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ABSTRACT

This compilation of 214 monograph abstracts by 109 researchers and practitioners from the United States and several foreign countries encompasses a broad range of topics in education. The monographs report on regulation and legalization in education, finance and cost models, education and labor markets, educational technology, governance, tuition tax credits, and public and private schools. Research was conducted from a variety of disciplinary perspectives. Several kinds of reports, which are coded, are available. "Project Reports" represent results of specific projects; "Program Reports" include papers written by individuals; and "Policy Papers" are directed at current educational issues affecting development of state and federal policy. Fifteen papers presented for a seminar comprise a complete current source of information on tuition tax credits. Twelve reports prepared for a conference on public and private schools cover a range of topics and include comparative works. An author index is included. (CJH)

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INDEX OF IFG PUBLICATIONS
FOR THE YEARS 1982, 1983, 1984 and 1985

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STANFORD EDUCATION POLICY INSTITUTE

Effective in April, 1986, the Institute for Research on Educational Finance and Governance (IFG) was reorganized as the Stanford Education Policy Institute (SEPI). The papers listed in this index were published under the auspices of IFG, which was authorized and funded by the federal government (Section 405 of the General Education Provisions Act as amended by Section 403 of the Education Amendments of 1976, P.L. 94-482.) IFG was administered through the School of Education at Stanford University.

Abstract

Over 100 authors contributed to IFG publications for 1982, 1983, 1984 and 1985, including academic researchers and practitioners from the United States and several foreign countries. Authors from Stanford and universities such as Harvard, Yale, Oregon, Wisconsin at Madison, and various campuses of the University of California participated in IFG programs and publications. The monographs cover topics on regulation and legalization in education, finance and cost models, education and labor markets, educational technology, governance, tuition tax credits, public and non-public schools, and many more. Research was conducted from a variety of disciplinary perspectives.

Several kinds of reports are available. Project Reports (coded "A") are based on the results of specific projects that comprise the research programs and are supported by funding under the special R&D relationship with NIE. Program Reports (coded "B") include papers written by individuals affiliated with the Institute that focus on topics other than the findings of the formal research projects. In some cases, program reports are based on projects supported by other government agencies and/or private foundations. Policy Papers (coded "C") are explicitly directed at current and emerging educational issues that are affecting or are expected to affect the development of state and federal policy.

Two special categories of papers are those coded TTC and P/NP. TTC refers to fifteen papers prepared for a seminar and debate on tuition tax credits presented in Washington, D.C., in October, 1981. Together, they comprise the most complete single source of information about tuition tax credits currently available. The papers were published as a book by Temple University Press. P/NP refers to twelve papers prepared for and as a follow up to a conference on public and non-public schools held at Stanford in October, 1984. They cover a wide range of topics, and include a number of comparative works. Much of the material was published in a book from the Falmer Press in 1986.

These papers are available from SEPI upon request. Unless otherwise noted, prices are the following: less than 50 pages--\$2.00; 50 to 75 pages--\$3.00; 76 to 100 pages--\$4.00; 100+ pages--\$5.00. Please include payment with your orders.

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PROJECT REPORTS

- 82-A1 Benveniste, Guy. **COVERT PURPOSES IN FEDERAL-STATE-LOCAL LINKAGES: THE CASE OF BILINGUAL EDUCATION.** January 1982, 34 pp. \$2

Abstract

In decentralized government systems, the center mistrusts the periphery. It tends therefore to impose procedural controls that can be dysfunctional to service delivery. The paper explores the recent United States experience with bilingual education. It suggests that less reliance on a compliance model based on procedural controls, and more reliance on a research development model based on input controls might have resulted in a stronger cadre of trained bilingual teachers, better service delivery and this, in turn, might have increased trust between center and periphery.

- 82-A2 Griffin, Thomas M. and Donald W. Jensen. **THE LEGALIZATION OF STATE EDUCATIONAL POLICYMAKING IN CALIFORNIA.** January 1982, 31 pp. \$2

Abstract

The paper details the growth of judicial involvement in educational policymaking in California and the consequent centralization of decisionmaking power. The data show that: the courts have been deciding an increasing number of education cases; the cases are increasingly likely to involve educational issues that traditionally have been decided by the other political branches; plaintiffs are increasingly likely to sue over educational rights issues; suits are increasingly brought by "repeater" law firms rather than by individual plaintiffs; and the state is increasingly being sued because of alleged violations by school districts. The authors believe that these data--and the trends that the data show--are typical of those around the country.

