CHAIRMAN LILLEY: Commissioner, I would like to thank you for being here. I know you haven't made your speech today. It is not easy to undertake this before a major speech, but we will see to it that you are out of here in time to get to Atlantic City, but we do appreciate your coming.

Commissioner, we swear our witnesses.

Whereupon,

CARL L. MARBURGER

called as a witness, first duly sworn, testified as follows:

EXAMINATION

By Mr. Jaffee:

Q Commissioner, could you tell us your full title, please?

A Commissioner of Education, State of New Jersey.

Q And I wonder if you could just briefly sketch for us the responsibility of the department that you have, sir.

A Well, I am really just finding out what the responsibility of my department is, having been on board for something like two months. I can talk best about it in terms of what the organization looks like perhaps. I have assistant commissioners -- one for administration, Dr. Joe Clayton, who is also the deputy; one for curriculum instruction, which covers the whole field of curriculum instruction; business and finance; controversies and

disputes, which is basically my legal arm for decisions I have to make; and the area of vocational education.

Then, of course, under that I have many intermediate supervisor level and directors level people who deal with the regular problems of the state.

I have considerable law which determines a great deal of my actions, and I am just really becoming acquainted with what the statutes are and what the power of the commissioner is.

JUDGE WACHENFELD: By the time you become acquainted with them they will change them.

THE WITNESS: Hopefully I will have something to do with changing some of them also, sir.

I have a State Board of Education who are the policy board, and we meet monthly with them. I bring to them matters for policy decision. Very briefly that is the organization of the board, and to speak more specifically about the duties, I think I would have to respond more to questions than generally lay out the responsibilities of the commissioner.

By Mr. Jaffe:

Q It is my understanding that the department is a relatively new department too.

A It is relatively new in the sense that as of July

there was the split-off of the higher education department, and we now have the Chancellor of Higher Education, if that is what you meant.

Q What I am interested in is a little bit of an exposition as to the differences between your department and your primary thrust as opposed to the chancellor and the primary thrust of that organization.

A For many years, of course, and I do not know historical background as I should perhaps, the department consisted of an assistant commissioner who had the responsibility for higher education in the state, and as of July this was put off so that the total state colleges, state universities, all are under the Chancellor of Higher Education. So my basic responsibilities are only the elementary and secondary education in the state for public schools. This goes from kindergarten on up, and actually we are now seeing in terms of pre-school in terms of the twelfth grade. So community colleges and the state colleges and universities are all the responsibility of the Chancellor of Higher Education.

Q What the Commission is primarily interested in is the problems in New Jersey of education for the disadvantaged, and I wonder if you could address yourself to that problem at this point as it relates to New Jersey.

A One of the difficulties with state departments

generally throughout the country, from my point of view at least, is that they have tended to spend most of their time dealing with the problems of suburban and rural areas in the country. There are good reasons for this. The smaller school districts do not have the staffs to provide supervision and other kinds of aids to the school system, so the state department has assumed a great deal of that responsibility. Also the cities have, because of their size and because they have had total staffs to handle the curricula problems tended to be a little bit aloof from the state department.

My concern in coming here as basically an urban educator is the state department did not have a real thrust into the cities; we did not have the kind of base data that were necessary, and generally we are not operating very effectively in the cities. Our helping teachers, for example, we have some 80 helping teachers who are in effect consultants in the field, who have primarily operated in the rural areas of the state.

Q When you say helping teachers, these are people that worked for the state?

A They are state department employees and there are some 80 of them, and they are located in the county offices and then work with school systems, with administrators and teachers in demonstration lessons, new methodologies, and

primarily have been providing that service in the rural and suburban areas rather than the cities themselves.

Q Do they do that on a cooperative basis?

A Yes, it is a very cooperative arrangement. If we see where there are particular problems as a county superintendent, then we outreach to them and say, "We would like to provide service in this area to help you," or they come to us and ask for help in math and science or new math, or whatever is necessary.

So when I came here I felt it was essential that we come to know the cities, and so I had asked Mr. Mac Innes, who has joined my staff as a special assistant, to begin to gather the base data on the cities so we know who the youngsters are, what they look like, what the achievement scores are, what the racial balance situation is in the cities and the schools, what the teachers look like, how many do we have, what salary rates there are, what the administration of the schools is, and we have spent a considerable portion of the few months I have been on the job in visiting with the school superintendents and with school boards and with parents in these major cities in New Jersey.

Q Might I interrupt again? On the statistics that Mr. Mac Innes has been gathering, are those also represented at the achievement levels in the schools?

A We are just now getting these kind of data in. We have asked the school systems to provide these data, and we are just now getting them. We have Elizabeth and Camden as the two with achievement data. They look like the school systems throughout the country in big cities.

Q We wonder if it would be too much of an imposition upon your department if we could have access to those statistics and so forth.

A Surely.

Q Would you suggest that a staff person contact Mr. Mac Innes? Would that be the most feasible method of doing this?

A We can handle it just as a result of this meeting, and Mr. Mac Innes is here and we do have a problem of validity on some of the test data. We have not checked out some of them, and I have question about some of the test scores we have received. But we will be happy to provide these base data for the committee.

Q We appreciate that, and also we would appreciate your viewpoint as to whether you think particular data are valid or not, not only in the achievement area but just your general statistics on classroom population, teachers and school data.

A Other dat we can provide on the equalized people valuation per city and formula aid and equalized tax rates

and so on, so these kind of data we can also make available on the major cities.

BISHOP DOUGHERTY: Has this data not been available earlier?

DR. HARBURGER: The data are here, but they were in the cities or we had a fragment of it in the state department. No attempt was made to really bring these kind of data together on the cities in the past, and this is what in effect we have been doing, visiting the cities, asking them to send us specific information that simply was not available in the state department. We had pieces of all of it, but it is now a collation and a bringing of it together. That has been a major thrust of the department in the last few months, to find out what the conditions of the cities are. This includes housing facilities for young people.

Let me state very frankly, gentlemen, that I have seen school facilities in this country. I have seen the separate but equal facilities in the South, and I have seen Appalachia and I have seen most big cities. I have never seen facilities that are as bad as I have seen in Newark. The Peshine Avenue and Camden Street Schools, these

are totally inadequate facilities for children. Newark did not build a single school and has had very little rehabilitation of the schools from the thirties to the fifties.

JUDGE MACKENZIE: Will you tell us in what way they are inadequate?

THE WITNESS: First of all, because they are terribly overcrowded. Mr. Titus is facing a problem of some 10,000 elementary school children where there literally are not seats for these children, where you are putting 40 and 45 children in a class. He is making all kinds of arrangements for busing of these children to other kinds of facilities, church facilities that are vacant, YMCA facilities, even some store fronts. They are inadequate in terms of simply what I consider safety of children. The Camden Street school, for example, a three-story building, was built in 1890, and in order for children to get out they have to go through three and four classrooms in order to get to an exit. They do have fire detection systems, and we are concerned very much about this at the state level, but there literally are no facilities for youngsters. They simply don't have seats, so they are having to work out all kinds

of progress trying to extend the day. They have transportables. They are not adequate to the job. They have been building schools in the last five or so years, but they simply cannot catch up in terms of the building needs.

