticipated that this Legislature would give us a direction in which to move on "thorough and efficient" education and that the kinds of positions that we would need to fill in order to bring this about would be determined on the basis of the legislation. So, what we are suggesting is that assuming that we do have legislation legitimizing the decentralization, etc., it would involve transferring approximately 40 presently planned vacancies in the Department in the central staff to these intermediate units.

It would also require, we think, for purposes of discussion, reassigning approximately 10 existing county personnel to currently understaffed units.

In short, staffing of the county units now is not equitable.

Now, here we have taken three county units for purposes of illustration--the largest, the smallest and one that is roughly in the middle. You can see we still have a fair amount of variation, at least in pupil enrollment, which is not the sole factor; but it is not insignificant.

Essex County, with its pupil enrollment of 173,000 students, is at the upper end of the scale. Sussex and Warren Counties, with only 40,000 students, are at the other end. Burlington County, with 80,000, is approximately in the middle. School districts, of course, vary accordingly but not so dramatically. Essex County has 281 schools and districts; Burlington has 177; and Sussex has 129.

We have tried to project the professional staff needs of the various county and multi-county units. We have

done this on the basis of attempting to block out the activities that would be required by staff to do the activities of budget review, program review, special education, vocational education, adult and continuing education and the activities that are now carried out at those levels in man hours and man days and, then, to try to determine what the size of the staff would be in order to accomplish those tasks.

You can see that for Essex County, we have assumed that we would need a staff of approximately 19; 10 would be needed for Burlington; and Sussex and Warren would need eight. Again, I would emphasize that as with everything else that has numbers on it, these are first cuts; they are suggestions; they give us a basis for discussion. It may well be that other variables--geography, student enrollment--are more significant and should be weighted more heavily than we have with the result that the numbers would change. That will be determined on the basis of the comments, reactions and suggestions we receive from the many elements in the educational community.

Although we calculate that a total of 73 additional professional personnel will be required at the county level to ensure that the best service and monitoring activities will be employed in carrying out the legislative mandate of "thorough and efficient," these positions presently exist. I want to make it very clear, Mr. Chairman, that we are not suggesting that we are seeking or asking for 73 additional positions in Education. These positions already exist and do not, therefore, represent any new costs to the State. I think, with a careful study in the future of the total human resource needs to implement this activity of the decentralization of the Department from the Trenton concentration to the 17, more or less, units, we may demonstrate over a period of time, holding other factors constant, even some savings to the State.

This plan envisions a shift of resources from the State to the county or the multi-county level and, in turn, to the local level.

I think it is consistent with trends I have seen throughout the country--very healthy trends, I think--to bring government and the administration of public services much closer to the people who are involved in those services.

Furthermore, the State would be required to assume the approximately \$1.5 million currently expended for secretarial/clerical and office space costs which are currently supported by the county Freeholders. Our assumption is that if the State is responsible for the implementation of "thorough and efficient" and if indeed the county and multi-county unit is the best unit of the many others that could be chosen to provide that service, then, I think it behooves the State to assume the costs of providing the space and secretarial help and clerical help to provide that function. Assumption of these costs would shift the burden of providing State services to local schools and districts through county or multi-county units to a more equalized resource base.

In short, this is consistent with the underlying philosophy of "thorough and efficient"; that is, the burden of providing education should be relatively equalized among the recipients; and the education and services provided should be equalized to the extent possible and consistent with the mandate of the court.

Each county or multi-county unit would have an advisory board, as we perceive it, with members selected from educational groups representing teachers, school board members, administrators, parent-teacher organizations, students and others. This is yet to be worked out. These advisory boards would provide a vehicle for citizen and professional access to--and very importantly, an opportunity

for involvement in--field office activities. I think one of the problems we have today when a large bureaucracy administers education from the capital city is that we do not have as much input as we could usefully have from those people who are close to the situation. These boards would thus assist county and multi-county units in tailoring the overall plan to the particular needs of the area served.

A major area of study will be Department representation on various county boards. This has come up; we have had a variety of suggestions. I have asked the County Superintendents and other interest groups in education that I mentioned to make recommendations on this matter. One could make a good case for continued involvement of the intermediate unit personnel on county boards. One could also argue that there is conceivably, under T&E and the allocation of funds, a conflict of interests. This has to be thought through, Mr. Chairman. We hope to do this particularly on the basis of input we receive from this hearing and from our colleagues in the educational fraternity.

Some form of Department of Education reorganization has to be accomplished, we feel, by July 1, 1975, to ensure proper implementation of "thorough and efficient" legislation. We have suggested, for example, as you will see here, the way in which the organization might look. I have summarized this verbally, but it is on the chart for you. Under the plan that we have organized for the county or multi-county units, there would be Deputy Assistant Commissioner for Essex County, let us say. The title would be Deputy Assistant Commissioner for (County). Under him would be a Unit Director; that is, the man, essentially, a deputy, responsible for educational program staff. Those are the major activities which have to be carried out to implement T&E as we see it at the county and multi-county level dealing directly with local schools and districts. If you perceive an advisory board or counsel, as I indicated here,

funneling into this organization, that, essentially, is what we would see at this first cut--the first level of suggestion to you--at this important level of organization.

Again, I would conclude, Mr. Chairman, where I began. My colleagues in the Department and the Board seek your views and your recommendations for bringing about what is, it seems to us, a very critical reform of the State's educational administration to effectuate the exciting concept of "thorough and efficient" education.

Once again, I want to express my appreciation to you for allowing me to present our views, as tentative as they may be, at this critical time. Thank you, Mr. Chairman. (See charts on page 1A.)

ASSEMBLYMAN BURSTEIN: Thank you, Commissioner. First, I wish to welcome to the podium the distinguished Senator, Wayne Dumont, who is also part of this subcommittee.

May I ask a few questions? First, to get nomenclature cleared away, I assume from the chart that it is intended that the name, County Superintendent, will now be eliminated.

COMMISSIONER BURKE: This seemed to us to be desirable because, essentially, we were faced with this question: The State and, particularly, the Department, is responsible for the implementation and the monitoring of "thorough and efficient." What is the best unit? Suggestions were made to us that units now incorporating the EICs would be desirable. Others said that we ought to get a computer study to indicate what the ideal unit would be, and let the computer draw a map. Our feeling was that the county has performed a very vital function in this State. It is understood, and it has cultural and historical significance. Therefore, there were a lot of arguments as to why we should stick with the county unit. It raised

some problems; that is, the extraordinary disparity in student population groups and, therefore, the problem of how to bring economic efficiency. This is why the multi-unit concept was developed.

If that is the case and we are really talking of sub-divisions of the State Department of Education at the intermediate level, then it seemed to us that we ought to dramatize this and symbolize this in terms of the title of the individual who would be heading up such a unit.

It didn't seem to us to make a lot of sense, for example, to establish an intermediate unit to carry out T&E in parallel with existing County Superintendencies, which are also accountable to the Commissioner.

In order to express the fact that we are talking here about a decentralization of the State's responsibilities--the locality--we thought two things would be desirable:

1) to dramatize this by indicating that the person in charge is a Deputy Assistant Commissioner in the Department of Education, and

2) that the State should assume its responsibilities such as cost responsibilities and space responsibilities for carrying out its activities at the intermediate level.

ASSEMBLYMAN BURSTEIN: I would like to focus for a moment, if I may, upon those particular counties where there has been a coalition of two counties into a unit. We have Atlantic and Cape May; let's begin with those. Can you tell us, Commissioner, what the present school population is in those counties and, also, what the staffing is in the County Superintendents' offices in those two counties if you have that data with you? Would that be a part of the charts you have circulated to us?

COMMISSIONER BURKE: Yes, it would. I refer you to Table I in the materials we have given you. We have taken the current staff to projected professional staffing

needs by the county and multi-county unit. If you will look at Atlantic and Cape May, you will notice that the total pupil enrollment of the two counties together is 49,000. We tried to use 40,000 as a figure beneath which we did not want to go. We also felt the number of square miles that would have to be addressed is also important. The number of schools and school districts is also, obviously, important. The current staff, if you take the two counties together as indicated under "Current Staff," is two in supervision of child study, two in career education, two County Superintendents, of course, and four helping teachers, which, by the way, is a term I would hope we could do something about in the legislation. I think there is an important role for a generalist to play, and a number of the helping teachers, I think, are doing magnificent work; and I think they are entitled to a little better title than "helping teacher."

ASSEMBLYMAN BURSTEIN: We'll accept any recommendation you may wish to make.

COMMISSIONER BURKE: The total county staff in those two is 10. On the basis of the formula we worked out and which, as I say, is not sacred at all--it may well be that the total staff in these units ought to be beefed up and there ought to be further decentralization; that is, more people should be moved from Trenton to the county or multi-county units--the total required is eight. In short, we would perceive those two units actually decreasing their staff by two.

Again, I would emphasize that the numbers are very tentative. On the basis of input from County Superintendents and the other people we have talked to in education, I feel quite sure that we are going to get a variety of additional inputs; and I am sure they will be from quite different directions.

ASSEMBLYMAN BURSTEIN: Commissioner, if I may move from the quantitative to, perhaps, the qualitative aspect of your proposal, there is on the third and fourth pages of your formal presentation a listing of the expertise and the areas of expertise that would be afforded by these district units to local school districts. I would like to get from you some idea as to what would be contemplated by, as an example, budget review or program review.

COMMISSIONER BURKE: Let me see if I can provide kind of an illustration as to the way this might function, which I think is what T&E seeks to bring about in New Jersey. A local district would be required by T&E, as you know, to prepare a set of goals and objectives. This would be what it seeks to accomplish in education over a certain period of time. It would then indicate to the State, via this county or multi-county unit, how it plans to do that. It would submit a budget, and the budget would be a program budget. The budget, for example, would indicate, we assume, because the school system had indicated, for example it hoped to increase its reading scores in the 7th grade from a certain position to another position in a period of a year, requests for funds and a proposed expenditure of funds in order for the reading program to achieve those goals.

The function of the intermediate unit--the county unit--and the staff of the budget review would be to sit down with the local people and look at their objectives, and look at their budget and to see whether or not, indeed, there is a relationship between the kinds of funds they would anticipate expending and what it is they hope to achieve. If there was not, they would attempt to bring about some reconciliation between what they hope to achieve and what they are seeking in the way of funds. The process would be very close to the local system because of the intermediate unit.

Program review staff would consist of individuals who would look at the programs--in this case, reading programs. These would be individuals who would, hopefully, have some expertise in this area. If not, they would know where to draw upon expertise. They would sit down with the local people and would say, I see you intend to raise your reading scores from this point to this point; and I see you have put some funds into your budget to request increased expenditures in the area of reading; now, let's look at the programs you have proposed to see if these programs, indeed, are the programs which are calculated, on the basis of experience elsewhere in the State or elsewhere in the country, to bring about this end.

The same thing applies to special education and vocational education. They would work closely with them in developing their plans and seeing that there is a relationship between how they plan to raise and expend money and what they seek to achieve.

ASSEMBLYMAN BURSTEIN: I take it then that the answer you have given would apply as well in the implementation of those sections of the T&E bill or bills which have been introduced that relate to the identification of districts which have deficiencies and which do not come up to standards. I assume that the same process would occur in that regard as well as the overall programs that you have just mentioned.

COMMISSIONER BURKE: I would assume that first of all, you might find deficiencies in the establishment of the process of "thorough and efficient." The technical assistance that would have to be provided in some districts would not simply be technical assistance in such areas as reading and mathematics but might well be in budgeting.

I think it is clear that over a long period of time, it is going to be necessary to move to some kind of program budgeting. Hopefully, this would be fairly

simplified because of the large number of districts we have and the many resources.

One of the functions I see of the intermediate units is to provide technical assistance in these kinds of management areas--budgeting, personnel development, program development. I would say that if a local district has difficulty in developing its "thorough and efficient" process, one of the responsibilities of the intermediate unit would be to help them to do so not only with their own resources but with other resources as well.

If at the end of a year or a given period of time, the local system cannot live up to its own goals and its own objectives, then I think this is the point in time when the State, through its intermediate office, sits down with them and says, "hey, you have some problems here; you are not providing a 'thorough and efficient' education by your own definition; you are the one who defined the goals and the objectives; what are we going to do about this; what is the problem; is the problem that there are insufficient funds or is the problem that your programs need tidying up or is the problem that your budgeting process is not consistent with your goals and objectives?" They would then work with them, hopefully, on a very cooperative basis to bring about the changes that would be required to ensure that that district does provide a "thorough and efficient" education.

ASSEMBLYMAN BURSTEIN: Thank you. Senator Dumont, do you have any questions?

SENATOR DUMONT: Commissioner, in your definition of "thorough and efficient," how do you justify taking away from certain counties offices that are now very valuable to them and combining those offices? How does that accomplish decentralization? How does it improve the system of education?

COMMISSIONER BURKE: I think, ideally, if we had the total resources we need for education, we would probably have almost a one-to-one basis of teacher to student; so, everything is a kind of compromise. What we try to do is to take into consideration the economic limitation on economic resources. Also, in our understanding of "thorough and efficient" education, it requires an equalization of the provision of services as well as an equalization on the burden of providing an equalized service. At the present time, for a variety of historic reasons, some county units provide a far superior, at least in terms of staffing, service to their students than do others. If we can afford the resources, and I would like to think we could, a solution would be--as I indicated, none of these numbers is sacred--to increase the staffing, for example, of those units which now do not provide service up to the level of those that do.

We have suggested, for purposes of discussion, that some of the county units which, for a variety of reasons, provide a far superior service to the students in those districts in those counties, will experience a cutting back--a very minor cutting back--of total personnel in order to bring about an equalization of the delivery of services and still not raise extraordinarily the expenditure of funds on salaries.

Since the extent of the court decision requires an equalization of effort and an equalization of services, then we think it is consistent with T&E that there be some attempt here in the staffing of these units to demonstrate an equality of the delivery of services.

SENATOR DUMONT: Apparently you are much more concerned about the court decision than I am. Let me put it this way: Why would you weaken the services that are now offered to some of the counties at the same time you are

strengthening services that you think need strengthening in other counties? How does that accomplish anything?

COMMISSIONER BURKE: What it accomplishes is, it seems to me, that in some counties--- What we did, Senator Dumont, was to look at the activities that had to be provided by "thorough and efficient" and then divided those activities up into man hours and man days and man years and then found out, depending on how many schools had to be served, how many children had to be served. At the end of that formula, we came out with what would be an ideal staffing for each one of these units. As I indicated before you came in, Senator, none of these numbers is sacred. They are an attempt to get out to this sub-committee and to the various interest groups in education a proposal of a program which they can react to. This is exactly what is happening.

I did not address myself to the other part of your question which dealt with the combining of counties. I indicated earlier that the evidence and the experience around the country suggested an ideal intermediate unit for education is about 100,000 students. We had units that ran everywhere from 183,000, I think, down to about 20,000 or even less than that.

"Thorough and efficient," in our sense, means: can we provide an intermediate level of organization to implement "thorough and efficient," which is a State responsibility--an identical kind of organization in a unit with 180,000 and one of 20,000? We toyed with a lot of things. One was to not use the county at all as a unit. Another was to do it as redistricting is done for senatorial positions--cut across counties. We also toyed with the possibility of taking large counties with 180,000 to 160,000 and cutting them in half in order to get somewhere near the 100,000 mark. What we did was compromise.

We thought that if, for various kinds of reasons, those counties which fell below 40,000 could be brought together as a single service unit, we would bring this to you for your consideration and your reaction.

SENATOR DUMONT: In the first place, Commissioner, as I look at Sussex and Warren, which are both counties that are represented by me in the 15th district, and you talk about the number of districts, you have not included regional districts when you say 47. That is exactly the number of municipalities and therefore school districts in the two counties. There has been no inclusion of regional school districts in there--in that figure--on your Table I. You talk about 13 personnel being assigned now, and you think there are only eight required. I assume that the other five, therefore, would be shifted to some other county or counties where you feel they would be more necessary.

As one who has not only served a long time in this Legislature but also has some background in education, because I work with school boards constantly, I can tell you that I consider the County Superintendent's office an absolutely invaluable office to the counties. Whether you are going to call them County Superintendents or something else, this is one Legislator at least--and I'll make it very clear--that you are going to have a real problem with if you attempt to eliminate the County Superintendents in certain counties. I don't care particularly what name you call them by, but I don't want any relaxation of the service we already get from that particular office in each of the counties.