This increase in legalization of education encourages a centralization of educational policymaking in California; it also causes several problems. It often gives unclear policy guidance to education officials. It requires that the state's legal strategies in court be carefully coordinated with local school districts. It requires that a legal defense be more

sophisticated. The educational policy goals of the state must be articulated and made consistent with legal positions taken in court. Reliance on negotiated relief to settle legal disputes is an ever more common way of making educational policy. These devices cause problems, as do a number of other characteristics of the way the state of California defends its interests in court.

82-A3 Iweddie, Jack. **THE POLITICS OF LEGALIZATION IN SPECIAL EDUCATION REFORM.** February 1982, 47 pp. \$2

Abstract

The handicapped, excluded from school programs and policymaking, adopted a legal strategy to gain political leverage in their successful campaign for special education reform. Frustrated and politically powerless, advocates sued schools to establish a right to education for handicapped children. In these suits, district courts ordered schools to provide special programs for all handicapped children. Advocates also used this litigation in a political strategy. Without legislative funding, schools could not afford the expenses of litigation and court-ordered programs. So their representatives joined the advocates in demanding legislative reforms, particularly Congress's passage of the Education for All Handicapped Children Act of 1975.

In drafting the legislation, advocates were primarily concerned with overcoming continuing resistance from the schools. The handicapped needed political leverage at the school level just as they had needed it to push reforms through Congress. They gained this leverage reproducing their litigation strategy within the schools. The statute required that state education agencies institute due process hearings to resolve any complaints parents had about their child's special program. This enabled parents to enforce the educational entitlements of their child when the school resisted. It also provided representatives of the handicapped with bargaining power within the schools. Schools would often be willing to make policy changes to avoid the expenses of hearings and orders for new programs. Both the legal and political use of the hearings have played a part in the radical transformation of special education, though their particular effects are difficult to sort out.

- 82-A4 Levin, Betsy. **THE MAKING (AND UNMAKING) OF A CIVIL RIGHTS REGULATION: LANGUAGE MINORITY CHILDREN AND BILINGUAL EDUCATION.** March 1982, 55 pp. \$3

Abstract

Focusing on the Department of Education's recent attempt to promulgate a federal standard for protecting the civil rights of language minority students, this article examines the complex reality of the regulative process itself. In the context of a sensitive civil rights problem, federal agencies, Congress, state and local officials, civil rights groups, teacher and educational administration groups, and the media impact the extent and nature of the education afforded a significant minority population.

The author analyzes the relationships between these players as well as those between crucial pieces of legislation and relevant court decisions--all of which have contributed to different approaches in establishing and enforcing federal standards.

- 82-A5 Bardach, Eugene. **EDUCATIONAL PAPERWORK.** February 1982, 34 pp. \$2

Abstract

Many educators feel burdened by what they regard as an excess of "paperwork." Some, too, feel demoralized by it. This paper suggests how some of these excesses might be curbed.

First, I explore the various legitimate purposes that paperwork was presumably invented to serve. Secondly, I review the reasons why paperwork, even when directed to these purposes in general, might nevertheless be excessive and burdensome in particular applications. Finally, I describe an array of possible mitigation measures: central clearance and oversight of data collection efforts, redistribution of the paperwork burden to specialized personnel, reduction of excessive standards of accuracy and comprehensiveness, "filtering" of "junk" paperwork, and better conceptualization of the possible uses (and non-uses) of "data."

- 82-A6 Rhode, Deborah L. **CONFLICTS OF INTEREST IN EDUCATION REFORM LITIGATION.** March 1982, 60 pp. \$3

Abstract

This paper explores the problems presented in educational reform class actions where plaintiffs disagree over the

remedial objectives of the suit. Relying on reported decisions, interviews, and case histories, the paper first examines the conflicts that have surfaced within plaintiff classes, such as disputes over busing, mainstreaming, and de-institutionalization. Discussion then focuses on the inadequacies of existing procedural mechanisms for coping with such conflicts. Of particular concern are information and incentive structures that prevent courts, counsel, and litigants from addressing or accommodating the full range of class interests. The paper concludes by distinguishing problems that may be susceptible to procedural reform from those that are endemic to any pluralist or majoritarian decision-making process.