Mr. Titus estimates just to house children today they need in the neighborhood of $200,000,000 just for facilities.

So it is a very grim picture in Newark. Other cities are almost as bad. I happen to know Newark better at this point, and from the point of view of facilities Newark is in extreme difficulty.

CHAIRMAN LILLEY: You mentioned $200,000,000 was estimated as being needed. How much does Mr. Titus have?

THE WITNESS: He has practically nothing. He has used up his total bonding capacity. He is borrowing some on the municipal capacity. How much of that will be available in terms of other needs that the mayor has, there is a question of how much might be available. The municipality couldn't quote their bond issue.

CHAIRMAN LILLEY: That was because of the riot situation?

THE WITNESS: Yes.

Mr. Chairman, is it permissible for Mr. Doc Innes to enter into this? Should he be sworn? He does have data that might be pertinent to the discussion.

MR. JAMES: I don't see any problem, and I think we can swear him.

CHAIRMAN BILLEY: Would you rather do it on a consulting basis?

THE WITNESS: Fine.

Fifty one million dollars was just to meet the number of shortages of classrooms and $200,000,000 was just to take care of obsolete facilities. Of the 75 schools, 52 of them were built 50 years ago or more, and I believe it is in the thirties that some were built. So he literally has a decaying school plant that poses just almost insurmountable problems for him. So we could talk about the same problem, and it relates to other cities. I simply indicate that Newark is the most acute of all the school situations.

CHAIRMAN BILLEY: In the area you have spoken of I happen to have had a part in trying to help Dr. Titus, and I can well realize the magnitude of the job you are speaking about; but one of the things that impressed me, and I hope I use the

right words, is the weight of the bureaucracy that faces a school superintendent like this. Suggestions were made about clearing at least part of these 10,000 pupil stations and in other activities you would lease space. It developed that he told us he was not permitted to lease any space for more than a year at a time. Would you care to talk about any of this? I don't want to get too involved, but this struck me as something that would prevent a man in the educational field from doing what a man in the business world would do to get things done. You can't lease places from people for a year at a time.

THE CHAIRMAN: This is a part of the state line and these are parts of the things we are looking at in terms of change that I think are essential for particularly the urban areas. It would apply across the board in the state. There are things like this that are very handicapping. If I could speak to the five Contract versus the One Contract in construction, that is another thing that causes serious difficulties for school superintendents in the state where they must get bids from five contractors rather than a single contractor.

There has been legislation to try and amend this so private enterprise can indeed go out and get a single general contractor in the way the state cannot. This does pose real serious problems. We can't get the building built as quickly as private industry would be able to do it. I have not had an opportunity to make a comparative cost study as to what the difference would be, but I would like to take a look at parochial school construction versus public in terms of a single versus a five-contract type of bid.

The state indeed and the state department has some real responsibilities in trying to put up some of those bottlenecks for the school superintendents, particularly in the urban areas. I am trying to have an analysis made of these things, and I have asked each of the superintendents: What are your particular problems and how can the state department be of assistance? These are our concerns, and these are some ways you can be of help. In some ways it takes legislation. In other ways, if it is rules and regulations, I can amend them there and have done so in certain cases. This is just facilities. If we talk about program, I think the big cities are in very serious trouble

in terms of meeting the needs of disadvantaged children nationally, and this is certainly very true in this state.

Our children are achieving at lower rates of two and three grades below. The longer they stay in school, the more they get retarded by a year. By the time they are in the eighth grade level they are retarded two and three years in terms of reading and arithmetic scores. Class sizes are very, very large, and I am not saying that this is a panacea in reduction of class size, but I think with the youngsters who bring such experiential deprivation to the school setting that indeed we need to be spending about $2,000 to $3,000 per school child as we did in the suburbs and as we do in our private schools as opposed to the $300 which Camden spends and approximately $700 which Newark spends. It is simply not enough to provide the quality of teaching staff and the terms and the program to meet the needs of these young people who are becoming the psychological dropouts at third grade level. From that point on all too often they are simply occupying chairs rather than really becoming involved in the learning process.

I can't really say just how serious I think the situation really is in our big cities. This true nationally. Newark, Jersey City, Camden and the rest are perhaps in as bad shape or in worse shape than any city I have seen with the possible exception of Washington, D.C. in terms of this deprivation.

Massive aid for construction is important, but, frankly, gentlemen, if we could turn $10,000,000 over to Mr. Titus or other superintendents I am not sure that we know how to do the job of making the difference in the lives of these children because I think we tend only to do harder what we are already doing in many cases with these children.

There is no panacea, but the question from my point of view is the quality of the teaching staff and the attitude of the teaching staff who bring what we call hopelessness for education of these children or hopefulness for the education.

A significant piece of research just came out of Harvard where this researcher took one school, eighteen classrooms, and gave them a test, which was a standard intelligence test, but told

then it was a specialized test designed specifically to find those creative and innovated, bright youngsters in the school who really had potential for school success and then randomly picked out 20 percent of the children and said they had made this top group and they were the bright ones.

In the period of a year the youngsters that were selected randomly ended up something like 24 intelligence points above the other children because the attitude of the teacher was, "I have hope for these youngsters and they can achieve." So the key is bringing in stuff who believe these youngsters can make it and who then behave accordingly and the children behave in terms of the expectations of the teacher.

By Mr. Jaffe:

Q How do you go about doing that? Do you improve the level of the teachers' colleges in New Jersey? Do you recruit out of state or do the residence problems restrict that kind of attempt? Is there a salary problem? What are your views in that area?

A Let me start at what I think is the beginning, and that is how we recruit staff into the teachers' colleges and into education. There is a tendency on the part of colleges and a tendency on the part of young people to go

into education as a last resort. "I can't make it here, so I go into this." We do not have, I think, the kinds of criteria which other professional groups have for recruitment of young people into colleges of education. We need the Peace Corps spirit type young person who believes in young people.

So I think recruitment of people into the colleges of education is key. I think we better examine what we are doing with these young people in our colleges of education. I am not suggesting we throw out methods course because experience with Peace Corps returnees and other kinds of experience tells us that methods courses are important, but I think we need to examine precisely what we are doing with these young people in our methods courses. A lot of the things we are doing with young people make work, kind of how to put a bulletin board together kind of thing. I think we need to provide these young people with a great deal more experience in their college preparation in the cities where they are living, where they are experiencing precisely what these kids and parents are experiencing, and our practice teaching can no longer be just, "I am going to sit in a classroom with a so called expert teacher," but living in a community working with a social worker, with a principle, working and living with families, in this as at all possible, so they have a visceral understanding of the

problems of these young people and their parents.

BISHOP TAYLOR: Is this Harvard study available and, if so, where can it be secured?

THE WITNESS: Bishop, if you will give me a buzz I can let you know where I can reach this. I have the copy on my desk, and I have not read the total study but a digest of it. I would be happy to see that you get this information.

By Mr. Jaffe:

Q If I can join in on the Bishop's request, I will also call for the commission's staff and I would appreciate it if you could make it available to the staff. I am sure we can Xerox it.

A Very fine.