As a matter of fact, we know that by the end of this calendar year, probably half of the counties will be operating with County Superintendents on an acting basis because of replacements that have not been made on a permanent basis, because of retirements that have already taken place and because of retirements that are contemplated.

I would have to say to you very frankly that I have gone to the County Superintendent's office on countless occasions for advice and information and have always received it from the County Superintendents in those counties. I would strongly oppose any effort to combine the counties into some central office for the two of them. I imagine you will get the same reaction from Legislators from the other multi-county units that you intend to create. That would, in turn cut down on what, I think, is absolutely necessary and valuable service in those counties. I cannot put it to you any more clearly than that because that is exactly where I stand, and I will continue to stand right there. I do not approve of this kind of a multi-county situation.

It would seem to me that surely you have got to beef up the offices in certain of the other counties. I have reference particularly to Essex where a good friend of mine and an associate of mine of years past, particularly in the National Guard, is the County Superintendent of Schools. I realize he has practically no staff. I understand that you want to improve that, but I don't think you do it by deducting from the services that are now so well performed in the counties that have those services and are going to object vigorously to having those services removed or, at least, moved away geographically and in personnel.

COMMISSIONER BURKE: I do not think there is any difference, Senator, between our views as to what is desirable in terms of the provision of services. I think you are making the point that the maximum service that can be delivered to youngsters is desirable and that in the counties you are familiar with, that has been done. You conclude that the combination of two counties plus suggested staff changes would bring about a dilution in the delivery of services. I see how you could conclude that.

I would like to make three points. One is that the numbers are not sacred. It is conceivable that the decentralization that is taking people from the bureaucracy in Trenton and moving them to the county or multi-county units could increase these numbers. I am very pleased to hear you say that there is an important need to beef up that intermediate unit strength in places like Essex. I couldn't agree more with that. I wish we would not put too much emphasis on numbers of personnel. It is very possible, it seems to me, that this can be done without decreasing.

Also, when we hear from all the various individuals including yourself, it is conceivable that we have put too much emphasis on numbers of students and not enough on geographical problems and travel. We are trying to find out even how much travel time is required.

The second point I would like to make is that we have taken two factors into consideration in attempting to make these combinations of counties. One is our understanding of "thorough and efficient" in terms of the necessity for equalizing provision of services, and the other is our understanding, particularly in the times in which we live, to economize as much as possible.

Having said that, there is nothing more sacred about the number of units we are providing than there is about the number of personnel. If we can afford and it is consistent with the court mandate--- In other words, I am not proposing the amalgamation of these or any. I am suggesting this as an approach for discussion which is worthwhile. We have had suggestions, for example, from others that it would make a lot more sense to have only five state-wide units. I didn't think so. I felt that the county unit has an important history in the State; and if we were going to use some unit to give effect to the State's new educational policy, T&E, we ought to go to the

county. We trimmed that back because of questions of equality and for economic reasons. Again, this is just put forward for discussion.

SENATOR DUMONT: We all have different definitions, Commissioner, of what "thorough and efficient" means. No one person is ever going to be able to give a definition that everybody else is going to agree with. That is a problem not only with the Constitution but also the court decision supposedly implementing the Constitutional provisions.

You realize, I think, that these counties where you would eliminate at least one County Superintendent by combining them are the counties that are growing in population and growing in enrollments. Some counties in New Jersey are not growing. In fact, they are declining in enrollments. Yet, you would take away from the very counties that are growing the representation they now have. That I don't understand. I would like you to explain that to me.

COMMISSIONER BURKE: I am not sure what you mean by representation. The County Superintendent, as I understand it, is appointed by the Commissioner and is accountable to the Commissioner for the implementation of State educational programs at that level. Now, it is symbolically the fact that two counties would share a "County Office" as opposed to having one each previously. Then symbolically I assume that there would be some taking away, but I don't think there would be any taking away of the representation, as I understand it.

SENATOR DUMONT: Is this thinking that was generated within the Department or does it reflect the Governor's attitude because he has questioned the need for County Superintendents ever since he took office.

COMMISSIONER BURKE: I have to assume credit or blame for it--the ideas that are incorporated here. I have asked for help in terms of putting some flesh on the bones.

It began very simply by my concluding that to implement T&E, it could not be done out of Trenton. It had to be done out of units much closer to the people which would require decentralization. Then, one had to say: decentralization to what units? I had all kinds of suggestions made to me: there ought to be four units; we ought to follow the Senatorial districts; there ought to be 21 county units.

Taking into consideration the interpretation of T&E--I agree, Senator, we could differ completely on this; there are as many interpretations of T&E as there are people--my feeling was that the egalitarian elements in that--the attempt to equalize services--and the efficient nature of it in "thorough and efficient" would require economies. Bringing that all together, it seemed to me that this was a compromise between attempting to set up some artificial units, which some computer or experts on the outside would give us, and simply going along with what existed because we do have a new educational system to implement.

I did discuss it informally with a variety of people including people on the Board and, as I indicated, with County Superintendents. I am not suggesting that they support it.

SENATOR DUMONT: I applaud your efforts to try to get education decentralized and more people out in the field because I think they will benefit by being in the field. At the same time, I cannot agree with the recommendations you make here that would take away some County Superintendents because, as I say again, I think they are absolutely necessary to those counties. I would also seriously question your recommendations that their staffs are too large. I have not found that in my contacts with them.

COMMISSIONER BURKE: Senator, I don't think their staffs are too large at all. I don't think the staffs we have proposed here are large enough. What I am suggesting is, given the existing resources and trying to staff these units equitably given the total personnel positions in the Department at the present time and to do it with some equity, this is what we concluded. Now, if we could increase the total personnel of the Department or, maybe, decentralize more people, it is possible that we could provide even more help. I would go so far as to say that if the State could afford it, we could double the number of people in these units that I have proposed to provide twice as good a service.

SENATOR DUMONT: Commissioner, I am just as much interested in economy as you are; but you can hardly expect me to support a recommendation which would take more people away from the two counties I represent than you do from any other group, which does not, in its figures, include regional school districts and which would take away at least one County Superintendent. I can tell you right now that you are going to have trouble with me on this.

Thank you.

ASSEMBLYMAN BURSTEIN: Now that we've cleared the air as far as Sussex and Warren are concerned, perhaps, Commissioner, we can get something further with regard to the cost that may be involved. In going through your statement, \$1.5 million represented a recommendation that the State assume the burden of presently paid-for help, clerical and otherwise, which is now taken care of by the counties. Additionally, of course, there would be the shifting of staff from the State to the district level. I am wondering whether you can provide us with some kind of cost analysis above that very basic presentation I have just outlined. What do you think it might run?

COMMISSIONER BURKE: The current county support; that is, the total amount of monies--I am sure that these are reasonably accurate; we put these together fairly quickly--for county offices, is \$1,465,000. We have, assuming the county and multi-county unit proposal put forward here would change, projected what the State support would be if the State were to assume all those costs which are now assumed by the counties and the additional requirements of the State because of the increased number of people in the field. This is based upon the formulas which we have taken from the State facilities as to the number of square feet required per person and upon the number of projected people. We concluded that there would be a total required of new money to do this--to transfer all these people to the field--of \$48,000. That is, it would cost to implement what we have suggested here, over what it now costs for field units, \$48,000. The cost to the State would be \$1.5 million; and, then, the savings to the counties would be \$1,465,000.

I think this is conservative because, at the present time, as you know, the Department does lease a fair amount of space in addition to the main Education building. If we decentralize to the extent we have suggested, there would be a saving--a considerable saving, we like to think--in the leasing of space which, conceivably, would equal at least \$48,000.

My rough guess would be that we could decentralize our activities and establish T&E, in terms of space and clerical help, with no additional cost; but we are advocating that those costs be shifted to the State because it is a State responsibility.

ASSEMBLYMAN BURSTEIN: Thank you.

I failed to note the presence of Assemblyman Hicks; we are now here in full force as far as the sub-committee is concerned. Do you have any questions, Mr. Hicks?

ASSEMBLYMAN HICKS: I want to apologize for being late; I was held up in traffic and I wanted to observe the speed laws.

Commissioner, I missed your opening statement; so if I'm being repetitive, please forgive me.

On page 3 of your statement, we read, "Each unit would be led by a Deputy Assistant Commissioner who would be a recognized leader in school administration, and who would serve at the pleasure of the Commissioner and report to the Assistant Commissioner for School Programs in the central Department office." Couldn't this be implemented while, at the same time, maintaining, instead of Commissioners, the County Superintendents? Couldn't this same program be used, including your new ideas, to beef up present staff and make the county offices more viable and important to the community? Why would they be called Assistant Commissioners or Deputy Commissioners?

COMMISSIONER BURKE: In attempting to arrive at what we think is a viable compromise form of organization to provide a place--some intermediate unit--to administer the State's T&E education, we did decide that a county or multi-county unit was the best. At the present time, the County Superintendent is appointed by the Commissioner for a three-year term. Assemblyman, I think I can explain this better by indicating another option which we rejected.

At the present time, a County Superintendency has limited services. It does work in certification; it does work in providing technical assistance; but it is a fairly limited role--an important role but a fairly limited one. That is true when it is done traditionally. I have read a number of doctoral dissertations which outlined the growth of the county unit over a period of years, and I have looked at documents provided by the County Superintendents' Association.

The legislation, if it is passed, says that, as I interpret it, we have to decentralize much of the entire activities of the Department of Education and almost set up a number--17, 21, 30--of Departments of Education. That is where the action is going to be. The fundamental purpose of the Department is to monitor a process of "thorough and efficient." Do we create, alongside the existing county units, a number of new units--be it six, 10, 15, 20 or even 30--or do we attempt to use what exists and incorporate the activities that already exist which, in terms of what has to be done, are minor?

If you take the total work of "thorough and efficient" which is going to be done, which is really the purpose of the Department, and you move the Department out into these units, you incorporate those activities which the County Superintendents already do. What you are doing is incorporating some State activities which are important but relatively minor compared to the entire picture. Our question was this: If you establish branches of the Department in order to administer the State's new educational program, what should be the responsibility of the person who heads that unit up?

We thought it was more consistent to entitle such a person a Deputy Assistant Commissioner accountable to the Commissioner through a person in the Department of Education--a skeleton Department in Trenton--who is responsible for nothing else but those county units. This has not been the case in the past.

We are not suggesting anything which is drastically different. We also assume that in order to equalize expenditures equitably on the citizens of the State, those costs which are now borne by the counties for the office space and the secretarial help, which are fairly minor in the overall picture of education, should be assumed by the State, particularly as the State is now saying that we are

adding five times as much activity in these intermediate units, which probably ought to be counties, than was there before. That is a State obligation and a State responsibility. Therefore, to make the thing consistent, we thought that we ought to clarify the accountability of the person heading that up and also relieve the counties of unequal expenditure of funds, throughout the State, for providing office space and secretarial help which, increasingly, would be for a State activity.

ASSEMBLYMAN HICKS: I have problems with the bill called 1087 because, in my opinion, it would deprive the Commissioner of a certain authority he would necessarily need to implement "thorough and efficient." I feel the same way about the County Superintendents in the sense that as the Commissioner is a beacon of hope to the people of our State to whom they can go as a court of last resort for the solution of their problems in a fair and equitable way, the County Superintendents are a beacon of light in Passaic and Bergen and other counties that are involved so the Commissioner can be relieved of the unnecessary burdens that would fall on his shoulders. Under your plan, I assume the Deputies would do that job.

I still feel that we need a strong office in the counties for the principals and people in the schools so that we can solve our local problems as best we can and, then, as a last resort, come to you.

Somehow I believe that to reduce it down to a position less than County Superintendent as a strong, meaningful house of last resort before the Commissioner has to get involved in the thing would overburden the Commissioner's office and would, more or less, take away from the local authority and local home rule more than strengthen it.

COMMISSIONER BURKE: At the present time, the County Superintendent is an employee of the Commissioner and reports to him regularly in reports, etc. We are not

proposing any changes there. Again, I have no great preference of one title as opposed to another. I am not suggesting that this is the only way it ought to be. I don't put too much stock in titles. I think this makes more sense in terms of what exists. In fact, this would strengthen the office--the county office--because we are suggesting doubling or, even, tripling the number of people in the county offices. The individual heading that up--call him what you will--will be a man with far more responsibility and far more authority than in the past because what we are doing is taking people and activities and energy and dollars out of Trenton and putting them into those county or multi-county units and making that person--that man or that woman--responsible. I visualize it as upgrading that level.

I think one could argue, as Senator Dumont has done very eloquently, that if you combine two counties, even though you increase the personnel or don't increase it or increase the dollars, this does tend to diminish those particular counties.

If you leave aside the counties we've proposed to bring together in order to cut down to 17 and look at those we have not suggested combining, there is no doubt in my mind that what we are really suggesting is a great strengthening of that office from what it is at the present time.

The decentralizing of decision making and involving local advisory groups in making recommendations to the county unit is, I think, a trend in the right direction and consistent with your views.

ASSEMBLYMAN BURSTEIN: Does the committee have any further questions?

(No questions)

Thank you, Commissioner. We appreciate the presentation, and we'll be in further touch with you.

The next witness will be Mrs. Ruth Mancuso of the State Board of Education.

R U T H H. M A N C U S O:

Thank you, Mr. Chairman, and members of the sub-committee. On behalf of the State Board, I am pleased to have this opportunity to continue with you our review of the organization and the functioning of the County Superintendency.

In April of this year, we submitted to the Joint Education Committee a document setting forth the responsibilities of the County Superintendent and the pertinent statutes and Administrative Codes that related to the County Superintendency. Then, in a separate statement to the Joint Committee on April 30, 1974, the State Board delineated its view of the role and responsibility of this office in implementing statutes, Department policy, rules and regulations, school evaluation and curriculum development, coordination of county educational services, mediating and arbitrating local problems and providing leadership for school reform. The statement, you may recall, also pointed out to the members of the Joint Committee, as we have in previous opportunities in the Executive Department and, particularly, in the last few years with the Budget Division of State government, the disparities and inequities that exist in the populations that are served, in the professional staffing, support personnel and in the funding of the various offices--county offices. The Board recommended at that time, in that report, and has since directed that a function and management review be undertaken by the Department to determine necessary and feasible reforms which would further decentralize Department services which had been, as I am sure you know, undertaken to some extent in the last few years. We directed a further study of decentralization of Department services and

the strengthening of the capacity of county offices to offer support services and leadership to local schools and districts.

Further, it is our feeling that the mandate for "thorough and efficient" necessitates an effective administrative structure that strengthens the direct line of accountability between the county unit or units and the Department. I think the Commissioner clearly, in his discussion with you this morning, has reemphasized that growing concern for a cleaner, clearer accountability and relationship in terms of Department function and structure. We believe this is an integral concern in the matter of "thorough and efficient." This structure, we believe, should address constructively the concern for geographical continuity, interests and needs in an equitable manner and in conformity with the findings of Robinson vs. Cahill.

Any proposals must also, in our judgement, provide for the continuation of effective services now being utilized in some of the counties and provide an opportunity for these services to be offered where they are not now provided. I think, if I may, that partly addresses the kind of concern that Senator Dumont expressed. It would be our fondest hope and, certainly, eventual recommendation that we in no way decimate services and that, indeed, we strengthen them and upgrade services and that if, indeed, there is a county which may, in our judgement and the Commissioner's judgement, be offering unusually competent leadership and service, even though costs and staffing may exceed a typical formula or ratio, we believe that kind of service, again, within the problems of funding and equalization, ought not to be removed. It ought to be strengthened.

We look for a leveling upward in quality in the proposed Department monitoring process and in meeting the

responsibility for assisting local districts in goal setting, program planning, program review and evaluation. We believe that equity in financing should be subject to qualitative as well as quantitative review.

I would like to emphasize at this point in the discussion that the Board encourages the process of involvement in which the Commissioner and the Department have engaged in developing the preliminary proposals he presented today. We think the history and the tradition of New Jersey strongly supports this kind of involvement rather than a plan kind of approach; e.g., here is the plan and that's it. We think he has pursued that kind of involvement in a most effective manner. We strongly support his view that the preliminary proposals which he has discussed with you today should be subject to review, analysis and recommendations. We further share his concern that all proposals, such as those made today or those which may be forthcoming, be subject to the collective wisdom--it is obvious, of course, that we include in that collective wisdom, with prime responsibility, this Joint Committee and the total Legislature and Executive branch--as we meet our responsibilities, equalized in terms of services, resources, geographical organization and need and provide a coordinated delivery system for education in New Jersey that is "thorough and efficient."