82-A7 Tyack, David. **TOWARD A SOCIAL HISTORY OF LAW AND PUBLIC EDUCATION.** April 1982, 64 pp. \$3

Abstract

This exploratory essay suggests the contours of a social history of law and public education. It departs from two traditional approaches to educational law: the study of landmark cases; and textbooks that delimit legally approved practice. Instead it analyzes the changing dialectic between statutory and court-decided law, stressing how Americans used the legal system in different periods to accomplish different purposes. It explores how school promoters and educational professionals used legislation to establish and standardize schools, how interest groups employed law to assert normative dominance for their own values, and how people used the courts to challenge established practices or to resolve conflicts. Through quantitative pilot studies it seeks to describe and explain changing patterns of litigation. Finally, it appraises recent attempts to use legislation and court action to promote social justice for neglected groups.

82-A8 **INDEX OF IFG PUBLICATIONS FOR THE YEARS 1979, 1980, 1981.**

82-A9 Richards, Craig. **EMPLOYMENT REFORM OR PUPIL CONTROL?: DESEGREGATION, BILINGUALISM AND HISPANIC STAFFING IN THE CALIFORNIA PUBLIC SCHOOLS.** April 1982, 25 pp. \$2

Abstract

This research paper describes and interprets change in California's public school Hispanic teacher employment

practices and the contribution of bilingual categorical funding and regulations to such increases in the period 1967-1980. The public sector, stimulated by an infusion of federal dollars, has been viewed as a particularly receptive employer of minority professionals. In the case of Hispanic professionals, it is widely presumed that public schools in general (and bilingual programs in particular) have also been a major source of employment since the late 1960s. The public schools in California have been chosen for this study because an extensive set of data exists on the composition of the school labor force and its changes over time. At issue is an understanding of the role of public schools as public sector institutions in providing employment for Hispanic professionals in terms of both its public policy and political-economic ramifications.

- 82-A10 Bankston, Mary. ORGANIZATIONAL REPORTING IN A SCHOOL DISTRICT: STATE AND FEDERAL PROGRAMS. April 1982, 85 pp. \$4

Abstract

Educational reforms in recent decades have resulted in a proliferation of specific programs with dispersed controls and expanded levels of governance. As a result, the environmental context within which a school district operates is exceedingly complex. This case study describes the complexity of the OVERALL system of reporting which has evolved from a school district's participation in some of these programs. Environmental complexity is shown to produce increased organizational complexity within a school district as well as in its external organizational linkages. A distinct cleavage between fiscal and programmatic accounting results. While fiscal accounting at the school district is coordinated, reporting for programs is not. It is suggested that environmental complexity inhibits efforts to integrate and coordinate educational programs at the school district level.

- 82-A11 Clune, William H. III. THE DEREGULATION CRITIQUE OF THE FEDERAL ROLE IN EDUCATION. April 1982, 72 pp. \$3

Abstract

The deregulation critique of the federal role in education asserts that as much or more education can be

produced with less federal intervention. This paper unpacks or disaggregates the critique into a series of separate "criticisms." The criticisms which imply the most drastic reduction of the federal role tend to be denials of the value or feasibility of federal goals in education, rather than indications of more efficient means of achieving existing goals. In this sense, "deregulation" in education is a misnomer, masking a fundamental reevaluation in national education policy.

Those criticisms which do suggest different means, or policy instruments, are problematic. A switch from categorical to block grants moves in the direction of non-additive, general aid. For this reason, block grants are inconsistent with another goal of the deregulation movement: a carefully defined, limited and supplemental federal role.

Reducing the degree of "legalism" in federal programs also turns out to be less promising than expected. While wasteful legalisms do exist, some legalisms serve valuable purposes and have been carefully designed to be as unrestrictive as possible. Hence, deregulation must be selective--it cannot be presumed beneficial in any particular context. The hectic deregulation achieved by the Reagan Administration in the summer and fall of 1981 probably did not capture the theoretical benefits of the deregulatory philosophy. Regulatory costs were erratically reduced; but so, almost certainly, was program effectiveness.

In a section called, "A Deregulation Sensitive Federal Role for the Eighties," this paper concludes by recommending a number of strategies designed to capture the benefits of deregulation without sacrificing educational effectiveness.

82-A12 Bradbury, Katherine L. and Helen F. Ladd, with Claire Christopherson. PROPOSITION 2-1/2: INITIAL IMPACTS. June 1982, 52 pp. \$3

Abstract

Proposition 2-1/2 was passed by voter initiative more than a year ago in the State of Massachusetts. This stringent tax limitation measure takes its name from its major provisions: high tax rate communities must reduce property tax levies 15 percent per year until the tax rate is reduced to the maximum allowable rate of 2-1/2 percent of full and fair market value, and low tax rate communities may increase

property tax levies but by no more than 2-1/2 percent per year.