BISHOP DOUGHERTY: I wonder whether, admitting what you just said having definite validity, people to go into this area of teaching would require specialized training, specialized education analogous to teaching of the handicapped. This has been more a psychological kind of handicap.

THE WITNESS: I think so, Bishop but I think in addition to what I think all teachers need a basic course along with a very strong liberal arts component; that indeed teachers who are planning for intercity teaching need a different

kind of approach. I think they need more of the intellectual stimulation through anthropology and the politics of education and so on.

I think they also need the experience that I think is different than what we are generally providing in our normal practice-teaching experience for the teacher who is going to teach her own kids in the suburbs and she is comfortable with it.

BISHOP DOUGHERTY: My feeling is what you are projecting is sort of laboratory, which I admit has a great value, but I think you have to bring something to the intercity experience in interpretation of your preparation to get from it what a teacher should get.

THE WITNESS: Exactly.

CHAIRMAN LILLY: Commissioner, you refer to the Peace Corps and that type of individual. I believe it is true that one of the attractions of the Peace Corps is that a young person can be an individual, and again I come back to this horrible word, in this bureaucracy. What happens if you can get that type of person that you want and then he seems to go in there and be overlain by all the things which to me seem to work against the desire to be an individual? Would you care to comment on

that?

THE WITNESS: I certainly don't have an answer for it. Indeed, we have the bureaucracies. I think that change in systems occurs in two ways -- one by having within the system change agents and, secondly, change agents. So there are constant agitations from outside that are absolutely essential if we are going to make any changes within that institution.

One system that I know of that has had some considerable success is building in change agents within a school system. So that in effect you have what Mario Fantini from the Ford Foundation calls a principal in charge of change and where we build into each school a person who is a change agent within the system. This is a very threatening thing to the establishment, and it is very difficult to bring in, but I have seen it operate in systems. You have to have it coming from both directions. You have to have a superintendent who is amenable to change and not just accepting of the same way of behaving.

So that it starts from the top, and sometimes we can work it up from the bottom, but often that bureaucracy is so heavy at the top it

squelches any innovation. If we bring enough young people in with young ideas, we found what I call a negative boiler room effect. That is when the older idea teachers in the smoke room or the boiler room contaminate the younger idea teachers. "John is stupid; he can't learn." We get enough of these young idea teachers and that contaminates the older ones and at least they keep their mouths shut. At least they aren't saying those things over and over again, and the tendency is to have them pull out rather than the younger idea teachers pull out.

The local school principal is the key. He sets the milieu for innovation and change. In this continuum you are also talking about the preparation of our school administrators, and we need to look very seriously at this. There are studies by Gross at Harvard which indicate that the least innovative principals are those who have the most experience in the system and those who have the most higher education credits; in other words, the closer they get to the doctorate, the least innovative they tend to be, and those who have gone through the hurdles of department head, counselor, assistant principal, vice principal, tend to be

much less innovative because they are now part of the system.

You reach out for the good teacher who shows administrative qualities and this tends to be the more innovated administrator in a school building. I am quoting reports, of course, that support my position, but I think these data are substantive, and we have enough information that supports this position to indicate that we need to have whole new look at the way we train our administrators, what we do with them both in the pre-service and in the in-service training.

We tend to look people into the in-service training and repeat for them over and over again the things they are most comfortable in doing.

So the training of administrators, the training of teachers and then the whole certification process is another thing that I have direct responsibility for, and I am working very closely with the Chancellor of Higher Education on this. We have some 94 certificates in the state, and it is what I call from somebody's speech that I remember the credentials trap. We are trapped by the credentials. Indeed, I need to design a system by means of which we can (a) find those

young people who have competence who don't necessarily have all the credentials, and there are many. I want to reach out to try and get that biochemist and be able to use him in that classroom situation for whatever time he can devote.

I want to reach out to the housewife who has her master's degree in English but is not certified and cannot be certified at the present time. I want to reach for the Peace Corps returnee who doesn't have all the credentials and then not have to force him to then return 26 hours of education courses in order for him to be a qualified teacher, and at the same time I want to be able to do something about those teachers who are damaging and hostile to kids.

This is all part of the credentialing. For example, I had a young lady call me at home. She taught for eight years in the State of Virginia, full certification, completely qualified. She is in this state, and now she finds when she asks for credentialing that she has to take twelve hours of credits in order to get her certificate to teach in the State of New Jersey.

By the same token, Chancellor Bungan

relates the story of the young lady who came from another college, entered one of our colleges, wants to be a teacher of English, and she is in the College of Education and they found that she took six hours of American history at the college she attended before. They will only allow her three hours of those six because that is all that is required in order for her to become a teacher of English in the State of New Jersey.

These are the things we need to work out, to change so that we can start bringing in these people who are innovative and creative and swing-he teachers.

I would like very much to have Mr. Mac Innes to speak on this. Could I ask him to make a statement at this time?

CHAIRMAN HILLEY: Yes.

MR. MAC INNES: The Massachusetts Advisory Committee on Public Education looks at certification standards, what the impact was in the school districts. They found the school district with the most certified teachers was Quincy, which is not real renown as a great school system, and that the school system with the fewest fully certified personnel was Newton, Massachusetts,

which has one of the finest public education systems in the country. That is one case and supports what the commissioner is saying may not hold true always, but at least it did in Massachusetts.

MR. GIBBONS: What is the pattern in the suburban schools in New Jersey in regard quality?

THE WITNESS: In terms of certification? They tend to be nearly all fully certified here. You have people who have gone into schools and have attained all the credentialing because this is the thing to do, but this is the pattern in New Jersey.

MR. GIBBONS: How do they compare with the fancier prep schools?

THE WITNESS: I could only give really just a top of the head impression. I would say they compare very unfavorably with the good prep schools in terms of the quality of education they provide.

MR. GIBBONS: Where people are mostly uncertified?

THE WITNESS: This is right. That is not saying that they are not still doing an adequate job. I think they could do a great deal better job in the suburbs where we have so called quality education.

This is the kind of continuum I am

talking about from certification, and the last of that is: What do we do with them after we get them in? The first thing we need to do is to eliminate that damaging and hostile teacher before she gets tenure. We simply do not make this real effort on our part, and I will get two or three cases a year where finally after 25 years they decided they can't stand this psychotic teacher and then I have to make a decision. We need to do something in that first couple of years before that person gets tenure, and we need to learn better how to do the in-service training of that staff that is already on board and certified.

By Mr. Jaffe:

Q Does the changing of the certification process require legislation, or is that within the power of the commissioner?

A Within the power of the commissioner.

Q That could be done by rule or regulation?

A I have an advisory committee on this, but I have not even met with them. They don't meet until October, so I don't even know the position of the group. I really can't respond except to say that it is within my jurisdiction, along with Chancellor Dungan, to work on the whole certification issue.

Q If those are changed, I gather a city like Newark could go out and hire non certified people since they are then meeting the state requirements?