The State Board will continue its careful review of all the inputs on the Commissioner's recommendations and looks toward a further opportunity to share with you its recommendations for organization and needed legislation to accomplish our mutual educational goals. Thank you.

ASSEMBLYMAN BURSTEIN: Thank you, Mrs. Mancuso.

SENATOR DUMONT: Ruth, I have great respect for you and for the State Board of Education, but I don't follow this theory that indicates that there is not

sufficient direct line of accountability today between the county units and the Department. The County Superintendent is a right-hand person of the Commissioner. Now, why do you feel that there is any necessity to strengthen that direct line of accountability in the court decision when it already exists?

MRS. MANCUSO: I think, Wayne, I'm using that and the Board uses it in the sense that, with the proposed monitoring and change process that might be brought about in, for example, the present legislation dealing with the question of T&E, this restructure look would then provide a stronger line of accountability in terms of performance, in terms of services offered and in terms of relationships with a relook at the structure of the county office. This, in no way, implies that that does not now exist. You may recall that in our original statement, we supported very strongly that relationship, commented on it and complimented it. It deals with the change likely to be undertaken by the Department and the county offices in the matter of T&E implementation.

SENATOR DUMONT: Further, you say that the "structure should address constructively the concern for geographical continuity..." I don't see how you can accomplish that by taking away from certain counties what now exists with respect to geography and also continuity. How do you account for that?

MRS. MANCUSO: I think that, at this point, we would simply indicate that the Commissioner's proposals that are before you are the best judgement of the Commissioner and the Department and those who have had direct professional input into those recommendations in terms of equity, in terms of resources and in terms of services.

The continuity reference there could be construed two ways, Wayne. One is that the counties are contiguous

which has a certain continuity. They have similar kinds of cultural traditions, demographic and sociographic kinds of interests and concerns. I would simply state that from my point of view, on behalf of the Board, the Board itself, as the Commissioner states he has not, has not made any predetermined statements. We have no predetermined position that, indeed, 17 is the magic number or that 21 is or that any number is. This looks, at this point in time, like a proposal that is worthy of consideration; and it needs to be examined, in our judgement, in terms of some of the ideas we have put forth here plus those the Commissioner, himself, has stated plus, I think, the concerns which you have expressed.

SENATOR DUMONT: Does this statement represent the collective thinking of the State Board of Education?

MRS. MANCUSO: Yes, I think it does, Wayne. I say that based primarily on the statement made by the Board on April 30 and the ongoing discussions that the Board has held with the Commissioner. I make it clear again that the Board has not stated any endorsement for any plan or any program of reorganization. It has provided direction in the matter of policy to the Commissioner and has discussed such policy itself. The Commissioner has elucidated those, certainly, in the matter of his and our definition, at least, of what we conceive to be "thorough and efficient," the question of need, the question of service, the availability of resources and what seems like, at this point, a beginning point for the feasibility of a structure.

SENATOR DUMONT: Does the State Board of Education have anything against the term, County Superintendent?

MRS. MANCUSO: Not to my knowledge, Wayne.

SENATOR DUMONT: How do you justify the fact that you would take a County Superintendent and other

personnel away from areas that are growing in population and, therefore, enrollment at the same time that you provide for the necessary increase in some counties that are static in population?

MRS. MANCUSO: I would not attempt at this point to say that I would justify that because I would not indicate to you that the Board has studied this proposal in that detail in order to take a position on it. I would say only that it is a proposal that we will, certainly, carefully look at in terms of the allocation of the available resources, Wayne, and the services that are needed, whether it is a "plus two" or a "minus two," whether it is "plus secretarial staff" or "minus secretarial staff," or whether it is "plus professional" or "minus professional." I think that will have to be determined at the point where we bring the whole input together in a way that we can make those kinds of judgements based on the recommendations that the Commissioner will make to us. I think I address my concern and I think the Board's concern in that regard when I say that in two ways, Wayne, I would not just address equalization quantitatively but would want to address it qualitatively. Secondly, simply to equate numbers in a certain way would not be supported if, indeed, it meant removal of needed and effective and excellent services which are presently being offered in those counties at this point.

I think the fair way to say it at this point, Wayne, is that we are in an analysis situation of what seem, at this point, credible proposals. They have not been accepted and have not been propounded or proposed at this point by the State Board. We certainly have supported and do support the Commissioner's approach to a reasonable solution of what has been a difficult problem for many months for the Department and for many of our counties and county offices.

SENATOR DUMONT: I would agree if only quantity was involved; but I have to say from personal observations and contact with these people that I have found the quality of them in the county offices with which I have been in contact very frequently to be a very high quality.

MRS. MANCUSO: I agree with you, and that is my point exactly, Wayne. For example, I know one county very well and know many of them with some degree of understanding as you certainly do. I am aware, for example, on this chart, of one county where, I think, some changes would be made that, at least, quantitatively, in here, indicate a change--a decrease--in staff. I think this would be a mistake in that county if, indeed, my evaluation of the services offered has any merit. Certainly, that evaluation has to stand up to someone else's evaluation and be examined by someone else. I would be distressed to find that where certain excellent services were being offered, any proposal would come forward that would decrease those services in order to meet some arbitrary formula or decision. I don't think--and I want to make that perfectly clear--that either I or, I think, the Board has any understanding that that is, at this point, what the Commissioner proposes. He is proposing a plan for discussion for equalization and for a new look and a hard look at the allocation of resources, both human and financial. I think that on that basis, we are looking at it with him and with all those in the educational community who are concerned with this and with the Legislature, obviously, which wants to have input.

If I heard the Commissioner correctly this morning--and I have heard him on a number of occasions when he was discussing this with the State Board--I have not heard an arbitrary plan nor an arbitrary decision. I have heard some very careful thinking based on some good

evidence and the best research that is available to him in terms of presenting what seems, at least, an organized beginning point for discussion and consideration. I think that, certainly, that is the State Board's approach to this; and we are pleased to accept it on that basis and, with him, to continue the dialog.

SENATOR DUMONT: Ruth, I would applaud the efforts to decentralize the Department at any time; but I also feel that so much emphasis is being placed upon various definitions of "thorough and efficient" that we may wind up by finding that the court decision has created far more problems than it will every resolve.

MRS. MANCUSO: I think no one, Wayne, could take any exception to your point of view that there are differences of understanding. I think our goal-- Again, I may speak for the Board; one must be careful speaking for almost anyone else these days. My understanding of the Board's attitude is--the charge is--that we move toward what, at least, we can essentially agree has some basic approach in "thorough and efficient" and examine the delivery system that we presently have and purposefully and hopefully retain those elements of that delivery system organization that are effective and have proved effective, strengthen those that need to be strengthened within the resources that are available to us, and clearly indicate to interested persons and parties, particularly the Legislature and the Governor, by the Commissioner and by the State Board, those improvements which we feel are necessary and cannot be made at this point in time.

I think what we would look toward here is, eventually, a plan which will incorporate the best of what we have. We will add to that plan in terms of making quality opportunities from a service and Department point

of view available to all children equally in the State. We also look toward bringing to the attention, in a more forceful way, perhaps, than we have every done before, of the Legislature, the Governor and the people of this State those needs that exist and are not being met and, perhaps, cannot be met within the resources available to us but ought to be on our agenda in terms of moving forward in providing educational equality and quality for the youngsters in this State. I think that is our approach.

We are not prepared to say to you this morning, the State Board thus and so. We would hope that within a reasonable time, in conjunction with the Commissioner and, certainly, with his recommendations which will be based upon the input that he receives, we ought to be and will be prepared, Wayne, to put forward that plan that, hopefully, can stand up and address what I think are some very legitimate concerns that you have expressed. If we cannot do it, we'll have that dialog again, I am sure. I feel hopeful that we can.

ASSEMBLYMAN BURSTEIN: Assemblyman Hicks, do you have any questions?

ASSEMBLYMAN HICKS: Mrs. Mancuso, normally when you want to change something, it is because you are dissatisfied with what you have. What is the basic dissatisfaction with the County Superintendent's office?

MRS. MANCUSO: Mine, sir, or the Commissioner's or the County Superintendents'?

ASSEMBLYMAN HICKS: The Board's.

MRS. MANCUSO: There are a variety of concerns expressed about the county offices from the Governor's expressions some time ago to the expressions of the County Superintendents themselves. The documents, for example, some of which we provided to you, were prepared to some extent by the County Superintendents of Schools in their own organizations and by their own membership in which they

creatively identified the needs of the county office as they saw them, many of which--and I would say, clearly, most of those needs as expressed by the County Superintendents themselves--had support both at budget hearings and in documentation and, in some cases, by small movement forward to improve their staffs by the State Board and by the Department of Education. So, I think it should be very clear, Mr. Hicks, that at no point does this document, does the State Board nor do any of the supporting documents take the position that things are not at all satisfactory at this point and, therefore, all must be removed.

What we are taking is a hard look with the County Superintendents and others at what is there, their determination plus, again, input as to what should be there in terms of educational opportunity and quality and, again, our interpretation of T&E, and the Department's and then to flesh that out into a proposal, a structure, a plan, which incorporates the best of both. So, this does not reflect the attitude that everything is poor now and there must be change. We have some excellent programs and operations, services and facilities available in county offices. We certainly do not have them in any wide degree of equalization.

A quick look at budget, a quick look at staffing and a quick look at the pattern of services offered, particularly as you compare urban areas of the State with less urban areas, would bring forth these disparities rather clearly. Again, those disparities have been clearly pointed out by the County Superintendents themselves.

ASSEMBLYMAN HICKS: I am probably one of the few Legislators except for people like Senator Dumont who has had intimate and close dealings with the County Superintendent's office because of problems in my particular

county. I would hate to think that my county or that my people would be deprived of these services. I agree that the facilities that they have at their disposal are inadequate at times; and I would, frankly, like to see these proposals by the Commissioner and the State Board addressed to the problem that exists in the County Superintendents' offices in terms of making them more viable, in terms of giving them more leverage, more chances for accountability and a better chance to serve the people.

I think these proposals here are excellent really, but I am not so sure that they shouldn't be directed at making the county offices more viable and maintaining not the status quo but an improved version as outlined here.

Are you suggesting here today that we would have 17 Deputy Assistant Commissioners instead of County Superintendents?

MRS. MANCUSO: I have no personal hang-up, Mr. Hicks, with the terminology of designation of the title. I have even heard a proposal that the present Assistant Commissioners be titled Associate Commissioners and that the County Superintendents, as now named, be known as Assistant Commissioners. I have no problem with whatever is an appropriate title in terms of the responsibilities involved in that position which are tremendous at this point. The Commissioner's and, certainly, the State Board's support would be for increasing that responsibility and that viability in the county or, as the Commissioner suggests, multi-county offices. I have no problem with this.

If anything I have indicated this morning or the Commissioner has indicated--and he is free to speak for himself, of course--would in any way indicate to you a

lessening of responsibilities, services or programs in those operations, then somehow we have miscommunicated. The thrust and the analysis of any of these proposals, in my judgement, at least, ought to be addressed against the question: Do these proposals, indeed, strengthen the operation of the office or the unit in such a way that it more equitably and more effectively provides the kind of services and leadership that is needed to move us more nearly to equal educational opportunity? That must be the analysis, in my judgement, of the thrust. If it doesn't do that, then we have to go back to the drawing boards.

ASSEMBLYMAN HICKS: I have one last question. Looking at the chart over here, I see the same structure except for the last one which is Deputy Assistant Commissioner. I am reminded of an old quote: Would not a rose by any other name smell just as sweet? Suppose the bottom Deputy Assistant Commissioners were County Superintendents, wouldn't you still have the same program going--the same structure--except for just the matter of the name change? Of course, they would be given more thrust and more help from the State and funding and everything else in terms of supplying their needs, funding, facilities and staffing.

MRS. MANCUSO: Let me respond only in that you direct the question to me. I, again, have no hang-up on nomenclature. I think the Commissioner's explanation should be taken at its value whether his desire to change that image by partially changing title has merit is for you to judge. I think his position or point of view at this point which indicates that with this changing responsibility--growing responsibility--particularly in terms of monitoring, leadership and additional service opportunities for the county offices with the proposal for funding at a State rather than a combination State and county level, this nomenclature is more descriptive

of that enlarged and changing responsibility than the term, County Superintendent.

Again, I don't speak for the Commissioner. I have no very large hang-ups on what the appropriate title may be to best indicate quality and responsibility of what is a prime, important operation in the educational system in this State. I am sure that somehow, together, that could be resolved to the satisfaction of those involved. I have no problem with title; but I do want to reemphasize, Mr. Hicks, that these proposals from the Commissioner and, certainly, any considerations of the State Board have one touchstone; and that touchstone ought to be and will be, in my judgement, that it provides improved, increased and valued services to local school districts in the interests of the youngsters in those districts. There is no attempt to denigrate that position or that responsibility.

ASSEMBLYMAN BURSTEIN: Senator Dumont, do you have any further questions?

SENATOR DUMONT: Ruth, do you and the Commissioner believe that these changes, particularly in reference to the terminology of County Superintendent, could only be accomplished by legislation or that they can be accomplished under the rule-making power the Department has under the Administrative Procedures Act?

MRS. MANCUSO: Frankly, Wayne, as I say, I must confess that I have not devoted any personal large time to reviewing the terminology in terms of position; so, I haven't really even looked at statutes. I just vaguely remember, pulling from history, it seems to me in my recollection--let the Commissioner answer specifically if he wishes--that the terminology of County Superintendent was set forth in the statutes. I would think we would have to give awfully careful examination to that terminology. I think that it has statutory implications as does the terminology, Assistant Commissioner and Commissioner.

My own feeling is that what is a broad program and an attempt to, at least, put forward some discussion and preliminary proposals to move this thing forward ought not, in my judgement, get hung-up on terminology of this kind. I am certain that we can appropriately resolve that question satisfactorily. Personally, I would have no problem if County Superintendent were retained. I am not hung-up on the terminology; I am concerned about the function.

ASSEMBLYMAN BURSTEIN: Commissioner, do you have anything to add?

COMMISSIONER BURKE: I would like to reinforce that. I hope we don't get hung-up on terms or on numbers. It is the idea, I think, to decentralize, to try to equalize and to provide a process for the State to implement "thorough and efficient" education. The new responsibilities that would be thrown upon such a person as a consequence of taking on all those activities of T&E--taking them out of Trenton--makes that person a Commissioner of sorts--a State Commissioner--much more so than he is now.

I felt that the role of such a person would be more apt to be confused with Superintendent of Schools in a school district, of which there are 500 and some. His responsibilities are far, far greater and far different. The responsibilities of such a person under T&E, with enormous staff compared to what he had before, are far more like those of an Assistant Commissioner than they are like a Superintendent of Schools of a school district.

Having said that, I have no hang-up on terms or titles at all. Nor do I have a hang-up on numbers so long as they can be fit within the requirements as I see them--and we might differ on T&E requiring equal support and equal service--and the funds that we can generate

through the total number of people we have. Within those confines, I have no problem with numbers of units; I have no trouble with numbers of personnel; and I have no strong feeling about the terms which apply to people.

MRS. MANCUSO: I would like to make one other point, Wayne, that relates to your question of the quality of services. It is always appropriate for Legislators to have pride in their counties and, occasionally, it is appropriate for the rest of us. I am, indeed, fortunate that I have such a model situation in the county from which I come in terms of kinds of services and opportunities that are being offered to children from a very effective county office. I know that those services are duplicated in other counties. That is the reason for the paragraph I wrote that said that I don't want to see those things removed. I want to see quality go up all over.

Thank you, Mr. Burstein, and members of the committee.

ASSEMBLYMAN BURSTEIN: Thank you.

I would like to call Dr. Archie Hay as the next witness. Apparently this is chart day; we're pleased to have you with us.

A R C H I E F. H A Y, J R.:

Senator Dumont, Assemblyman Burstein and Assemblyman Hicks, I thank you for the invitation of your committee to appear today. I am fully aware of the imposing responsibilities of the Senator Wiley Committee on "thorough and efficient." I am certainly impressed with the magnitude of the task that lies before your committee in terms of trying to define that will-o-the-wisp, "thorough and efficient," restructuring the financing of education in the State of New Jersey and studying the role of the County office. On the one hand, I feel flattered in the sense that we are in the big league of problems confronting

your committee. On the other hand, I apologize for the County Superintendents for adding to your troubles with these two other major issues confronting you.