A full statewide accounting of the first year effects of Proposition 2-1/2 on local taxes and spending is not possible until final tax and spending information is available for the 1982 fiscal year. In the meantime, policymakers need timely information about the initial impacts of Proposition 2-1/2. This paper outlines Proposition 2-1/2's major provisions and relates them to the level and growth of Massachusetts property taxes and spending. Because a major goal of Proposition 2-1/2 was to reduce property tax burdens, the paper will examine why Massachusetts property taxes are so high relative to those of other states and briefly describe previous unsuccessful attempts to lower them. The first-year aggregate effects of the measure, including its effect on property tax assessment follows. The final part of this paper analyzes the first-year changes in revenue and spending experienced by different types of cities and towns, examines the preliminary impact on school budgets, and concludes with the policy implications.

- 82-A13 Swidler, Ann. **THE CULTURE OF POLICY: AGGREGATE VERSUS INDIVIDUALIST THINKING ABOUT THE REGULATION OF EDUCATION.** June 1982, 48 pp. \$2

Abstract

This paper explores the cultural images that underlie educational policy and regulation. Based on interviews with California officials involved in educational policy and governance, it argues that strategies for regulating education are limited by the commitment of officials and their publics to a language of individual benefits and individual rights as the central goods public policy should realize. The individualist imagery indirectly leads regulators to stress compliance with mandatory goods defined as rights, over encouragement of aggregate-level educational outcomes. The paper concludes by examining how some California education administrators utilize ideals of individual initiative and local control to legitimate a broader state role in education.

- 82-A14 Tsang, Mun C. and Henry M. Levin. **THE IMPACT OF INTERGOVERNMENTAL GRANTS ON EDUCATIONAL SPENDING.** July 1982, 64 pp. \$3

Abstract

This paper assesses the impact of intergovernmental grants on educational spending by reviewing and synthesizing

the empirical literature on the subject. It first summarizes the general features and findings of forty published works in this area from the past two decades, and then proceeds to discuss each study briefly. The studies are highlighted for the specific problems they set out to analyze, the models constructed, and the statistical procedure used. The different impacts on educational spending of different types of grants are discussed. Finally, based on the review of these studies, the paper attempts to provide some approximate estimates of the impact on educational spending of the categorical grants, matching grants, block grants, and general revenue sharing grants; it also discusses some of the conceptual and statistical issues involved in the empirical analyses which are important for assessing the impact of intergovernmental grants on educational spending.

82-A15 Peterson, Paul and Julie Love. **TERRITORIAL INTERESTS AND EDUCATIONAL POLICY.** July 1982, 26 pp. \$2

Abstract

While educational policies of interest to occupational and other functional groups are generally treated by Congress in vague terms, thereby leaving considerable discretion to administrative officials, Congress treats educational issues of interest to states, localities and other territorial units in highly explicit terms. On territorial issues, Congress is also less likely to overturn the recommendations of its committees, is less likely to amend its appropriations bills, and makes its decisions with less partisan and ideological controversy.

These propositions are supported by an analysis of amendments offered to educational legislation considered by Congress between 1960 and 1979.

82-A16 Scott, W. Richard and John W. Meyer. **THE ORGANIZATION OF INSTITUTIONAL SECTORS.** July 1982, 36 pp. \$2

Abstract

Following a recent line of thought in which organizational structure is seen as heavily dependent on its environment, we consider properties of institutional sectors

in society that affect organizations arising within them. Some lines of argument: Sectors with weak technologies generate especially institutionally dependent organizations; and external controls emphasize structural conformity rather than outcomes. Sectoral centralization in the United States has emphasized funding more than decisionmaking, and tends to be fragmented among special-purpose controls: this generates weak "line" control systems and a plethora of special regulative controls, which in turn generate administrative complexity in local organizations within these sectors. Such a system also generates decentralized (or loosely coupled) professional power over the substance of programmatic decisions.

- 82-A17 Kogan, Maurice and J. Myron Atkin. **LEGITIMATING EDUCATION POLICY: THE USE OF SPECIAL COMMITTEES IN FORMULATING POLICIES IN THE USA AND THE UK.** July 1982, 112 pp. \$5

Abstract

In the United States and in the United Kingdom, a range of devices is used to solicit expert opinion about matters that affect government policy in education. The classical blue-ribbon committee patterned on the British Royal commissions has been expanded to include single-person inquiries, "think-tank" reports, recommendations of self-appointed groups of prestigious figures (often supported by private foundations), and mainstream academic inquiry. Each of these devices has its uses, even as politicians become more assertive in establishing their own policy preferences in a period of diminishing national consensus; "expert" opinion is still sought as one means of legitimating educational policy, but differently depending on the purpose.