A They could. One of the problems of Newark is they always give a test to all prospective applicants. That test can very easily be used by the City of Newark and other cities who use such tests as a screening device to take out people they don't want to bring in. That can be both good and bad. I suspect that in Newark quite frankly it is a method or a means by which they don't have to pay the top salaries that they would have to pay if we had fully certified people in the city. They literally save hundreds of thousands of dollars by having substitutes and nearly a third of the teachers in Newark are substitutes. They are not entitled to the fringe benefits and their salary schedule is at the bottom. It is a device that can be used -- I am not saying it is -- to discriminate, if you will, or to keep the whole salary picture down so you have a little freer money.

CHAIRMAN LILLEY: If I understand what you are saying, I seem to recall the figure, that there are 800 non certified teachers in Newark, but this isn't producing the desirable affect that you have in this school system in Massachusetts. This is used for another reason.

THE WITNESS: It is used for another reason, and they are brought in as substitutes to kind of fill a classroom that hasn't got a teacher in it.

MR. GIBBONS: You mentioned earlier, Commissioner, the problem of removing early enough the unqualified teacher. Do you think that the home rule set up for control of local school boards contributes to the problem here?

THE WITNESS: Yes, sir, I think it does. We have 594 school districts in this state. We have many school districts with no children attending a school. We have a range in assessed valuation per child from $3,000 in one district to $70,000,000 in another district.

CHAIRMAN LILLEY: What town is that?

THE WITNESS: Peterboro.

CHAIRMAN LILLEY: I didn't know there is a school in Peterboro.

THE WITNESS: There isn't, but they are in a school district. They have three children.

JUDGE MACHTENBERG: They must be children of industry.

THE WITNESS: So it is $70,000,000 per child for those three children in the Peterboro School District.

MR. GIBBONS: Where do they send them?

THE WITNESS: I don't know my school districts well enough to say where they send them. They could send them just about anyplace they wanted, I guess. We have many school districts kindergarten through grade three, through six. We have regional high schools. We are one of the few states in the country that has increased school districts in the last ten years as opposed to the trend nationally of removing numbers of school districts within a state. Home rule is a very strong factor in this state, and I believe personally that you have to have a minimum of 6,000, and it may be as high as 10,000 children, within a school district if you are going to provide a quality education experience for all children from kindergarten to the twelfth grade.

You can't have latin and French. You have to have one, and that is all you can have in the small school. So there is currently a committee, Eiglehard and Leggett, which is doing a base line study for the department on what is the state of the art in term of school districts, what they look like and so on.

I am moving hard toward school district

reorganization. I don't know what this picture is going to look like, how many we are going to end up with. I can only state I want to look like a K-12 District in every school district in the state. New York State uses incentive grants to school districts to combine so they do get additional funds if they are able to pull suburban and urban systems together and high-ratable districts and non-high-ratable districts together. It is a complex and difficult problem, but most states have moved on it. Pennsylvania has done it through fiat where "you will do this by a certain time." New York State has moved through the incentive system. So it is a key to the whole education problem, the number of fragmented school districts.

MR. GIBBONS: Would you care to comment on the extent to which this home rule concept has been successful in preserving patterns of segregation in the school system?

THE WITNESS: I think it is very key in preserving pattern of segregation in the state. One of the inputs that I want to make into the whole district reorganization is racial balance, in other words, that we do try to move towards reorganization based upon size as a key factor,

total educational experience as a dey factor, and racial balance as a key factor, because, indeed, you are able to maintain a segregated school system with the kind of home rule and local school districts that we have in this state.

MR. GIBBONS: Has your department made any study of the extent to which the city schools suffer, that is, the youngsters' experience in the city schools being inferior merely because it is segregated?

THE WITNESS: No, sir. We have no specifically as a department made this kind of analysis. We do, however, have the Coleman Report published by the Office of Education, the Civil Rights Commission Report, which I think substantiates basically that the segregated education is inferior education. Our department has not made that specific study.

MR. GIBBONS: Would you care to comment on whether or not busing from the cities to the suburbs would be a feasible alternative?

THE WITNESS: There are many feasible alternatives. This is one. The education park is another alternative.

CHAIRMAN LILLEY: What is that?

THE WITNESS: The education park is where you bring together all of the schools within a district. For instance, East Orange has such a park concept in mind where all children will attend a single school complex elementary on through the senior high school, so indeed you have a complete racial balance as it is possible within that total city.

Other communities have built such educational parks on the edge of school districts so that they have feed-in of basically the white suburban population and the intercity negro population into a park complex where it is a total K through 12 Housing Complex. Parks is another direction that we can go.

I think the city school systems cannot really make it without the help of the suburbs. They are going to be increasingly ghettoized and minority-populationized less in some way the suburbs and the cities can work together in some kind of a mix. One such experiment is taking place right now in Hartford and West Hartford, which is basically a negro population of Hartford and a white population in West Hartford. We are bringing to Trenton to meet with us to talk this whole idea over the superintendent of schools in West Hartford,

who is the one in the suburbs who initiated this plan.

There are many ways. Bussing is another possibility. There are many ways in which this could be done. I personally am not a proponent of just bussing. I think we have to look at all the alternatives and each school situation, urban and suburban situation being an entirely unique one, and what will work here will not work over here necessarily.

I have to make decisions on segregation cases. I have made one on Bridgeton. I cannot use that as a case that will be the identical case in Montclair or Englewood. They have to be determined in terms of geography, racial composition. Location of schools is all a key factor in what is the way in which we achieve racial balance.

By Mr. Jaffe:

Q You have no way of forcing one school district to accept pupils from another?

A No, sir. I may have more power than I know, but at this point I don't think that is one of my powers.

Q Do you think that would be a desirable power to have?

A Power corrupts, and I am one of the good guys;

therefore, I can handle it, you see. Power in the wrong hands could be a very devastating power, and I would say I guess at this point probably no, that persuasion, that working with school districts, incentive grants of this kind in the long run are going to be much more effective.

Q Particularly I would imagine if you can realign the school districts, then to a great extent you achieve that result, too?

A Right.

Q Commissioner, you just mentioned the Hartford experiment. I wonder if you could give us a little bit of an exposition on what they have done.

A I am talking about 100 white and negro youngsters who are being cross-bussed and this being a total experience for white youngsters and negroes. This was stimulated primarily by a suburban superintendent who wanted the mixed racial experience for the children in his suburban community. I could give you many more details on it after I have met with the superintendent and have had him spell out the details of it. But it was initiated primarily by the superintendent.

JUDGE MACHTLEY: Is that on an experimental basis?

THE WITNESS: Yes, sir.

JUDGE MACHTLEY: Has there been

cross-fertilization of teachers?

THE WITNESS: It has been tried but not in New Jersey.

JUDGE MACHEN-FELD: Do you think it is something that may be feasible between the suburbs and the cities?

THE WITNESS: It is something I want to work toward. How feasible depends upon which communities we are talking about. There are some that are obviously adamantly going to refuse any kind of mix of this kind, others that have some willingness to do so. It is a question of negotiations with suburban and urban districts in trying to work out teacher and pupil mix.

By Mr. Jaffe:

Q Commissioner, I wonder if you would care to comment on the value of experimental programs in particular schools, and I am referring specifically to the Camden Street project in Newark, whether or not more of those should be instituted and the value and utility of this type of program.