As a background for the members of the sub-committee who may not know me or about me, my name is Archie Hay. I am Bergen County Superintendent of Schools and have been for 18 1/2 years. I hope I can present to you today not a parochial or provincial viewpoint in terms of the county office of Bergen but, by your invitation, to offer my own personal observations on the role of the county office and the County Superintendent.

My presentation will begin with mentioning that this past summer five County Superintendents, including myself, appeared before the total committee and presented to the committee two books, one which is a report to Dr. Kilpatrick on the role of the county office in terms of implementing "thorough and efficient." You have this as a committee. You also have an update furnished you of the County Superintendency in terms of the scores of references to our mandate given in the statutes of New Jersey and the Administrative Code of the Department of Education and a job description. You have these before you.

My presentation this morning will be in three main parts. One will be to develop what the County Superintendents, as a group, at least, five years ago as a group, thought was an appropriate role in this ever-changing day of the county office. Secondly, I would like to react to the plan that you have heard presented by the Commissioner of Education. Third, I would like to propose some of my own personal solutions to the issue confronting you.

The first part will take about 15 minutes to develop, Assemblyman Burstein. The second will take about 10 minutes, and the last will take several minutes. I don't know if you wish to break at any point in time.

ASSEMBLYMAN BURSTEIN: I would suggest that you go right ahead.

DR. HAY: I have no prepared lengthy statement for this committee due, mainly, to lack of time.

You do have before you, however, a prepared booklet which contains these next four charts that I would like to talk to if I may. (See booklet on page 8A.)

Five years ago when Commissioner Marburger was in office, the County Superintendents and he agreed that a look should be taken at the function and mission and possible change of the county office. A sub-committee of seven of us was appointed to conduct such a study. This included all of us visiting the New York State field offices over there called BOCES. Seven of us went to seven different States in the country. I happened to be assigned to California and spent a week visiting four county offices there.

If during my discourse I mention county office intermediate office, regional office, field office, branch office or units thereof, I am simply talking about that office between the State Board of Education and the State Department of Education and the local districts. The nomenclature varies nationwide with the exception of Hawaii which has no intermediate offices and not even local school districts, for that matter. It is a state-operated system of education. If we co-mingle the terms, I think you are all aware that we are talking about the middle ground--that middle office between the State Department of Education and local districts.

Before I go into their proposal made five years ago, I would like to, for background purposes, point to this chart up here and somewhat identify what has been happening in New Jersey education for years and years and years and where we stand today.

This chart represents the superstructure of the State Board, the Commissioner, and the direct line to the county office as we know it and have known it for about 107 years. Over the years until now, the county office has developed--- At the moment in all of our 21 county offices, in some form or fashion, we have State employees-- professional employees, helping teachers, child study supervisors, child study teams, occupational coordinators-- who are operationally responsible to us but also have functional responsibilities to their division heads in the Department. With these people and with the back-up people--I hate to refer to secretaries and clerical people by that term; these are important back-up people to the professionals who perform the tasks and missions of the county office--we all provide in our way limited services-- limited to the extent of the people on hand and the abilities of these people. We have a huge central staff to draw upon, but we need a bigger one. We do provide limited service, limited regulatory mission seeing that the laws of the State and the State Board rules are adhered to and coordination which is a form of service.

You gentlemen well know that the two main missions of the State Department of Education are regulation and service to local school districts.

As long as we have had schools in New Jersey, we have had problems; some are old; some are new; some are yet to come. In the interest of brevity, since you do have these notes, just let me point out that because of the inability-- the incapacity, if you will--of some local school districts or because of the home rule concept in New Jersey or because of their unwillingness--either/or--many, many pressing problems have come about in public education; and pressures have built up over the years.

The unmet needs, then and now and continuing, are in great part--- I'll just mention some of them: the

whole area of handicapped children in all their categories, migrant children, bi-lingual education, confined children either by court placement or by hospital placement, outdoor education, testing and diagnostic services, data processing services--a fairly new one--transportation coordination, in-service training programs for staff, adult programs, instructional materials centers, health services, school evaluations. These, in one part or others, when local districts are either unable or unwilling to provide for these pressures, we have seen over the years in the history of New Jersey, either laws come into being to provide for some of these unmet needs--- Let me give you some examples of either laws or actions or organizations or groups who have, in their way, attempted to try to meet these unmet needs.

We have such things as EIC. We have one now in South Jersey and Northwest Jersey. We have an urban coalition. We have a couple of direct service State programs for children such as the Katzenbach School for the Deaf and the little Millburn School for the Deaf and Hearing Impaired in Morris County. We have audio-visual aid commissions. We have an educational services law on the book. We have the county vocational laws that have come into being. We have a special education jointure law on the book. We have newly arrived county boards for special services legislation for handicapped children. We've got programs all over the State sponsored by parent groups. We have private schools not only for the normal children but for the handicapped children. We have private centers for testing and diagnostic services. We have all kinds of assorted programs--educational programs--in hospitals, detention centers and a great proliferation of services by agencies, organizations and government. Now, I will not call these band-aids in a sense.

Parenthetically, I was born in Paterson, New Jersey, and have lived here all my life. I am indebted, greatly to New Jersey; I love my State and I love my children. I don't overlook the faults of my children; and I cannot overlook, sometimes, the faults of my State. We, as a State, when critical issues arise, it seems, and critical needs appear, have a penchant in New Jersey for forthrightly standing up and either ducking the problem or stalling it as long as possible. So, these things have appeared under pressure over the years, and they are not all bad.

We have a very fine network of county vocational schools state-wide. We have a very fine program of three counties on the boards of special services. We have the County College law. I could go on with the many fine things these things have accomplished. Even with this patchwork, if you will, of trying to meet needs, there are many children, because of either overlapping of services, programs, etc. or still-existing gaps, that are falling through the cracks year after year after year and will continue to.

May I mention one gap? Most of these pieces of legislation over the years have been permissive and only enable county government to become a financial partner. So, those county governments which choose to have vocational schools have them or which choose to have a board of special services will have one or which choose to have a County College will have one or an AV commission or a special ed jointure or an educational services commission.

We have--not many, but we have some--counties which do not choose to be a part. So, the children from those counties don't have vocational schools, at least, at the county level; and they don't have boards of special services for handicapped children; and they don't have a County College.

While it is fine that the county government has been permitted to be an educational partner and a financial partner, some have not, on the other hand, availed themselves of this opportunity. The kids and their parents don't want to know this. They're still falling through the cracks.

Apart from this, you gentlemen have dumped upon your desks each year an annual bag of bills dealing with these unmet needs in one form or another. If I pulled these out that I stuck in here some years ago--I could stick the same bunch in here today--many of these bills either die on the vine because there is no way or nobody or no office to implement them or there is no funding for them or there is no appropriate agency of the Education Department to handle them. Some do get implemented, but many simply die because there is just no way for them to go. You face this year after year.

The second chart I would like to show you now is the solution--proposed solution--by County Superintendents of five years ago and still valid today in terms of how to tie things up from the picture you have just seen.

Since this is a personal appearance today, I am not attempting to speak on behalf of all the other associates I have in the county offices. While this, in great part, I am sure, agrees with their thinking on the matter, I have inserted my own personal thoughts and modified somewhat the plan of five years ago. I think you will note as we go through here some tie-ins with what was presented this morning by the Commissioner.

This is a proposed role of the county office starting at the top. We feel, as the Commissioner felt this morning, a new position is needed. We happen to call that position Deputy Assistant Commissioner--nomenclature doesn't bother me--who will have nothing else to do. We

have never had this position before or this office before. He will have nothing else to do but to ride herd on county offices giving full time and attention to these field offices.

His office will conduct need surveys, develop short and long-term plans, establish priorities and make recommendations to the Commissioner for courses of action. It ties in beautifully with what Commissioner Burke mentioned this morning.

Going down here, we envision the county office to really, if effective, be able to increase our regulatory function, extend our services and extend and provide comprehensive coordination within our counties.

I might say, again parenthetically, that this proposal is somewhat of a hybrid of the best that we find in New Jersey, in New York and in California. It is a kind of hybrid that takes the best of what they have to offer.

A concept of contracted services appears here. Contracted services are nothing more than the State of New Jersey, through the county offices, providing direct service programs to children--not to school districts but to children.

The administrative and business section of a county office could have data processing centers, transportation coordination, business consultative services, certification of personnel, conduct of elections, conduct of informal hearings, evaluation of schools and school district reorganization. Many of these things we are doing now and have been doing.

The school and program section--this is the new proposal--is on a contract basis with local school districts and provides where need be schools for the physically handicapped, for the severely disturbed--the gamut of handicapped children--programs for bi-lingual education, unwed mothers and outdoor education.

Under the general services section of the county office would be provided other kinds of services like audio-visual aid centers, instructional materials centers, in-service training programs, adult programs, testing and diagnostic services, itinerant health services, itinerant teaching services and coordination of all kinds of programs prevalent in terms of either public or private agencies that ask for our help because they all concern children.

The county office would have--and it ties in--an advisory committee appointed by the Commissioner and composed, in our judgement, of local board members and one Freeholder. Its mission would be to recommend the type and extent of contracted services for that particular county.

Briefly, this is a proposal that we think would greatly strengthen the county mission, the county office and, most importantly, you are providing educational programs and services to children, which you don't find in all kinds of plans and superstructures of education. Superstructures, charts of organization, etc. don't matter if the recipient--the child--is not receiving some benefits from all of our efforts.

We would propose that the county office cover this whole range of services. If we could do that and if we could reorganize that way, all of these other things you saw on the chart before could disappear and come back into one county office, a la New York State and a la California.

I had to leave hanging out here the county vocational schools because when I think of the complications of the massive financial capital investment that the State would have to undertake to bring them back into the fold and the bondholders of the bonds, it is just too complicated; and they are doing too fine a job to, perhaps, put them

under the county offices. On the other hand, for some counties where vocational programs do not exist, again, the State of New Jersey, through the county offices, will establish vocational programs and provide for the children who are not getting them now in their counties.

If that sounds like a terribly big bite, it is; and it takes a good deal of implementation. Some of the enabling legislation that would be needed to make that possible is outlined here. We have to enlarge the powers of the State Board to acquire land, lease or construct facilities and operate programs to be provided as contracted services. We would have to authorize the County Superintendent to act as an agent of the Commissioner for these contracted services. We would have to amend law to provide supervision by the County Superintendent over all school districts; this includes city districts over which he has really no authority now.

We would have to authorize local districts to enter into contracts with county offices for programs and services, establish a policy board at the county level and establish additional positions of Deputy Commissioner or Assistant Commissioner who would coordinate all the county programs and contracted services state-wide. We would have to relieve the Freeholders of responsibility for salaries of county office clerical personnel, repeal the A-V commission law and provide for the transfer of their assets to the county offices, repeal the educational services commission law, repeal the special education jointure law, repeal the EIC law and approve appropriations required to implement all the above.

By the way, backing up, the \$25 million bond issue the people of New Jersey voted upon last fall would not have really been necessary had we had this kind of a set-up because we simply would have taken care of all the handicapped children in New Jersey under this kind of a proposition.

Literally hundreds of the State Board rules will have to be amended and promulgated in order to provide for this. This will be a great deal of trouble, certainly; we are quite aware of this.

The next question that would come to mind would concern financing. How do you finance something like this? The sources of funding would be federal, State, county and local.

Grants to the State Department of Education could be diverted to programs and services available at county levels. County offices could apply for authorization to act as LEAs.

As far as the State is concerned, here is the big bite. Capital funds for land, buildings and equipment for contracted service programs will be provided by the Legislature to the State Board of Education. All professional and clerical personnel will be State employees; there is a qualification concerning that which will come later. All operation costs will be supported by the State--supported, not funded, supported. The State will provide incentive aid to local districts for services acquired through contracts with county offices.

The county role will be this: Boards of Freeholders will continue to provide office space, supplies and equipment to county offices for those personnel not involved in providing contracted services. The contracted services would be a State function, but let the county Freeholders, our financial partners, continue with what they are doing today.

As far as local districts are concerned, they will provide the tuition, on a per-pupil basis, for the children they send to these direct service programs for children. They will also be responsible for some charges for services such as data processing. They are paying banks now to do their payroll, etc. They could pay the

county data processing center. Just these charges for services and tuition furnished by local school districts would, in great part, wipe out the State commitment for operation. The capital funding would have to remain with the State.

We have never hung a price tag on what this might cost in New Jersey; it never went that far. We will certainly grant that the kind of organizational chart you saw which doesn't indicate number of employees or personnel needed to operate will vary from county to county. We will agree that some of our smaller counties could not handle or need to handle all those programs. Certainly the county next door, in a sending-receiving relationship, could be furnished with the services and programs for children that all the counties would be offering. There are not very many counties that could offer the diverse service and direct service education for children--some could such as Bergen and Essex. The others would have to, in some cases, interchange services. One data processing service in a small county would be ridiculous; you might want to combine five or eight counties; but one county would be doing it for the others.

As I say, we never had the opportunity to price this out because it never went that far, frankly. In our minds, the greatest benefit to go this particular way would be to provide direct educational programs and services to the children who are simply not getting them, or not getting them appropriately, in the State of New Jersey. By way of numbers, for what they may be worth, the county office in one of the counties I visited in California, which was about as big as my own in number of school districts and number of children, had on its staff for the County Superintendent 485 people most of whom were providing direct service programs for children--teachers, principals, etc.

I'll move on now from the proposal of the County Superintendents' organization, which, as I say, will be in great part supported by all of them, with some variations of my own included today. I would like to move on to and react to the preliminary proposal offered this morning by Commissioner Burke. When I accepted your invitation last Thursday to come today, I wasn't aware fully that my boss would precede me nor that he would be offering today a preliminary plan. However, he and I did have conversations since Monday; and to the Commissioner's credit, he suggested that I say anything I wish to say today and react in any way and criticize in any way; and I respect him for that. Nothing I will say by way of criticism of the proposal in any way reflects upon the judgement or the position of the Commissioner. You heard him say himself that it is preliminary and that there are no magic numbers, figures, etc. You and I have received materials related to the proposal, and I would like to react to it at this time.

There are three areas of agreement, one area of qualified agreement and one area of strong disagreement.

Under the agreement area, taking into consideration what we heard today and what you have here before you by way of the paperwork, the charts and the tables and the very rough figures, number one in my mind is that the concept presented supports and reinforces the continued need for decentralization of the State Department of Education. I think it should help put to rest the nagging thought in some minds that you don't need County Superintendents of Schools and you don't need county offices of education. I think the concept says that we still need--call it what you will and call us what you may--decentralized field offices for the State Department of Education. I find great benefit in this kind of concept from that point of view.

Secondly, I personally, and we as a group, would strongly support a new position and a new office in the Department under an Assistant Commissioner to hold county offices accountable. We have never had this before. I have looked for it for 18 years, frankly. We have never had real direction or company policy in terms of the county office. Yes, we have the mandates of the law and the State Board rules; but we've never really had anyone to look to who would coordinate and meet our needs, who would carry our messages directly to the Commissioner, who would take care of overall planning and, most of all, who would have the responsibility of supervision and evaluation of our performance. I think the new position of Assistant Commissioner will bring this to the fore.

Third, in the written material but not on the charts is the proposal that the County Superintendents should no longer be on vocational school boards. I couldn't agree with the Commissioner more. I think I would even go further. I want to go further. Remove us from the County College Board of Trustees that we sit on and from our seats on the board of special services in our counties. I say that for a couple of reasons.

There was great wisdom in having us on those boards as the legislation was enacted. County Superintendents, in great part, conducted the need surveys, set up the feasibility studies, sought the advice and consent of their Freeholder groups to establish these boards, put the pressure on--the persuasion--got them operative and so it has gone. I think the need was vital in the initial legislation for vocational boards, for college boards and for boards of special services.

I can see now that those county governments which are going to use and set up these things are aboard if they are coming aboard.

Historically, we have been board members on, in my own case, three different boards. I love them, and I love to work on them; but I hate to give up 10 hours a week, at least, on an average, to being a board member to the neglect of my other 75 other school districts in Bergen County. So, I commend that proposition.

In the area of qualified agreement concerning the removal of county funding of our offices and having the State pick it up, yes, I am in favor of it as a concept. I have a couple of nagging fears. I fear that knowing my beloved State of New Jersey's track record on support of offices and field offices, particularly, most of us will suffer in the switchover. I really don't think that the State of New Jersey, looking ahead, will support county offices of education as well as some counties are being supported now. It will be fine if it can, and I'll buy it if it can. I qualify my agreement on that point.

You have heard a figure that it would cost the State of New Jersey about \$1.5 million to supplant county funding. As long as that is a preliminary figure, let me offer a preliminary figure of closer to \$2 million per year. I have also had some opportunity to look over the charts and graphs before you. Now, if the State of New Jersey will get up another \$1.5 million to \$2 million and provide for county offices, fine. But, if not, I would draw the line on separating the county funding from the picture. I will have more to say to this later on.

Another point of reaction to the proposal as stated--and I am very happy to hear this morning that there is no magic in the number 17; I would heartily agree; there is no magic in that number--is that I would disagree that the number should be changed at all from 21. Seventeen is better than 15; 17 is better than 10; 17 is better than four, of course. However, I think the more you

decrease the number of these decentralized field offices, the further you will abort their major mission which is to provide decentralized services to the school districts and the people of New Jersey.

If we are truly going to reduce the number from 21 to 17--let's take that as a figure--it really must be proposed for one of two reasons or for both. It is either for economy reasons or for increased efficiency of that particular office.

Let's take a look at the economy aspect. By our own figures this morning, we are going to spend about \$1.5 million--and I say more--of additional State dollars to affect this change. Going from 21 to 17, we are going to spend a couple of millions more. Any of the transferring of State employees from one office to another to balance off these so-called inequities could be done under the present framework. It could have been done for years. Certainly, there are some inequities, but they could be balanced off right now in terms of the professional personnel.

If we are talking about increased efficiency and based upon what I have read these last two nights on this plan, there is going to be not a reduction of four County Superintendents' offices but eight county offices--eight county offices. Overall, the figures presented to me on these eight county offices show that there will be 14 less professionals onboard than there are now.

Let me set aside "thorough and efficient" because if that hadn't come along the pike, that's another thing. The "thorough and efficient" staffing that you saw is only because of "thorough and efficient"--the additional personnel. Whether we have 21, 17 or five, we are still going to need "the same number of professional personnel" because their tasks will be based upon number of schools

and number of school districts. You will need them placed somewhere whether it is in 21 offices or in five offices.

In terms of efficiency, if we have 14 less professionals in these eight counties so affected and if we have less clerical and secretarial personnel in these eight counties, how can efficiency be increased? I fail to see this.

Let me take Bergen County as one example from the chart. I now have seven professional people including myself. We are serviced by 11 fine "secretarial/clerical" people; but these are real back-up, trained people, not just secretaries and clerks. So, there are 11 semi-professionals. In the proposal, when our T&E people come aboard, we are going to have 19 professionals--we triple our professional staff--and we are going to add three secretaries. I am not quibbling with numbers, but I picked that one out. I also picked out the combine of Atlantic and Cape May where, now, they have 11 secretarial personnel; and they are going to go down to four. I don't see how this is going to increase efficiency because T&E will not eliminate, in any way, the main mission--formerly the main missions--of the county offices in terms of the statutes and in terms of the State Board regulations of service and regulation. They are going to remain; in fact, they are increasing every day in some form or other.

Incidentally, when we talk about secretarial, clerical and back-up people furnished to us by county government, certainly, some counties are more recalcitrant than others in what they provide.

On the other hand, I can speak better for the people in my office. These 11 people--long-term people--are truly professional in their sense of the word in the areas of business services and transportation services. I think my whole 11 will be wiped out in this changeover from county to State employment because of the reasons of salary scale. Our salary scale in Bergen

doesn't compare with the State. In other counties it may be better to be a State employee. Apart from the salary consideration and apart from the fact that some county government employees cannot swing over and cannot transfer their pensions and their benefits and other things to a State plan, I think we are going to decimate, in a great part, these very essential people who back up the professionals in my office and myself.

By the way, when I am talking about these people, these non-professional personnel in all our offices are just as important and, in some cases, more important than the professionals in the job. They are the county office in their particular spheres of responsibility. Charts and graphs don't provide services to people; people provide services to people. I really fear that in the swingover from county to State, we are going to lose a lot of good people and, thereby, how can this increase efficiency of the county office.

I have mentioned that "thorough and efficient" and the implementation of it will certainly be done by assigning people to county units. Regardless of the number, they will be there; so, I find no trouble in accommodating these people and the secretarial staff needed and adding to the mission of our office that already exists.

May I now go into a couple of reasons that I cannot display on charts or graphs of why I think going from 21 to any lesser number is not in the best interests of the management of education in New Jersey?

First of all, like it or not, New Jersey and its educational community in our local school districts--call them what you will--and the citizens at large tend to identify with county lines. They really do. When we are talking about only having four less county offices,

bear in mind that you are going to affect eight counties and 145 school districts--almost 25 percent of the districts in New Jersey. Certainly, they are not the centers of population in New Jersey; but most of them are growing and most of them want to be identified, I think, with their county lines and their county office. I cannot tangibly prove this, but I know I can prove it if you talk to the people who, over the years, we have talked to and who relate to our offices. I am not a 100 percent "home ruler."

What we are, in a sense, doing in eight counties is removing government further away from the consumer--the user. I am not a "home rule" advocate 100 percent; I see many benefits of "home rule"; I also know it is a license to do nothing or to do the wrong thing in some instances; but I don't see any value in removing the county office further away from the present consumers of 145 school districts. I don't know if the compelling reason was offered last night by President Ford in suggesting that we don't use as much gasoline; but we simply have to extend our lines of communication in eight counties if we go this route. It is not a real, valid reason in this context.

On the other hand, everything is relative. We can play the numbers game. I would only suggest to you that these eight counties that would be affected directly are our smaller counties. But, put them out in Wyoming or put them in Texas or put them in some other States and these would be pretty good-sized intermediate units in other contexts.

As the question was raised earlier, have our local districts state-wide--local districts, meaning administrators, superintendents of schools, principals and individual board members--really been upset by the lack of or the failure to deliver services on call of county

offices? If this be the case in some instances, I would suggest that, under our present structure, corrections can be made if they should be made in one form or another.

So much for, in the interests of time, further comment on the initial preliminary proposal which is, as you heard this morning, a springboard for discussion.

My third two-minute portion of my presentation is just my own thoughts on an immediate solution. I think we all try to look for easy answers for very complex problems sometimes; so, I am not going that route. On the other hand, it is nice to have a package deal or a turnkey operation; and I am not going to offer that. Just let me suggest five things that I think, if they were done and done as soon as possible, could overcome, perhaps, some of the shortcomings some of us find now at the county offices.

First would be to fill the existing vacancies in the county offices. Of course, keep the 21; I've made my case there; but fill the existing vacancies. We cannot do without people like a Bob Flood, a Les Weir, or a John Mongon. One of these vacancies has existed for two years, and we cannot get by with part-timers or substitutes. Believe me. Don't ask me; believe the people in the counties who miss the services of a full-time County Superintendent. I am not suggesting that you appoint the same 21 people or that they be appointed for three-year terms. You can have them serve at the pleasure of the Commissioner. I am simply saying: Fill the offices with the right kind of people for the job. It is significant; it is too vital; it is too indispensable a link in the State educational structure to be left hanging.

Second, equalize the staffing patterns in the county offices where they do exist. If we have existing inequities, we can do it right now. We can redeploy people

at will within the State Department of Education. We may not have to create a lot of new positions. By redeployment of central staff personnel--- You heard the Commissioner mention this as a possibility this morning. We deploy central staff people; we deploy people in and out of county offices state-wide. We have four regional special education teams in New Jersey; I would suggest that they could be deployed as well as some of our EIC people. At any rate, we can now equalize staffing patterns in county offices. I think a new Assistant Commissioner will have full time to give to this vital issue and can straighten things out in a big hurry. The Commissioner and his other Assistant Commissioners, historically and now, are just too busy to pay that much attention to what has to go on or not go on in county offices. This new additional job certainly would help.

That, in turn, ties in with my next recommendation which is to provide direction and coordination of county offices through another Assistant Commissioner of Education on the staff. Hold us accountable; help us coordinate state-wide what county offices should do and how they should do it.

Suggestion four: Relieve the County Superintendent of certain of his statutory responsibilities that take too much time to the neglect of other missions such as serving on the vocational school boards, County College boards and the boards of special services.

Lastly, yes, provide suitable facilities and equipment to all county offices. If some suffer through the lack of interest or concern of county governments and do not have either furniture or equipment or office space, I am suggesting you don't cut off county funding. Let them give us what they will; and where we need more, supplement this with State funding. We were willing to

go the route this morning of spending \$1.5 million to \$2 million. If we are so willing to do this, give us some supplemental dollars to supplement what county government is already giving in terms of office space, etc. In terms of staffing patterns, if some of our--this is a tie-in suggestion--County Superintendents feel they are not getting enough Freeholder help, clerical personnel, supplement what they are giving them with State employees.

If I need five more people in my county office and the Bergen County Freeholders won't support it in their budget, let me then ask the State of New Jersey to give me five people. They would be State employees working side by side with county employees.

I really see some troubles if we divorce ourselves completely from county funding. I think that I would propose that we supplement what we can get by way of people, office space, etc. with State funding. I think this kind of a route can be done effectively and can be done practically immediately and can be done with very little legislation involved. I think it will solve many of the problems and many of the issues in this context.

I will simply close now, gentlemen, by trying to recap by saying that the options apparently are still open. I would suggest that sometimes a cure is worse than the disease, and I think we had better take a hard look at what the best cure may be or the best plan or the best proposal for change. County Superintendents do not move away from change. If you heard our plan a number of minutes ago, we propose sweeping change. We doubt, realistically, if this will come about. If you want to go one way--the best way--that is the way to go because you are now providing for the children of New Jersey, and the State has assumed the responsibility fully and directly if we go that route. Whatever plan may evolve out of this

discussion and future discussions, I can assure you, will be supported and endorsed and lived with and made to work by all the County Superintendents, whether it be 21, 17, 6 or whatever. We will see to it that it will work. There will be continued loyalty and support of the State Board of Education and the Commissioner.

I thank you so much for the opportunity to present my personal opinion on this matter, and I wish your committee the best of luck in the task you have ahead in every respect. Thank you.

ASSEMBLYMAN BURSTEIN: Thank you, Dr. Hay.

We have a bit of a logistical problem; we are running out of time; we do have others to speak; and we have to conclude within a short period. Yet, I don't want to have you go without asking a couple of brief questions. I would hope that the answers would be brief and pointed. I likewise request the same of my colleagues.

The components that you put into the functioning of the county office, as you see it, would seem to call for a great deal more in the way of personnel than was suggested by the program outlined this morning by Dr. Burke. Would that be the fact?

DR. HAY: Yes.

ASSEMBLYMAN BURSTEIN: Would you have any idea as to the cost of that additional professional personnel?

DR. HAY: No, we never priced that out.

ASSEMBLYMAN BURSTEIN: Don't you think that is a significant part of what we can do legislatively or otherwise?

DR. HAY: Yes; certainly. If there were some interest in going that route, I am sure we would be happy to provide estimates of cost.

ASSEMBLYMAN BURSTEIN: Do I further assume that by the pattern you have presented, the functions that would be taken on--the additional functions as shown on your

chart to be taken on by the County Superintendent's office-- would, in many areas, take over from local districts services that they are presently performing?

DR. HAY: Not take over but establish programs and classes and schools that local districts are not capable of doing or are unwilling to do under the "home rule" concept. I think the State has a responsibility to our children who are falling through the cracks in all kinds of programs and services.

ASSEMBLYMAN BURSTEIN: Would you let me just pursue this one brief moment? Let's assume a local district is providing a program presently in bi-lingual education, taking that as a hypothetical case because we just passed a bill and, hopefully, it will be state-wide. Let's assume that the district does provide bi-lingual education. Would you see the County Superintendent's role, in its augmented fashion as you presented it, playing any part in taking over an existing program?

DR. HAY: Not unless the local district wishes us to take over; but in town B that did not initiate that program, we could, at a county level, provide itinerant teachers.

ASSEMBLYMAN BURSTEIN: In other words, where there is no existing program, that is where the Superintendent's office would play a role.

DR. HAY: Yes.

ASSEMBLYMAN BURSTEIN: Senator Dumont, do you have any questions?

SENATOR DUMONT: Dr. Hay, first of all, I want to commend you on an excellent presentation and a very thorough and comprehensive job of outlining your recommendations. As I am inclined to agree with so many of them, I don't have too many questions. I noticed that you would recommend the elimination of the Educational Improvement Center. I have had grave doubts as to whether

they really perform any great educational function and whether they duplicate the work of your office. You don't have any, necessarily, serving Bergen County at the moment, do you?

DR. HAY: Not yet.

SENATOR DUMONT: Do you feel that they do duplicate the work of the County Superintendents?

DR. HAY: At the moment, not completely. Under this plan with comprehensive county units of education, we would be offering in 21 places those kinds of services.

SENATOR DUMONT: When you were counting up the number of school districts in the eight counties that would be affected, what was your count on it?

DR. HAY: From my figures, 145.

SENATOR DUMONT: I don't know whether my arithmetic is correct; but if I use Commissioner Burke's figures on Table I, I come to 165. He has 48 listed for Hunterdon-Somerset, 41 for Atlantic-Cape May, 29 for Cumberland-Salem and 47 for Sussex-Warren. I don't think they include regionals either, as a matter of fact.

DR. HAY: No, they do not include non-operating districts. That indicates 75 for Bergen; we have 77. Rockleigh and Teterboro don't operate schools but they have children.

SENATOR DUMONT: You would have 77 if you included the non-operating districts?

DR. HAY: Yes.

SENATOR DUMONT: As the Chairman mentioned, of course, we are all considerably interested in what the cost would be under your proposal; but I think you did a fine job. Thank you very much.

ASSEMBLYMAN BURSTEIN: Assemblyman Hicks, do you have any questions?

ASSEMBLYMAN HICKS: I have just one question, Dr. Hay. If I heard you correctly, you have suggested that we have one Assistant Commissioner here in Trenton assess all the problems of the County Superintendent's office.

DR. HAY: Yes; that is identical with the Commissioner's plan. We agree there.

ASSEMBLYMAN HICKS: Thank you.

ASSEMBLYMAN BURSTEIN: Again, to reflect the thinking of this sub-committee, we thank you for your comprehensive presentation, Dr. Hay; and we would appreciate further if you could provide some cost estimates that I had questioned you about.

DR. HAY: We would be happy to do that; but with all due deference, when you saw the legislation changes that are required and the Administrative Code changes, do you think we will ever realistically go that route?

ASSEMBLYMAN BURSTEIN: I am talking more in terms of the personnel augmentation--the cost of that. As far as the rest of it is concerned, that is a problem we would have to wrestle with.

DR. HAY: I think we could do that because these contracted services--setting up schools, classes and direct service for kids--will wash out. Local districts will pay their tuition as they pay tuition now for special---

ASSEMBLYMAN BURSTEIN: It is just as to the extra over and above that.

DR. HAY: Capital costs which are the State's main responsibility?

ASSEMBLYMAN BURSTEIN: Yes.

DR. HAY: We can do that.

ASSEMBLYMAN BURSTEIN: Thank you very much again.

DR. HAY: Thank you.

ASSEMBLYMAN BURSTEIN: Mr. Malcolm MacEwan will be the next witness. Welcome, Mr. MacEwan. You have been with us before and we appreciate your coming back.

M A L C O L M B. M A C E W A N:

Mine will be brief, Mr. Chairman. My name is Malcolm B. MacEwan, County Superintendent of Schools in Cape May County. By the way, that is the smallest in population, I guess. I am here representing the New Jersey County Superintendents. My charge is to present, if the committee will bear with me, a similar statement to the one we made last summer with regard to the County Superintendency.

As the Commissioner alluded to this morning, we will be reacting to his proposal as a group; and he has indicated full freedom to do that; and we will be doing it.

The Legislature, in order to assure necessary State controls and still maintain the concept of local control to which it was philosophically committed, provided for the establishment of the County Superintendency in 1867. Legislature after Legislature has, by many laws passed over the years, involved the County Superintendent as the State's front line field representative to oversee and implement school governance in such a way that State needs are met and local control philosophy maintained.