A I certainly am most supportive of innovated ways to go forward. What are the values of our innovated programs is they have not been valued and assessed. All of our federal programs' funds that have come in under Title 3 and Title 1 are such that we have done some good for

children and we have done some good for schools, but they have not been adequately valuated. We don't have competent research being done in these.

So one of the things that I want to insist on is as we do these things, these experimental programs, we have much more adequate evaluation and research done. Just to describe my own department, when I came here there was no research component whatever in the department. There was no planning staff. There was no budget staff that enabled me to make the budgetary decisions.

So I had built this kind of staff within the department now, at least the nucleus of a staff so that I can make both budgetary and programmatic decisions based upon research or budget information that is adequate. We don't have the kinds of adequate information on the various innovative projects that been started. We are working very closely with the Office of Education and with the Department of Health, Education and Welfare to do just as you are asking, to indeed have set up a series of pilot schools, learning institutes if you will, throughout the state with probably the greatest emphasis on urban areas that will have a heavy research and evaluation component so that we can say yes, we have made the difference by doing the following kind of things.

Then you can go to Education and say, "We can use

$100,000,000." Today if they gave it to me I can only put it in facilities. I could not say to Frank Titus here today, "Take $10,000,000" because I am not sure we would accomplish very much.

Q How long has that Camden Street project been going on?

A One year.

MR. RAO INNIS: They are coming in for almost a tripling of the project this year, which has not been approved as yet.

By Mr. Jaffe:

Q I gather you are going through the evaluation process of it. Do records aid in this?

A It is very soft. It is hard to find what difference they are making in the project after a year.

Q Do you use universities primarily in these experimental programs?

A I guess I have to say yes, but we are using univeristy staff primarily for most of the projects that are on-going in the state. Vocational education is a little different in that we have some 80 or some pilot projects where there is primarily our own staff. Personnel from our department and school systems, but primarily we reach out for the expertise of the universities.

Q I wonder if you would like to comment on the role

of the vocational school in this problem as it relates to the central city, and what I have in mind is: Do you think the vocational school has a place, and if so, should it be expanded? How?

A In speaking to this I am not going to be speaking from a great deal of information. I have a very good assistant commissioner responsible for vocational education, Mr. Robert Worthington. With all of the emergencies and pressing problems that have beset me since coming into this state, and I knew what I was getting into so I am not objecting, but I have had a lot of problems. I have almost given Mr. Worthington carte blanche and said, "You run and I will deal with you later."

In two months I am not on top of the vocational education program except to say that I think we have as good a vocational education progras in the state as any state in the county. I think we have moved further than most states in this respect.

I will say that I think the tendency of vocational schools is to cream, to take off the best kids, and they really become more technical institutes for those young people who have high skills. I would prefer to go the comprehensive high school route where vocational education would be a very heavy component of those comprehensive high schools rather than the exclusive vocational school as has

the tradition in the state. I think the state was the first state to have a vocational high school as such. I think in some respects this has been somewhat damaging to the total concept of vocational education and general education because it tends to fragment the two. It tends to pull them apart. I would tend to prefer to have comprehensive high school with a heavy vocational component in it rather than the separate vocational schools.

We do have a lot of vocational schools, and I want to make of them less a creaming operation of taking those bright youngsters who are going to make it anyway and try to reach into the larger cities for the young people who need the vocational experience if they are going to survive a school experience.

We have problems with this. For example, Newark has not been able to work together well enough with the county or to make up their minds sufficiently to even run the manpower training center in this city. It is the only one in the country that is being run by a state department only because Newark and the county could not get together and decide they wanted to have a manpower training center. So the state is running it, and we are providing training for many young people who are dropouts or high school graduates that would never succeed unless they had this experience.

That is not a substantive answer.

Q I realize that. Would you care to comment on the role of pre-school training and the value of it, something either analogous to the Head Start Program or an improvement of it, if you think that is advisable?

A I am very supportive of the pre-school program. If I could relate an experience I had with Dr. Paul Hannah, a noted educator who has been working for seven years with a group of brain surgeons, biochemists, educators, psychologists, psychiatrists in an analysis of the learning situation, he indicated that they had been working for seven years and would be working for three more years and then would publish their results and they were not about to release their results of the study of the learning situation until after ten years.

My comment was, "Meanwhile, back at the ranch, Dr. Hannah, we have a lot of kids. Are there some general ideas you could share with us?" The two things he indicated were most critical were: (a) We need to provide particularly for disadvantaged children earlier experiences in the school setting and, secondly, we must provide multi-sensory experience, that we just talk at kids, but children have to learn by doing, touching, feeling and smelling, and be totally involved.

So I am very supportive of the pre-school concept and I think we must with disadvantaged children bring them into

the school earlier in pre-school, head start, kindergarten experiences. The problem is precisely the problem which Mr. Lilley has mentioned, that after they have had a worthwhile or pre-school or head start experience, the results have tended to diminish as they then get into the regular school program. So after two or three years you can no longer recognize them as having had the experience because we in the institution tend to conform them to the norm of other children who haven't had the experience.

So we must look, then, at a continuing experience for these children that goes up into the grades so that the first grade has more like a head start than does the second grade and the kindergarten looks like more of a head start than the first grade. The key must be involvement of the community and the parents. This is one of the things that Head Start has really brought to this whole notion of how we educate children, because unless we have the motivation, the aspirations on the part of the parent for this parent to succeed, then we are fighting a losing battle with the child five or six hours a day in school and with the negative influence of the home or community which can weigh down this child with its bigotry. We will make a great push and put emphasis on pre-school as a part of my responsibility as commissioner in this state.

Q Do you envision the pre-school education as a

mandatory or as a volunteer type concept?

A I think it needs to come to the stage of mandatory, and so I think we do need state legislation that will provide funding for children who attend pre-school.

MR. GIBBONS: Have you had any reaction from pediatric circles about making it mandatory?

THE WITNESS: No. I have not asked pediatric circles. I am talking about disadvantaged children and whether it is possible to make this distinction in terms of mandatory attendance or not is another question I simply have not investigated.

MR. GIBBONS: There certainly would not be unanimity among pediatricians.

THE WITNESS: Or educators.

By Mr. Jaffe:

Q It would not necessarily follow even if it were mandatory that your pre-school education would have to take place in the school. You could run your pre-school education, I would assume, for example, in a high-rise apartment. It wouldn't necessarily follow that it actually had to be in the school. I am sure along those lines it might be a more feasible approach in that kind of a context.

I wonder if you would have an opinion as to whether you think it is feasible to talk about the full-year concept in New Jersey.

A No, I don't think it is. I think we can talk about the full-year schooling if we are talking about using the summer months for remedial enrichment andother kind of activities, the full year in terms of the use of the school facility much longer during the school day and week so the Saturdays and Sundays are utilized. But if you are talking about school year in terms of some kind of a trisemester or quarter semester whereby children are in school all year long and some children are taking their vacations during January and some are taking them during November and December, the experience across the country has been there is not a single school system that has tried this that is still in operation that way.

Basically industry, parents, labor, all indicate that they are on this ten-month bit, so vacations are seen as coming during the summertime. I don't want as a parent for my children to have their time off in January when they can't go out and play and I am stuck with them all during that two months time. I have got seven kids, and we have to schedule it so that all seven kids are scheduled in January and I have seven in the house.