We do not suggest, however, that the age of the office is the most important matter.

The office performs a variety of functions as field office of the Commissioner and the State Department of Education. The County Superintendent is directly charged with the interpretation and implementation of all New Jersey statutes affecting public schools, all rules and regulations of the State Board of Education and all decisions of the Commissioner of Education in the proper

operation of local school districts. He exercises general supervision of instruction at all levels of education in the county and has the responsibility for dissemination and interpretation of school-related information to local boards of education and local school districts on a day-to-day basis.

The County Superintendent's on-going duties and responsibilities encompass innumerable activities. He is required to perform periodic visitation and evaluation of the public elementary and secondary schools in the county, administer teacher certification and issue county certificates, direct school district regionalization activities, review and approve school bus transportation contracts, and serve as Superintendent of districts without Superintendents to mention but a few activities the County Superintendent performs for education at the county level.

By his presence near the local districts, a host of problems never materialize or are resolved at the local level. Citizen complaints about local educational matters to the Governor and Commissioner are often handled through the County Superintendent. Through a system of regularly scheduled meetings and periodic reports, a two-way communications network functions through the County Superintendent from the Commissioner of Education to the local school districts and back. In this way, state-wide priorities are transmitted and interpreted; and, then, action is monitored as has been the case during the energy crisis.

Conversely, when problems such as student disruptions occur at local schools, information is relayed quickly via the County Superintendent to the Commissioner, who then is able to respond with immediate and coordinated plans of action.

This administrative link between the State Commissioner of Education and the over six hundred local school districts is a management procedure for maintaining an effective span of control.

By maintaining instant communication with local school districts, the county superintendent increases efficiency in the review, correction and compilation of education and financial statistical data derived from vocational educational funding, special education, federal funding, and transportation, resulting in more accurate reports to the Department of Education.

The county superintendent reviews and approves annual school budgets for legal requirements. On all appeals to the Commissioner, he attempts to settle defeated budgets in pre-hearing conferences before legal action is initiated at the State Department level. Outcomes from this effort are usually positive, resulting in a saving of Department of Education manpower and a strong feeling of local control.

As a member of numerous boards (some by law) which has been alluded to before, the County Superintendent is in a position to exercise leadership as it affects the total process of education in his county. In behalf of young people, the County Superintendent serves on a variety of commissions, boards and committees for school-community services dealing with drug abuse, bi-centennial, adult advisory, vocational coordinating, health, library, parent-teachers, hospital and scholarships to mention a few.

The county superintendent has on his staff state personnel such as helping teachers, child study supervisors, career education coordinators, adult education coordinators and other service specialists.

Current educational reforms demand that the county office of education provide a stronger, more coordinated effort for educational leadership in the development, understanding, organization and implementation of new educational programs initiated and proposed by the Department of Education. The workload of the county superintendent has substantially increased in the areas of school budgets, state aid, pupil transportation, building programs, school improvement programs, federal grants, and state assessment, again to mention a few.

In concluding this brief presentation, I would like to add that we believe that the county office is the State's alternative to a relatively impersonal bureaucracy in Trenton.

We believe that the County Superintendent is a State official who operates to facilitate local initiative.

We believe that the County Superintendent humanizes the ponderous laws and regulations as applied in the many crunch situations in a local district.

In order to perform its functions, the county office should have a major commitment and capability for service. The concept that service is a primary function of a county office is an outgrowth of the State's regulatory and monitoring mission. Therefore, as the regulatory and monitoring mission increases, the service function of the county office should also increase.

ASSEMBLYMAN BURSTEIN: Thank you, Mr. MacEwan. Can you tell me, sir, how soon you think the County Superintendents will be in a position to react to the Commissioner's proposals?

MR. MAC EWAN: I think very quickly. I wouldn't want to set a time on it, but I think very quickly. We have a committee for this purpose, and we are already on it.

ASSEMBLYMAN BURSTEIN: That's fine. Would it be possible for you to give this sub-committee the benefit of your conclusions?

MR. MAC EWAN: Certainly.

ASSEMBLYMAN BURSTEIN: I assume they will be in written form.

MR. MAC EWAN: Yes.

ASSEMBLYMAN BURSTEIN: Thank you very much. Senator Dumont, do you have any questions?

SENATOR DUMONT: Mr. MacEwan, I thought it was a little bit unnecessary to ask you whether you believe that there should be 21 County Superintendents maintained rather than 17.

MR. MAC EWAN: Senator, may I tell a short story here? I really have to smile at this. It reminds me of the hen and the pig in the barnyard. A newspaper blew in and the headline said, United States Faces Ham and Egg

Shortage. The hen turned to the pig and said, we ought to do something about this. He said, listen lady, with you it's a matter of production; for me it's a matter of life and death. I think that is exaggerating our case; but, of course, it depends on who you talk to as to what kind of reaction you are going to get. We are one of the counties, of course, affected.

SENATOR DUMONT: You have the feeling, as I think Dr. Hay indicated, that you have to serve on too many commissions in addition to your regular work?

MR. MAC EWAN: Yes; I have to say, in all honesty, I changed my mind about this. I feel there is a value to being there on those because you have a relationship that doesn't exist otherwise. However, as Dr. Hay indicated, the workload--- I do not have a County College in Cape May so, therefore, my workload is somewhat reduced. We very actively participate with Atlantic Community College, but we do not have one in Cape May. I am on the vocational board of education as are most of the County Superintendents that have them, and most of them do have them. I am also on the county special services commission of which Archie Hay is a member in his county. I think there are three of them in the State at the present time, and we happen to be one that was formed this year. Of course, the A-V commission was mentioned.

I do feel that the time element here has to be considered and I think the conflict of interest question, if we are going to get into monitoring, has to be considered as a possible change.

SENATOR DUMONT: How do you feel about the Educational Improvement Center? Is it serving a valuable purpose or is it just duplicating the work of the County Superintendent? You have one in South Jersey.

MR. MAC EWAN: I think there have been times when, possibly, it has duplicated the work. In all

honesty, again, the plan here, as I believe it's stated, is to be a research and development arm. I think this particular unit could serve very well in this way. The one we have in South Jersey has been of help to Cape May County.

SENATOR DUMONT: How do you feel about the terminology of County Superintendent or Deputy or Assistant Commissioner of the Department of Education.

MR. MAC EWAN: I am like the Commissioner and Mrs. Mancuso. I have no particular axe to grind one way or the other about title. I think the thing is that we would like to get the job done. As Mr. Hicks mentioned: A rose by any other name... It doesn't make an awful lot of difference.

SENATOR DUMONT: Thank you very much.

ASSEMBLYMAN BURSTEIN: Assemblyman Hicks, do you have any questions?

ASSEMBLYMAN HICKS: Mr. MacEwan, in the area of controversies and disputes, do you feel that when an issue arises in the local district and it's settled on a county level instead of being brought to Trenton, the decision--good or bad--is accepted more readily by local school districts if it is settled by the County Superintendents?

MR. MAC EWAN: I'm not so sure I understand your question.

ASSEMBLYMAN HICKS: Do you feel that the County Superintendent's office is like brother and brother going to their father to settle an argument instead of going to the Commissioner's office; and, then, when it's finally settled, everybody is unhappy because it was settled on a bureaucratic note. Your office would be a sort of softening, buffering zone between the State and the local district to avoid hard feeling in disputes and controversies.

MR. MAC EWAN: Yes; I think this happens on a number of occasions--that the county office does perform this buffer.

ASSEMBLYMAN HICKS: Under the new form, should it be adopted, this buffering zone would be lost, perhaps, because the local district will feel that--- There is a fear of Trenton. I'll give you an example. In your local home town, the local citizen is afraid of city hall. He goes down there and sees a secretary and gets the run-around; and he leaves very unhappy usually. If you proceeds to his councilman, he can complain and blow his top; and he feels better. Your office could be the buffering zone between the school districts and Trenton and settle disputes if the workers for your office settle these problems.

MR. MAC EWAN: I would hope that could be maintained. If it is possible, I would hope that could be maintained.

ASSEMBLYMAN HICKS: Thank you.

ASSEMBLYMAN BURSTEIN: Thank you very much, Mr. MacEwan. I trust I will be hearing from you again.

MR. MAC EWAN: Yes, sir.

ASSEMBLYMAN BURSTEIN: Thank you. Mr. Gibson LeRoy will be the next witness. I would appreciate if we could have a 10-minute limitation since we have other speakers.

G I B S O N   L E   R O Y:

Before going into the prepared statement, let me say that like others here, we had no knowledge of the proposals presented by the Commissioner today. I will read the statement in the light of that lack of knowledge.

Gentlemen, the New Jersey Congress of Parents and Teachers appreciates the opportunity to appear and indicate its position concerning the matters before this committee. Representing, as we do, some 400,000 New Jersey families whose concern is for the welfare of all children and youth, with special emphasis on education, we feel that our aims are sufficiently divorced from any vested interest (except,

of course, our investment along with yours in New Jersey's future) that you will find them germane to the issues before us.

We find it difficult to envision a "thorough and efficient system of free public schools" without the office of county superintendent of schools. I stress the word, office, there. Our relationship with all county superintendents over the years has been both a pleasant one and a productive one ... pleasant because of the spirit of cooperation always evident and productive in areas patently helpful to our children, to the teachers, to district superintendents of schools, to other administrators, and to the State Department of Education. As we view it, to remove this link in the chain of communication, cooperation, and coordination would cause the chain to fall apart completely.

What can be substituted that would serve any better? The county is our most workable operating division within the state. Particularly is this true since the county boards of freeholders also have concern with educational matters, with roads to and from the schools and directly with our county colleges and vocational schools. To make any change in the existing structure would necessitate altering county boundaries or eliminating the county government structure entirely. Hopefully, no such radical surgery is contemplated.

We could look back over our records for many years and find innumerable instances wherein the office of county superintendent has been most helpful to our members as well as to the school districts being served in matters of great importance to the welfare of our children. An outstanding recent example is the handling of "Operation Child" which had to have coordination by the county superintendents to bring the PTA's and schools and community together for the sake of thousands of pre-school children whose handicaps would otherwise not

have been detected. A county superintendent knows the school boards and districts in his county. He can review problems and consider rulings in the light of local conditions. He does not need to start from scratch to gather background information. He has it at his fingertips. And, as the official representative for the State Department of Education, he commands the respect and attention needed to get things done. Many district superintendents have told us, from time to time, how invaluable they have found the county superintendent's office, especially in bringing together regularly all the superintendents within the county for discussion, exchange of ideas, and to open up communication between them and the State Department. This item alone ... communication ... is important enough, in our opinion, to warrant continuation of the office of county superintendent.

Concerning the overall structure of the State Department of Education, we have found it to be quite effective and acceptable. It has effectiveness with flexibility and allows ample opportunity for input from all segments of the community. The Department is staffed with highly competent, knowledgeable, career people. Its role, as we view it, has been anything but dictatorial. We have found the collective thinking within the Department to be progressive and responsive to changes in society. If, indeed, the proof of the pudding is in the eating, we have observed little need to change the recipe. We look with some trepidation upon the possible motives of some of the critics of the Department whose real reasons for criticizing involves interests other than the development of a more thorough and efficient educational climate for our children.

One final note for your consideration, gentlemen: If change and improvement are felt needed, we would suggest strengthening the role of the county superintendent and possibly more adequately staffing his office with a view to enabling him to further advance the cause of "thorough and efficient" education in all our public schools.

I would like to add my personal remarks, more or less off the cuff, to what was said by the Commissioner this morning in his proposal. This use of the multi-county units as suggested by Commissioner Burke may work satisfactorily if the geographical area is not too unwieldy and if correlation with established county governments is feasible. There arises a question, for example, of county rivalries and the Assistant Commissioner and his staff becoming the whipping boy caught between them. It has always been our understanding that the existing County Superintendents are a direct arm of the State Department of Education. My belief is that multi-county units may decrease services within the counties as expressed by Senator Dumont.

Thank you, gentlemen, for the opportunity.

ASSEMBLYMAN BURSTEIN: Thank you, Mr. LeRoy. Do you have any questions, Senator Dumont?

SENATOR DUMONT: You would prefer, then, to keep the 21 County Superintendents?

MR. LE ROY: Definitely; I think the argument is in that favor.

SENATOR DUMONT: Do you have any opinion in respect to the terminology, whether it be continued as County Superintendent or have some other term used?

MR. LE ROY: I don't think that is too important.

SENATOR DUMONT: Thank you very much.

ASSEMBLYMAN BURSTEIN: Assemblyman Hicks, do you have any questions?

ASSEMBLYMAN HICKS: No questions, Mr. Chairman.

ASSEMBLYMAN BURSTEIN: Thank you, Mr. LeRoy.  
I would like to call Mr. James Moran as the next witness.

J A M E S A. M O R A N:

Assemblyman Burstein, Senator Dumont,  
Assemblyman Hicks: I am appearing today on behalf of the  
New Jersey Council of School Administrators although I am  
the Executive Director of the New Jersey Association of  
School Administrators.

Basically, what we place before you today--I  
won't bother to read the statement in detail--is simply  
a request on our part that, in the future in the event of  
hearings such as this, we would appreciate greatly having  
significantly more advance lead time in matters of very  
serious import. We would also appreciate if, at this  
time, the committee will entertain receipt from our group  
of position papers related to this matter at some future  
time, if this will not conflict with the need for the  
committee to report in the very near future. We feel that  
in the absence of any knowledge of the proposals, we did  
not want, at this point in time, to make an elaborate  
presentation without background. We would ask the committee  
to do so. (Full letter on page 13A.)

ASSEMBLYMAN BURSTEIN: Mr. Moran, I can assure you  
that we are all working under the pressure of time deadlines.  
As a consequence, you may not have had sufficient advance  
notice to present your own initiatives in this regard; and you  
obviously had no time at all to prepare a reaction to  
Commissioner Burke's proposals. We will entertain any  
presentation you wish to make and would hope that it be  
prepared within the month so that we are in a position to  
report back to the Joint Education Committee.

MR. MORAN: I feel sure we can cooperate with  
that. Just one comment: The papers may be by the Council  
jointly or, perhaps, as outlined in our letter, by the

different associations individually. I won't delay the committee anymore. You are far behind your timing. Thank you.

ASSEMBLYMAN BURSTEIN: Thank you very much. I would like to call now Dr. Lloyd Newbaker of the New Jersey School Boards Association.

L L O Y D N E W B A K E R:

Assemblyman Burstein and members of the Joint Education sub-committee: I am Lloyd Newbaker, Director of Field Services for the New Jersey School Boards Association. I appreciate the opportunity to make a request, very briefly, similar to the one you just heard from Jim Moran.

The issue which this sub-committee is addressing is clearly a most important issue in New Jersey's efforts to provide a "thorough and efficient" system of education to our State citizens. Yesterday, Commissioner Burke shared with representatives of our Association, in a meeting with other representatives from New Jersey's educational community, the outline of his plan for the exercise of the Commissioner's responsibilities to ensure the implementation, monitoring and continuous improvement of New Jersey's educational enterprise.

On June 20, 1974, the New Jersey School Boards Association presented testimony to the Joint Education Committee which included information on intermediate unit development and regulatory units. Certainly, the methods by which a "thorough and efficient" system will be monitored and guaranteed is as important as the definition itself. We respectfully request that the committee provide to the New Jersey School Boards Association and to all segments of our State's educational family an opportunity to thoroughly review the Commissioner's plan so that we might provide to the Legislature the best possible assistance in its deliberations.

Thank you.

ASSEMBLYMAN BURSTEIN: Dr. Newbaker, I would say the same to you as I did to Jim Moran; and that is that we would be most happy to receive any formal presentation that you wish to make and would only hope that it would be done within the month because we have our own deadlines to make.

DR. NEWBAKER: We appreciate that. We certainly would want to check with our membership and constituent boards.