No twelve-month school system has succeeded that has been tried. That doesn't mean we shouldn't totally utilize that school plant for the summer months and evenings and weekends, but I am simply speaking to the twelve-month school

year as a regular schedule. It has not succeeded in any school system I am aware of, and we did a total analysis of this.

Q What I was also thinking about, isn't there some way of working out the concept where the teachers are employed on a four year basis and the school plant, although it may not be necessarily used for the educational process per se during the summer months is still in full operation in a variety of different programs?

A This is most feasible. Once again, it is paying teachers for twelve months' work rather than ten months' work as they currently are paid. That has also been tried in many school systems where the teachers work eleven months. One system allowed them to take a full month vacation one time, a travel vacation for educational enlightenment the next year, and then attend a university or college another summer, so there are various schemes whereby this can be done.

It must be that you pay the teachers for the full year rather than ten months and then expect them to work beyond. With the increasing militancy of unions and the NJEA, we have to have twelve-month pay. This becomes a very costly proposition for school systems.

Q Assuming you could meet the cost problem, do you think it would be a feasible use of the school plant during

the summer months?

A Yes.

Q The question that is raised is with the present problems in the labor market, the type of labor available, the days in which a student can earn a sufficient amount of money during the summer months is non existent where you can get the type of job that is a paying job. Couldn't we work some program out that would keep people in school during the summer months, or a good portion of these, and keep the teachers employed and use it as a creative experience?

A The various federal programs have allowed this to happen. The OEO programs and Title I's have extended the school day and year where teachers are paid and where many youngsters are in school during the summer months. I have visited many programs this summer in the cities. It is only a small portion of the young people who are attending these programs, but if we had a twelve-month school year and teachers were paid, that could make use of that facility almost full time.

I think we almost have another consideration to make, and that is about air conditioning. It is pretty difficult to have youngsters sit through a full day of school during the summer without some air conditioning in buildings. Most adults wouldn't tolerate it in their work, and we expect kids to.

Q Are new plants going up air conditioned?

A Your I think.

Q There are schools presently being built that are not air conditioned?

MR. MAC INNES: There are only four schools that are built or are being planned with air condition as opposed to a record of something like 70 percent nationwide of new school plants being air conditioned.

MR. GIBBONS: Does your department have any position on this? Are you encouraging it to go in the other direction?

THE WITNESS: I can't really answer whether the department has taken a stand. I take the stand we should go in the other direction, but once again it is a financial problem.

MR. GIBBONS: You review all school plans?

THE WITNESS: Right.

MR. GIBBONS: But you are not turning them down on this basis?

THE WITNESS: Not because they don't have air conditioning.

MR. GIBBONS: Have you made any observations with respect to rates that school boards are paying architects in the state compared to what

food firms are detracting from industry for comparable work?

THE WITNESS: No sir, I haven't. It is another one of those areas that I think needs looking at very hard. As a matter of fact, our whole school construction approval process is one which I need to get at very much. There is currently a committee in operation that is taking a look at the standards of what we are requiring. I met with them very briefly last week and indicated some of my concerns in this area, but I have not done this kind of depth investigation of the problem.

By Mr. Jaffe:

Q One other area we haven't touched on is the problem of federal financing and the kind of federal financing we ought to take advantage of and the kind of liaison. I wonder if you want to comment on that from the standpoint of the local municipality and the state with the federal government.

A There are at last count some 140 federal programs that can provide funds either directly to local school districts or through the state department, through state plans or other sources. We have an analysis of the funds that are available in the state and where they are going,

and I would be happy to make that a part of the record for the committee if you would like.

The largest single source of funds is the Elementary-Secondary Act which provides under Title I for the disadvantaged young people of the state, and we have the approval of these programs at the state level. In the past I think this has been a fairly perfunctory kind of approval. Anybody that submitted something pretty much got it. I am taking a much harder line on this and asking school districts to demonstrate through what they are planning in program that it also is meeting the needs of the young people.

You probably read in the paper that we turned down Newark. We didn't really turn down Newark; we simply came back to Newark and said, "These are what you tell us your needs are, Mr. Superintendent, and this is the program and the things don't mesh. Let's take a look at the needs of the kids and try to design the program in terms of needs."

So I am taking a much harder line in terms of having programs meet the needs of young people.

What is the total that has come into the state in the last year, Mr. Mac Innes?

MR. MAC INNES: Forty-eight million dollars, and of that last year about $24,000,000 was under Title I of the Elementary and Secondary Education Act. I can give you ideas as to how that breaks

down in different cities.

THE WITNESS: All of these funds tend to be categorical in nature, for a specific purpose rather than general aid. There are restrictions on the funds, and there has to be maintenance of effort on the part of a school district. Some school districts are penalized because they can't use the funds for those programs.

I am working with a task force here in this state. The Office of Education has set up what they call a New Jersey task force, and we have a very close linkage between the Office of Education and ourselves in kind of a joint task force effort and how can we together make a difference in this state with the use of federal funds. They have appointed a young man on the staff down there as almost a full-time New Jersey guy to help us work with all of the federal pieces that are available to this state. We have not, I think, in the past taken full advantage of the federal funds that are available.

We don't have a single program in this state under Title IV of the Civil Rights Act which has money available for in-service training of staff, attitudinal training of staff, or bringing

in consultants to help in the whole problem of racial balance and school segregation.

So I can only indicate we are working very tensely in the last month with the Office of Education in trying to bring the state and the federal government into closer linkage than has existed in the past. The tendency on the part of the federal government in the Office of Education has been not to go through the state if it can help it. There has been a distrust of states and states' plans. Hopefully we can make a difference in that relationship because at least one of my experience has been working very closely with the Office of Education, Commissioner Howe and his staff down there. I think we can establish a very viable relationship between the state and the federal government.

By Mr. Jaffe:

Q I have one more question of you because it is getting close to eleven. My last question to you is a very gentle one, and that is I wonder if you can give us your thoughts as to how you think the Commission can be of assistance to you in this area. We are vitally interested in the problem of education of the disadvantaged. I don't think it takes much insight to realize the correlation

between the problem of education and the problem of being able to meet the needs of a complex society. The Commission would like to be of assistance to you and your division, either as a springboard for ideas or just a statement of what the conditions are. Can you give us some thoughts on that?

A Once again I am the new boy, and I have a lot to learn yet, but I need help in terms of legislation. I think we need to look very seriously in this state at a state bonding authority, really the full faith and the credit of the state being available for school districts that are in very serious trouble in terms of school building construction.

Q You are referring to the problem of the state legislature setting the specific bonding authority of the local municipalities?

A Right. The whole state aid formula is being looked at presently by a committee, and I am not sure what is going to come out of this, but at some point in time I think I am going to need help from a Commission such as this in modifying current state aid formulas that will equalize in a much better way the funds that are becoming available because of the lack of ratables in certain communities as opposed to others. Any move that is made by the department in terms of school district reorganization is going to need considerable help from a commission of

this kind.

Q Are you talking about the redistricting of school districts?

A Right. As we move towards a K-12 District and as we move towards some sense of racial balance that is a part of that, a commission of this kind would certainly prove most valuable in assisting the commissioner and his staff in any legislation that may result from this.

I think the whole issue of sufficient funds in this state is a very critical one. This state ranks 47th in total support for education when you include the local property tax, state aid and the other supports for education. Yet the state contribution here is 29 percent of the total as opposed to the national average, which is about 40 percent of the state contribution as opposed to our neighbor, New York, where it is 49 percent of the total contribution from the state.

The local property tax is, as you know, very large, and I think cannot absorb a great deal more. So I think we need to be looking at such things as a state property tax for schools that will in effect balance out the distribution of funds. We distribute the funds through the state aid formula, but I need to look at a way of collection of funds that can then have a more equitable distribution out through the state where the assessed valuation ranges

from $3,000 in one instance to $7,000,000 in another. We used to overcome these kind of inequities.

MR. MEYNER: Isn't it true that we are about the third or fourth in the country as to the amount spent per pupil?

THE WITNESS: We are 47th. I mean at the top. Perhaps I reversed that, Governor.

MR. MEYNER: We are very low on state aid.

THE WITNESS: Yes, but only California and New York provide greater support for education than New Jersey. So the effort is there. It is simply that it is all coming out of the local property tax, or a major portion is coming out of the local property tax rather than the state.

MR. MEYNER: You realize in 1944 we abandoned the state property tax in a reorganization?

THE WITNESS: Right.

BISHOP TAYLOR: I would like to ask a double-barreled question. In light of the complexities that you have indicated here, do you look to the future with a degree of optimism? If so, what are the basis for your optimism?

THE WITNESS: Yes, sir, I do look with optimism. I guess I wouldn't be in this business if I weren't an optimist. There are unbelievable

problems to solve in this state, as there are in just about any state, and particularly as we look at the urban situation. I am optimistic because the Governor has given his support for education and, because I think there is now a team of Ylvisaker, Dungan and Harburger all looking at people and the problems of education that I hope is a dynamic trio.

I am optimistic because there are many competent, innovative, creative people in this state who want to make a difference within the establishment. I have real optimism as I have met with superintendents and principals and teachers in this state who want to make New Jersey the number one state in education.

I have optimism because we have the resources in this state.

I am pessimistic because of the fantastic financial problems of places like Newark, because of racial balance problems which I think are very critical in this state, but over all I see the kind of team in operation now and the kind of interest in education in the state that leave me to be very optimistic that we can make a difference. I am committed to that principle that we can.

JUDGE WACHTEL: Having heard your problems, my compliments to you for still being an optimist.

THE WITNESS: It depends on which day you ask me the question. Friday afternoon I sometimes cannot be this optimistic, but I have seen enough things happen just in the period of time that I have been here.

We threw out this urban education corps as just an idea to try and help superintendents attract the gung-ho Peace Corps type teacher, and the response we got to this was most encouraging. The response from superintendents was, "Boy! If you could just give me some of these," and the letters I got from the superintendents saying, "We got three of these guys and we think we can make a difference." The whole changeover that I think is taking place under the leadership of Chancellor Bangan in the state colleges is a very significant thing that I see in the future. So I am optimistic that we can do it. We have the resources and talent. We have simply got to pull together all these forces to fight the battle against the forces that are contrary to what we want to accomplish, and I think it can be done. I am not optimistic that it is going to happen

tomorrow or the next day, but in five years I think we will have made a significant difference.

CHAIRMAN LILLY: We are in the open question period now, gentlemen.

BISHOP DOUGHERTY: This is more of an observation than question, but there might be a question inherent in it. One day we meet a man from Education, another day from Welfare. Somewhere along the way we have to coordinate these things because they are all interrelated. When you speak of optimism, I think if you can get this kind of coordination maybe it would be a more firm foundation for our optimism. Any reaction to that observation? It seems to me we are compartmentalized. For example, the relationship of housing to your problem, the relationship of pre-school, welfare, delinquency problems, the whole thing ties in together.

Do we envision getting some sort of coordination, Mr. Chairman? Is this feasible? Is this beyond our own competency and commitment?

CHAIRMAN LILLY: Bishop, it is a thought that has occurred to me, too, and I would think that this Commission in its wisdom, when the time comes, might say some things about that because we

certainly have the parade of expertise before us. If this is something that has to be done, I would think we have to address ourselves to it.

THE WITNESS: One of the reasons I mentioned Ylvisaker and Hughes, the three of us have been working very closely together. We have a long way to go. We have to work more closely with Welfare and Institutions, but in the housing field we are already examining the possibilities of the high-rise with the school, the use of air rights with the school, the building of the industrial complex or the business where the first three stories are schools and the others are apartments, or various kind of business enterprises. We have already examined these issues and are constantly taking a look at how can housing and schools work together, how can higher education and the elementary and secondary work together. I agree it needs to be done across the whole sweep of the cabinet obviously.

CHAIRMAN LILLY: I would think with two commissioners who have spent four terms as Governors of this state we would have lots of expert thinking on how to pull all those things together.

JUDGE MACKENZIE: I think they are the two men we should tie these things down with.

MR. KEYES: I am sorry I wasn't here for all of what you had to say and I probably can consult the record later, but I have yet to meet a professional man who doesn't think his profession makes the greatest contribution to our civilization. I often say sometimes if we follow their thinking completely we will have one governmental employee for every taxpayer.

But basically have you any suggestions to make as to how we can change the motivation of people to get to our schools? I have heard psychiatrists say that we feel that a child, by the time he reaches eight years old, has gotten to the point where he knows what is right and wrong and from there on there isn't much you can do for him. I think it is the Church that said, "Give me a child before seven and we will mold more character." I think there was a study made some years ago of people at eight and they predicted almost with unerring accuracy whether they were going to be delinquent or not.

Have you some thoughts as to where education fits into this picture? I sometimes

wonder whether when these people get to twelve, fourteen or eighteen maybe we ought to forget about them and concentrate in priorities at this early age. I have made a speech and not asked a question. Have you some thoughts on that?

THE WITNESS: We have two basic problems. I don't think we can forget them. We have the remedial problem to deal with and the experience of the Job Corps indicates the cost to remediate youngsters after they become ill.

MR. PEPPER: Then do you get much of a result?

THE WITNESS: You get some results, but certainly not total and not the kind of results which we need. So the greatest emphasis must be placed in terms of prevention, in terms of those early years. There is no panacea for this, but I think one of the things that education has to learn how to do is to involve its community and its parents in the education process because unless there is this involvement, we are not going to get the motivation and the aspirations on the part of the adults in the life of that child for schooling.

We know over and over again we cannot simply sit back here as the bureaucrats and as the institution and say that we know what is best for

these kinds and provide it. We must critically involve our communities in the operation and planning of the school program. It has been demonstrated over and over again over a period of time. It is happening in Newark now at the Peshine Avenue School and the Hallsen Avenue parents are saying that we must be involved in some of the decisions involved in part of this school process. Without that kind of involvement our parents are not going to be motivating their children. It is not as much a question of lack of caring; it is a question of "I don't know how to help my parents."

MR. MAYNARD: But aren't the parents in some of those neighborhoods the type that don't give a hoot?