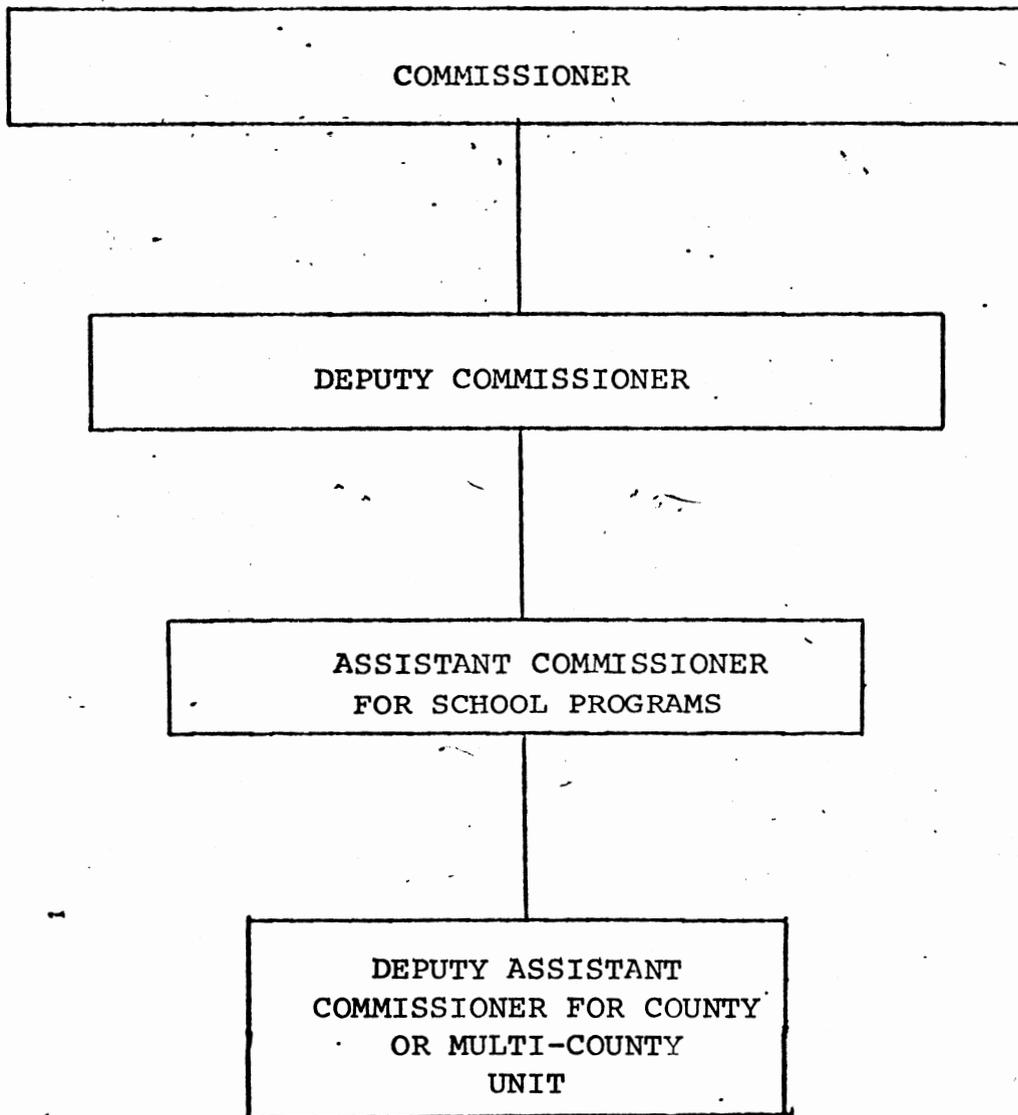
ASSEMBLYMAN BURSTEIN: Thank you very much. Is there anyone else present who is not listed but wishes to be heard?

(No response)

I will declare this meeting of the sub-committee of the Joint Education Committee at an end.



DEPARTMENT OF EDUCATION ORGANIZATION  
FOR COUNTY OR MULTI-COUNTY UNITS



DEPARTMENT OF EDUCATION ORGANIZATION  
OF COUNTY OR MULTI-COUNTY UNITS

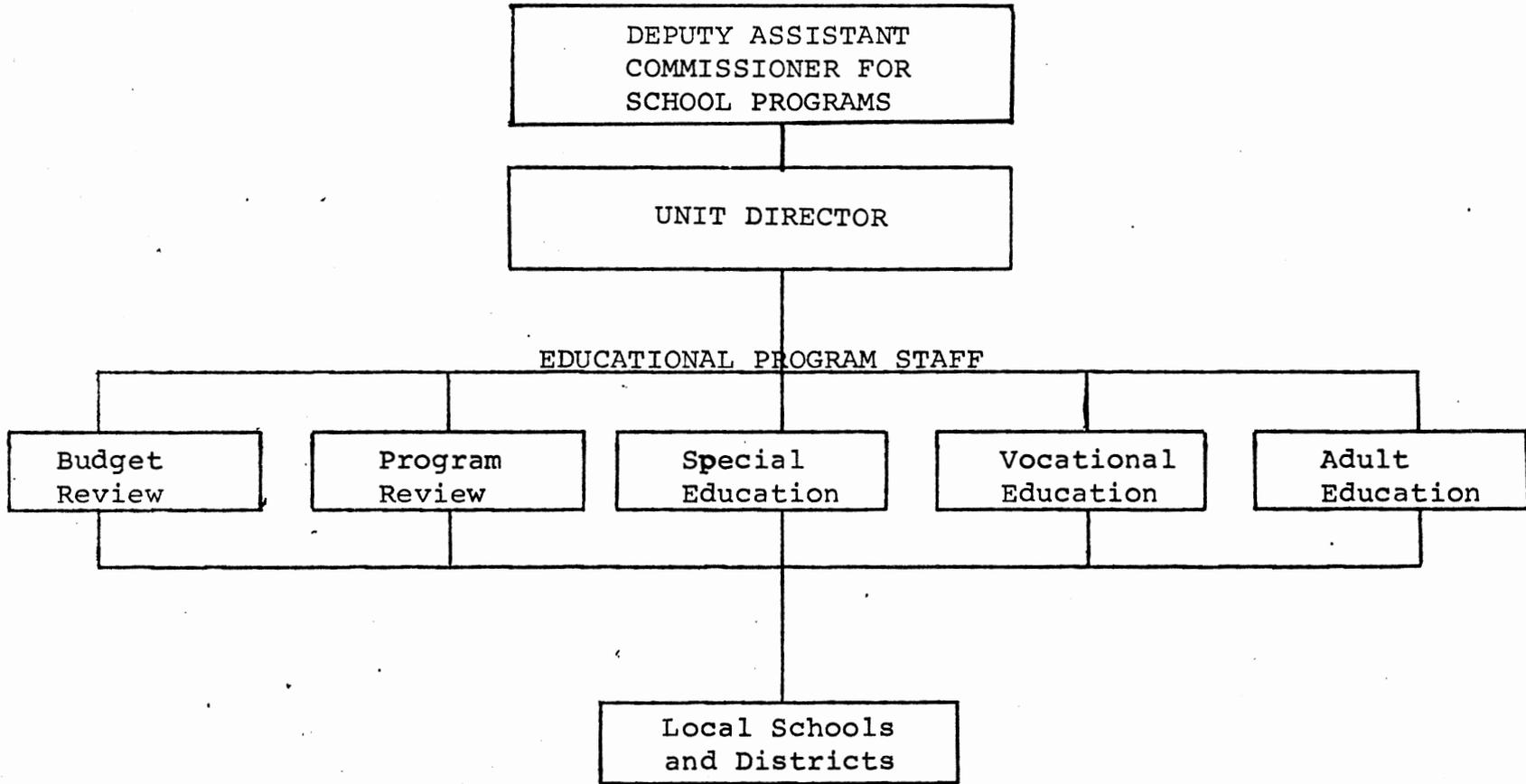


TABLE I

## CURRENT &amp; PROJECTED PROFESSIONAL STAFFING NEEDS BY STATE DEPARTMENT OFFICE FOR COUNTY OR MULTI-COUNTY UNIT

State Dept. Office for County or Multi-County Unit	Pupil Enrollment Public Schools	Area Square Miles	Elem. Schs.	Sec. Schs.	Dists.	Total Schs. & Dists.	Current Staff					Projected Staff		
							H.T.	Supv. of Child Study	Career Ed. Spec.	Co. Supts.	Total Co. Supts Staff	Total Required	Ed. Prog. Staff +or -	Adm- istra- tors +or -
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)
Alsea	173,000	128	210	49	22	281	0	1	1	1	3	19	+15	+1
Ashe	166,000	233	236	62	75	373	3	1	1	1	6	19	+12	+1
Clatsop	125,000	312	164	42	25	231	1	1	1	1	4	15	+10	+1
Columbia	111,000	477	149	29	52	230	3	1	1	1	6	14	+7	+1
Clatsop	99,000	221	148	24	38	210	6	1	1	1	9	12	+2	+1
Clatsop	99,000	103	129	37	23	189	0	1	1	1	3	12	+8	+1
Clatsop	94,000	467	145	25	40	210	3	1	1	1	6	11	+4	+1
Clatsop	89,000	45	87	16	13	116	0	1	1	1	3	11	+7	+1
Clatsop	88,000	197	103	15	20	138	1	1	1	1	4	11	+6	+1
Clatsop	80,000	819	111	21	45	177	4	1	1	1	7	10	+2	+1
Hunterdon														
Somerset	67,000	742	102	21	48	171	7	2	2	2	13	9	-4	0
Warren	57,000	639	59	13	28	100	4	1	1	1	7	8	0	+1
Warren	56,000	228	75	19	10	104	1	1	1	1	4	8	+3	+1
Atlantic Cape May	49,000	842	101	13	41	155	4	2	2	2	10	8	-2	0
Cumberland														
Salem	45,000	853	89	13	29	131	5	2	2	2	11	8	-3	0
Gloucester	43,000	329	76	15	28	119	5	1	1	1	8	7	-2	+1
Sussex														
Warren	40,000	889	69	13	47	129	7	2	2	2	13	8	-5	0
STATE TOTALS	1,482,000		2,053	427	584	3,064	54	21	21	21	117	190	+60	+13

TABLE II

USE OF TIME: COUNTY OR MULTI-COUNTY EDUCATIONAL PROGRAM STAFF

Each educational program staff member's time, based upon twelve-month employment (230 working days), should be scheduled approximately as follows:

- 30 days - Directing two (2) schools or districts comprehensive approval studies @ 15 days per study.
- 20 days - Serving on seven (7) approval visits to schools or districts on the approval cycle @ three (3) days per comprehensive approval including review of study on-site visit approval for the Commissioner
- 143 days - Providing regulatory consultant and monitoring services for improvement of the educational program as defined in the statutes in order for a school or district to meet selected priorities for annual approval.
- 17 days - Reviewing with approximately seventeen (17) schools or districts their annual progress reports, writing recommendations for approval, and reviewing for Commissioner's approval the following year's plan for improvement.
- 10 days - Attending Department's central and field staff inservice training sessions for educational improvement through the approval process
- 10 days - Performing other assigned tasks.

230 Working days

TABLE II  
 EDUCATIONAL PROGRAM STAFF  
 WORKLOAD AND TASKS BY NUMBER OF WORKING DAYS  
 (Supplemental Services by Available Regional Child Study Teams and Compensatory  
 Education Teams Are Not Shown And Will Also Be Provided)

Name of District	Schools <sup>1</sup> and Districts to Approve	Approval Staff	Comprehensive Approvals; Staff Load, Time by Days <sup>2</sup>					Annual Monitoring and Improvement Staff Load, Time by Days <sup>2</sup>				
			Comp. Approvals	Approvals per Staff	In-serv. Days @15 For Each Approval	Approval Visits Per Staff	Days @3 For Ea. Visit	Annual Approv- als	Schools or Dists. Per Staff	Days Assist Dists. Implement "T&E"	Days @1 Ea. For Final Approval	Days For Staff In-serv. & Other Tasks
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)
Alameda	141	6	14	2+	30	7	21	127	21	138	21	20
Berkeley	364	17	36	2	30	9	27	328	19	134	19	20
Castroville	160	8	16	2	30	7	21	144	18	141	18	20
Contra Costa	202	10	20	2	30	7	21	182	18	141	18	20
Greenland County	123	6	12	2	30	6	18	111	20	142	20	20
Hayward	280	17	28	2	30	7	21	252	15	144	15	20
Mariposa	110	5	11	2	30	5	15	99	19	146	19	20
Merced	114	9	11	2	30	5	15	103	11	154	11	20
San Joaquin County	148	7	15	2	30	7	21	133	19	140	19	20
Stanislaus	164	6	10	2	30	5	15	94	16	149	16	20

<sup>1</sup> Districts all are school elementary districts; which are counted only as elementary schools; district approval would be combined with school approval in such cases.

<sup>2</sup> Days circled equal 230 working days

TABLE II  
 EDUCATIONAL PROGRAM STAFF  
 WORKLOAD AND TASKS BY NUMBER OF WORKING DAYS  
 (Supplemental Services by Available Regional Child Study Teams and Compensatory  
 Education Teams Are Not Shown And Will Also Be Provided)

County	Schools <sup>1</sup> and Districts to Approve	Approval Staff	Comprehensive Approvals; Staff Load, Time by Days <sup>2</sup>					Annual Monitoring and Improvement Staff Load, Time by Days <sup>2</sup>				
			Comp. Approvals	Approvals per Staff	In-serv. Days @15 For Each Approval	Approval Visits Per Staff	Days @3 For Ea. Visit	Annual Approv- als	Schools or Dists. Per Staff	Days Assist Dists. Implement "T&E"	Days @1 Ea. For Final Approval	Days For Staff In-serv. & Other Tasks
	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)
Allegheny	229	13	23	2	30	7	21	206	16	143	16	20
Butte	216	12	22	2	30	7	21	194	16	143	16	20
Greene	210	9	21	2	30	7	21	189	21	138	21	20
Monroe	85	6	8	2	30	5	15	77	13	152	13	20
Wayne	137	9	14	2	30	5	15	123	14	151	14	20
Westmoreland	187	10	19	2	30	7	21	168	17	142	17	20
York	105	6	11	2	30	6	18	94	16	146	16	20
<b>State Totals</b>	<b>2,915</b>	<b>156</b>	<b>291</b>	<b>N/A</b>	<b>N/A</b>	<b>N/A</b>	<b>N/A</b>	<b>2,624</b>	<b>N/A</b>	<b>N/A</b>	<b>N/A</b>	<b>N/A</b>

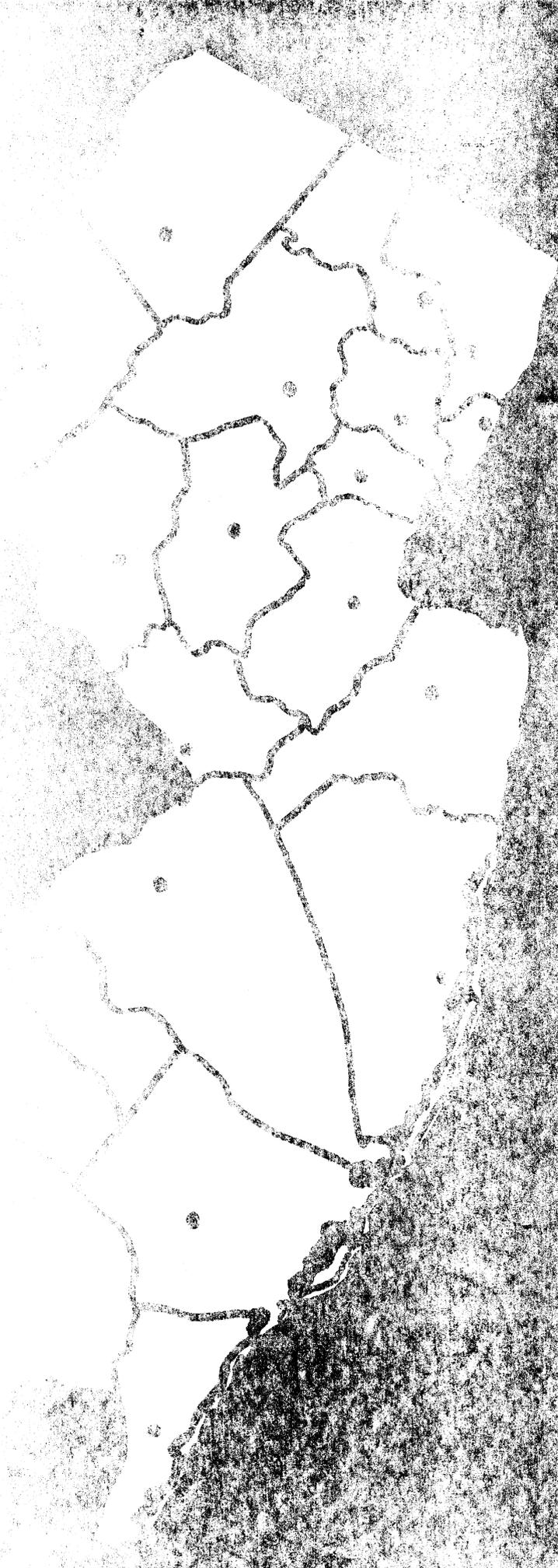
TABLE III

CURRENT AND PROJECTED FUNDING FOR SECRETARIAL/CLERICAL AND  
SPACE NEEDS BY COUNTY OR MULTI-COUNTY UNIT

COUNTY OR MULTI-COUNTY UNIT	SECRETARIAL/ CLERICAL	PROJECTED COST SEC/CLER	PROJECTED SPACE SQ. FT.	PROJECTED COST SPACE	TOTAL PROJECTED COST	CURRENT COUNTY SUPPORT	DIFFERENCE + or -
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
Essex	14	\$109,200	7,800	\$46,800	\$156,000	\$153,020	\$ +2,980
Bergen	14	109,200	8,500	51,000	160,200	120,535	+39,665
Middlesex	10	78,000	6,400	38,400	116,400	73,950	+42,450
Monmouth	10	78,000	6,400	38,400	116,400	158,924	-42,524
Camden	8	62,400	5,800	34,800	97,200	42,007	+55,193
Union	8	62,400	5,500	33,000	95,400	69,374	+26,026
Morris	8	62,400	5,600	33,600	96,000	90,082	+5,918
Hudson	7	54,600	4,700	28,200	82,800	6,600	+76,200
Passaic	7	54,600	4,800	28,800	83,400	39,409	+43,991
Burlington	7	54,600	5,000	30,000	84,600	72,185	+12,415
Hunterdon							
Somerset	6	46,800	4,900	29,400	76,200	172,150	-95,950
Ocean	5	39,000	3,900	23,400	62,400	61,000	+1,400
Mercer	5	39,000	4,000	24,000	63,000	47,770	+15,230
Atlantic							
Cape May	4	31,200	4,200	25,200	56,400	107,000	-50,600
Cumberland							
Salem	4	31,200	4,200	25,200	56,400	102,560	-46,160
Gloucester	4	31,200	4,000	24,000	55,200	89,797	-34,597
Warren							
Sussex	4	31,200	4,100	24,600	55,800	59,248	-3,448
Total	125	\$975,000	89,800	\$538,200	\$1,513,800	\$1,465,611	\$-48,189

Projected State Support	\$1,513,800
Current County Support	<u>1,465,611</u>
New Money	\$ 48,189

**: EXTENSION  
: OF  
: COUNTY  
: OFFICE  
: SERVICES  
.**



**A SUPPLEMENT  
TO THE REPORT  
SUBMITTED TO  
THE COMMISSIONER  
BY THE  
21 COUNTY SUPERINTENDENTS**

# COMPOSITE COUNTY OFFICE STRUCTURE

[ INDICATING PRESENT FRAGMENTATION of PROGRAMS & SERVICES ]

STATE BOARD

COMMISSIONER

ASST. COMM  
Research, Planning & Development

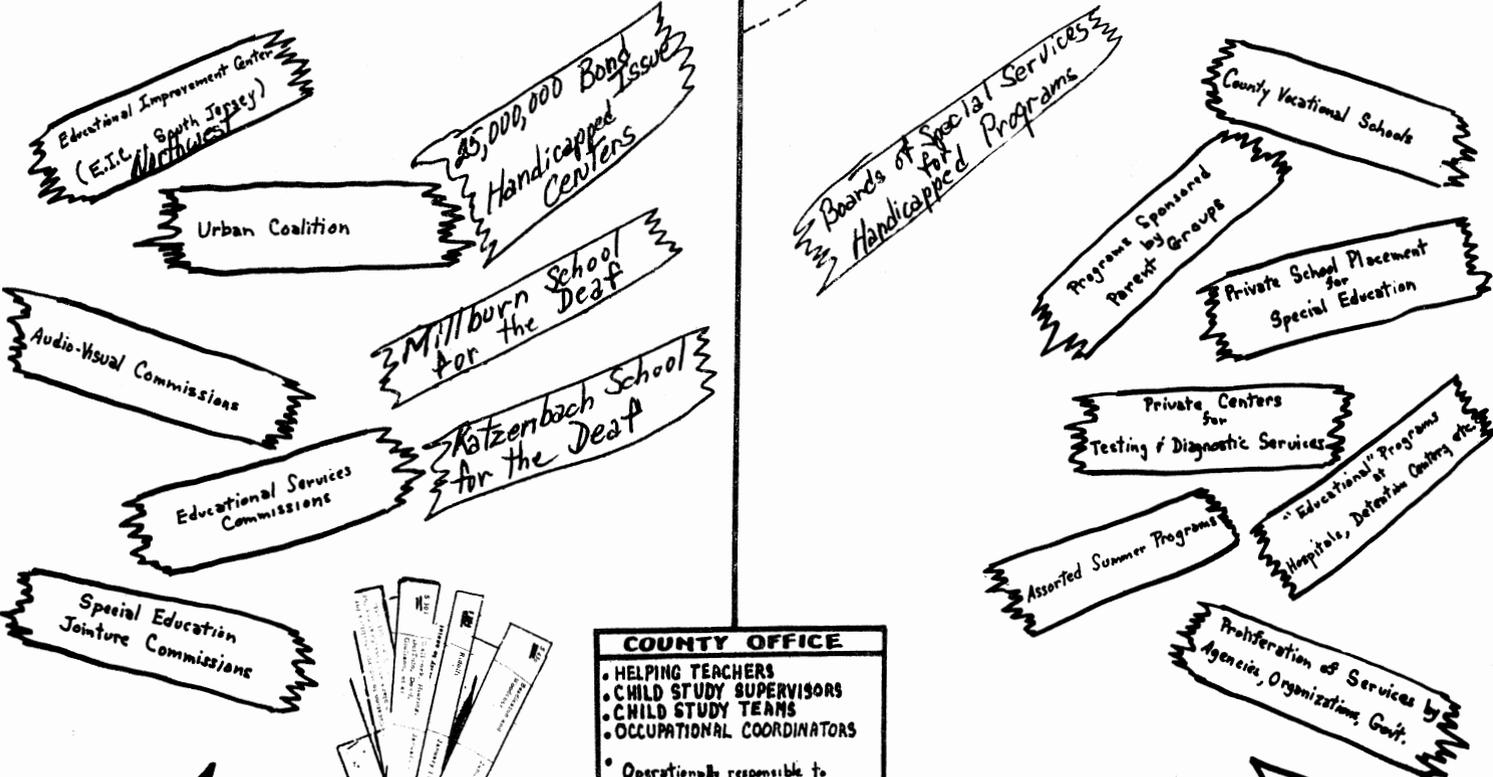
ASST. COMM  
Curriculum & Instruction

ASST. COMM  
Business & Finance

ASST. COMM  
Administration

ASST. COMM  
Controversies & Disputes

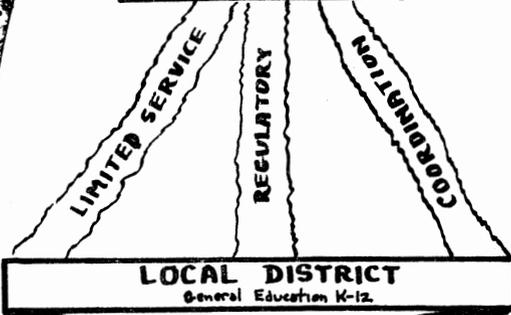
ASST. COMM  
Vocational Education



**COUNTY OFFICE**

- HELPING TEACHERS
- CHILD STUDY SUPERVISORS
- CHILD STUDY TEAMS
- OCCUPATIONAL COORDINATORS

• Operationally responsible to County Supt but functionally responsible to Division Head.



**LOCAL DISTRICT**  
General Education K-12

PRESSURES

PRESSURES

**MOST PRESSING UNMET NEEDS**  
DUE TO:

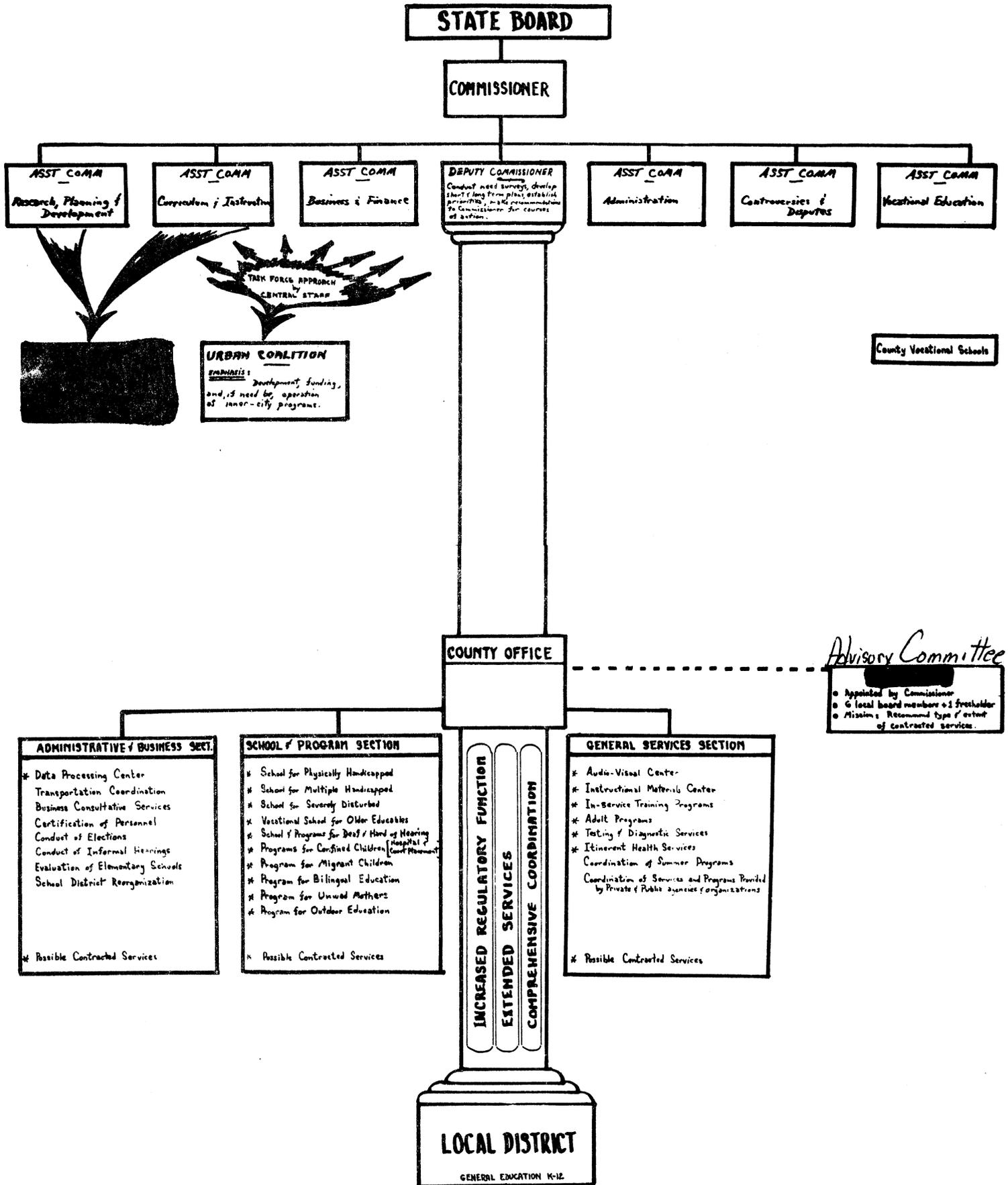
**INCAPACITY and/or UNWILLINGNESS of LOCAL DISTRICTS**

- PROGRAMS for
- PHYSICALLY HANDICAPPED
  - MULTIPLE HANDICAPPED
  - SEVERELY DISTURBED
  - DEAF / HARD OF HEARING
  - OLDER EDUCABLES (Vocational)
  - OLDER TRAINABLES (Sheltered workshops)

- PROGRAMS for
- UNWED MOTHERS
  - MIGRANT CHILDREN
  - BILINGUAL EDUCATION
  - CONFINED CHILDREN (Hospital or Court Placement)
  - OUTDOOR EDUCATION
  - TESTING / DIAGNOSTIC SERVICES

- DATA PROCESSING SERVICES
- TRANSPORTATION COORDINATION
  - IN-SERVICE TRAINING PROGRAMS
  - ADULT PROGRAMS
  - INSTRUCTIONAL MATERIALS CENTER
  - HEALTH SERVICES

# PROPOSED ROLE of COUNTY OFFICE



# IMPLEMENTATION

## ENABLING LEGISLATION REQUIRED TO:

1. Enlarge powers of State Board to acquire land, lease or construct facilities, and operate programs to be provided as "contracted services."
2. Authorize County Supt. to act as agent of Commissioner for "contracted" services.
3. Amend law to provide supervision by County Supt. over all school districts.
4. Authorize local districts to enter into contracts with County Office for programs & services.
5. Establish "Policy Board" at County level.
6. Establish additional position of Deputy Commissioner who would coordinate County programs & "contracted services."
7. Relieve Freeholders of responsibility for salaries of County Office clerical personnel.
8. Repeal A-V Commission law & provide for transfer of assets to County Offices.
9. Repeal Educational Services Commission law.
10. Repeal Special Education Jointure law.
11. Approve appropriations required to implement above.
12. Repeal E.I.C. law

## STATE BOARD RULES :

Many new State Board rules must be promulgated in order to implement above law changes.

# \$ SOURCES of FUNDS \$

## FEDERAL

1. Grants to State Dept. of Ed. could be diverted to programs and services available at County Offices.
2. County Offices could apply for authorization to act as "local educational agencies" — (LEA)

## STATE

1. Capital funds for land, buildings, & equipment for "contracted service programs" provided by Legislature to State Board of Education.
2. All professional & clerical personnel to be State employees.
3. All operation costs to be supported by State.
4. Provide incentive aid to local districts for services acquired through contracts with County Offices.

## COUNTY

- \* Boards of Freeholders to continue to provide office space, supplies, and equipment to County Offices for those personnel not involved in providing "contracted services."  
[ Minimum standards to be established by State Board of Education. ]

## LOCAL

1. Tuition for programs.
  2. Charges for services.
- \* [ These should reduce in great part the State's contribution. ]

# NEW JERSEY COUNCIL OF SCHOOL ADMINISTRATORS

13A

407 WEST STATE STREET, TRENTON, NEW JERSEY 08618

TELEPHONE (609) 599-2900

October 9, 1974

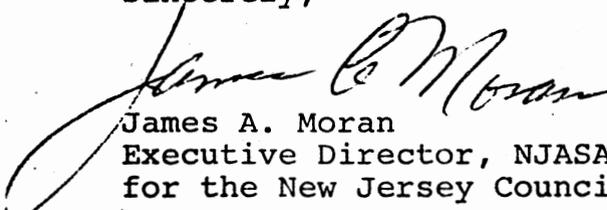
The Honorable Albert Burstein, Esq.  
Members of the Subcommittee on the County Superintendency  
and Related Structure  
State House  
Trenton, New Jersey 08625

Dear Assemblyman Burstein:

On behalf of the New Jersey Council of School Administrators which includes the New Jersey Association of Elementary School Administrators, New Jersey Association of Secondary School Principals, New Jersey Association of School Business Administrators and the New Jersey Association of School Administrators, I am requesting the following:

1. That where possible a longer lead time be provided in order that our associations may prepare testimony related to matters of great import such as that being discussed today.
2. The Council further urges that additional time be provided by the committee in order that serious study of proposals being offered may occur and the Council organizations individually or collectively be offered the opportunity to present clearly defined positions related to such proposals.

Sincerely,

  
James A. Moran  
Executive Director, NJASA  
for the New Jersey Council of School Administrators

**N.J. Association of  
Elementary School Principals**

**N.J. Association of  
School Administrators**

**N.J. Association of  
Secondary School Principals**

**N.J. Association of  
School Business Administrators**



AUG 15 1985