THE WITNESS: Mr. Maynard, you always have parents of this kind. You have psychotic parents and parents who don't give a damn.

MR. MAYNARD: Shouldn't you have some remedy of getting them out of the homes?

THE WITNESS: That is a tough legal problem. Emotional neglect -- I know of no way that the courts can effectively rule what emotional neglect is and then make a determination to take them out of the homes. Foster homes are a partial answer for some youngsters who have parents who simply

don't care. It is not a question of parents who don't care as they don't know how to demonstrate their caring.

I think this is the role the school has to provide, help those parents working with those children and studying at the pre-school level so that these young people and their parents are involved in what is happening.

MR. MEYERS: Would you take the responsibility in the Education Department in planning to reach out and try to set up nurseries?

THE WITNESS: Yes, sir.

MR. MEYERS: So where you have these families you would have at least a place they could place the child for a portion of the day and they could get some food and care?

THE WITNESS: I don't know it is the direct responsibility of the department, but certainly of the school systems and I think we need to take a look at children from six months on, those children at six months of age who are totally neglected either because of incompetence of the adult or no adult in the home; that we must have some kind of a caring experience for those young people at that age. Then under the pre-school, then under the

Head Start, and the schooling experience. For many young people we must provide this kind of a continuing experience.

MR. GIBSON: I have a personal prejudice in one direction that I would like to hear your views on. I feel that perhaps more important than the quality of the teaching in an educational experience is the quality of the pupil to pupil experience, and that one of the difficulties of doing anything in these center city schools is that the entire class, even if it is a class as small as ten, comes out and goes off to an environment which, if I am correct in this, points in the direction of these students of two or three being better off in the suburban class of 60 than in the center city class of ten. Would you care to comment on that?

THE WITNESS: I simply support what you are saying. The teacher is often the determinant of those pupil to pupil relationships, but only within that context of a similar situation, if I may put it that way. It is only as I think these youngsters can have other kind of experiences and that is why I think the racial issue is important in the state, not only for negro children in the ghettos, but also for our white children who are

living in a homogeneous kind of situation. We must work out ultimately for an integrated society. I moved into Trenton because I wanted my children to have such an experience rather than moving into the suburbs.

Mr. DICKENS: Do you have any thoughts of how a change in the home rule concept, which is really the absolute barrier at present to that kind of an experience, is politically possible? Where do you start politically?

Mr. WILKINS: Next question.

Mr. DICKENS: This is what I could perhaps ask Bishop Dougherty. Would it be possible as a start in educating suburban communities to bus a limited number of central city youngsters out to the suburban parochial schools to at least start to create an atmosphere?

Mrs. WELCH: All of the things I think we discussed in terms of racial problems, the busing, the school district reorganization, are all ways we have to go in this state. If we can end up with a number, like 200 school districts in this state that have racial balance built in as one of the criteria, in addition to size, then I think we will move in this direction.

MR. BYRD: How about loaning them to Lawrenceville?

MSGR. MCDONOUGH: There is an experiment going on between our School of Education and Monsignor Carey's school, Our Lady of Angels. I know part of it is they are not grading students. It is experimental, and we will have more at least in that area of experimentation to possibly contribute to the overall.

I have a reaction to some of the questions: This job is bigger than any professional group or combination of professional groups. I think it involves the total community.

THE WITNESS: The public sector cannot do the job alone. The private sector must be involved. This is why I went to Western Electric yesterday and spent the day meeting with the staff there, simply to talk about some of the problems we had and what the role in industry is in this, where we have met with groups here in the city to take a look at ways that the private sector can be of assistance. I think indeed it is a bigger job than education alone. We have been too isolated as educators. We need to reach out for the expertise that exist throughout this state in all fields.

CHAIRMAN LILLY: We are getting now into the matter of selling programs and the politics of it, and at this stage in our public lives in this country we are beginning to consider the disadvantaged which we should have done a long time ago. In many parts of this country, and around here particularly, many people have participated and supported the schools on the basis of excellence and, indeed, many people have given financially. It seems to me as we sell all the things we need to do, somehow or another we need to reassure people who still look for excellence that it can be provided.

Do you feel that it can be done and yet do all these things that must be done, or will there be a great levelling process?

THE WITNESS: No, sir, I think we can provide excellence, but it is going to cost. We can provide the excellence for the suburban school system and at the same time provide excellence in the urban situation if we are willing to pay the cost. Our estimate is that 17 mills across the board would equalize this state so that the Newarks would indeed be receiving a fair share. This would mean that obviously suburban communities,

particularly the bedroom communities, would be having to pay some of the bills for the Newarks, the Camdens and the Trentons.

Whether there is willingness to do this is another question because basic attitudes and prejudice are key to this whole thing. I think there is no other single factor that is as key as the attitude toward the non-white in this state. Unless as a society we are willing to accept this responsibility for other persons, then we are not going to make it.

CHAIRMAN KILEY: I thought of this when you indicated the vocational schools in their field were technically excellent, and I thought you were somewhat critical of it.

MR. HARRIS: We need to provide the technical training for those young people who need it, but the vocational school has not served the needs of the disadvantaged who also need a vocational experience but have a different nature, just the ocean, not just the best who can make it anyway.

CHAIRMAN KILEY: But you feel both --

MR. HARRIS: Absolutely. I don't want to downgrade the excellence we have in all school systems. We can provide both, but there is going

to be some sacrificing.

CHAIRMAN LILLEY: Are there any other questions? Commissioner, we thank you and Mr. Lee Innes.

THE WITNESS: If I can retract one statement. I don't think mandatory is a legitimate concept as I re-think it. So let me change that for the record.

CHAIRMAN LILLEY: We will break for fifteen minutes. Mr. Gibbons will be in the chair when we come back. I must leave.

(Whereupon, a short recess was taken.)

MR. GIBBONS: (presiding): Mr. Farrell.

Whereupon,

JOHN J. FARRELL

called as a witness, first duly sworn, testified as follows:

THE WITNESS: I have taken the liberty to bring Bill Cruz along with me. Bill is the assistant chief examiner and secretary. I hold the position of Chief Examiner and Secretary of the Civil Service Commission.

JUDGE MACHTINGER: You are at perfect liberty to consult with him at such as extent you think necessary and advisable before you answer.

EXAMINATION

By Mr. Jaffe:

Q Mr. Farrell, I wonder if you could give us a general description of the responsibilities of the Civil Service Commission.

A I believe we are all aware that in the constitution of the state it provides the positions, wherever possible, shall be filled by merit and fitness in state government. We assume that responsibility through Title XI and, therefor, basically and broadly I would say that the Civil Service Commission is responsible to run a merit system in carrying out this particular mandate in the constitution.

It falls not only into state service but also into all local jurisdictions, county and municipal levels of government where by referendum these jurisdictions have selected to come under the provisions of Title XI, which is the Civil Service Act.

Q Mr. Farrell, could you tell us a little bit more specifically what are the methods in which the Civil Service Commission goes about doing this?

A As a merit system, responsibility if you want, we could be called the state personnel agency, the concepts that any of us have of a personnel agency pretty much fit into our functioning. Recruitment, selection, classifications of positions, compensation, especially on the state level,