- 82-A18 Levin, Henry M. and Man C. Tsang. **FEDERAL GRANTS AND NATIONAL EDUCATIONAL POLICY.** July 1982, 65 pp. \$3

Abstract

The purpose of this paper is to explore the rationale for and design of a federal grants structure that will take account of national concerns in education. First, the national interest in education is explored, and the problems of reflecting those concerns in a state-local system of education are highlighted. Second, the theoretical effects of different types of grants are delineated, with specific

attention to revenue sharing, general aid to education, categorical grants, block grants, and matching grants. Third, the empirical studies are summarized with regard to the effects of each of these types of federal grants on increasing local education spending, uniformity of spending effects, targetability of the grant, and the degree of regulation entailed. The final section of the paper discusses how the findings can be applied to constructing a federal grant approach that meets national concern.

- 82-A19 Chambers, Jay G. and Thomas Parrish. **THE ISSUE OF ADEQUACY IN THE FINANCING OF PUBLIC EDUCATION: HOW MUCH IS ENOUGH?** July 1982, 90 pp. \$4

Abstract

The four chapters of this monograph comprehensively review alternative approaches to the issue of adequacy in education. The first chapter narrows the definition of adequacy and presents an argument as to why this concept cannot be severed from the issue of equity in a social policy context. Chapter two views the issue of adequacy from a historical perspective and the third chapter presents and analyzes current state approaches toward satisfying this standard. The fourth chapter presents an overview of an approach to the adequacy and equity concepts that is felt to be especially useful to the consideration of these concepts in a public policy context. This resource based methodology provides a framework for conceptualizing these standards in developing an underlying rationale for a comprehensive school finance formula.

- 82-A20 Hartman, Peggy L. and William T. Hartman. **LOCAL SPECIAL EDUCATION PLANNING MODEL: USER'S MANUAL.** July 1982, 205 pp. \$5

Abstract

This user's manual describes a computer model which is designed to provide a systematic process for estimating the needs and costs of special education to local educational agencies. It establishes a framework for gathering, ordering and analyzing relevant information for a district's special education program, using the district's own data. A series of 18 reports are generated which show all current and future costs, student placements, personnel requirements, and program

and service configurations of the district's total special education program.

- 82-A21 Upshaw, Charles. **DIRECTORY OF RESEARCHERS IN EDUCATIONAL FINANCE AND GOVERNANCE.** August 1982, 114 pp. Obsolete. See 84-A8.

- 82-A22 Weiler, Hans N. **THE POLITICS OF INNOVATIONAL REFORM: NOTES ON THE COMPARATIVE STUDY OF INNOVATION IN EDUCATION.** September 1982, 64 pp. \$3

Abstract

The paper provides a critical review of the state of the comparative study of educational innovation and reform and proceeds to identify a number of theoretical issues and challenges on which further comparative work is likely to shed additional light. The review portion of the paper deals with the heuristic, political, and theoretical utility of existing comparative work on educational innovation, and singles out a number of typologies and generalizations from the literature as particularly significant findings. The second major part of the paper then develops a theoretical agenda which is organized around the issues of knowledge utilization (with special reference to experimental paradigms of reform), the legitimacy of innovation decisions, and the relationship between innovation and conflict.

- 82-A23 Rumberger, Russell W. and Thomas N. Daymont. **THE ECONOMIC VALUE OF ACADEMIC AND VOCATIONAL TRAINING ACQUIRED IN HIGH SCHOOL.** September 1982, 41 pp. \$2

Abstract

This study examines whether differences in high school curricula lead to differences in labor market opportunities for persons who complete 10 to 12 years of schooling and acquire no postsecondary training. Data come from a national longitudinal survey of youth begun in 1979, and include detailed information on course work taken from high school transcripts. The results show no systematic advantage of one high school curriculum relative to another, although in some instances--for some students and in some areas--vocational preparation produces labor market effects superior to other curricula.

- 82-A23 Rumberger, Russell W. and Thomas N. Daymont. **THE ECONOMIC VALUE OF ACADEMIC AND VOCATIONAL TRAINING ACQUIRED IN HIGH SCHOOL.** September 1982, 41 pp. \$2

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- 82-A24 Stackhouse, Ann. **THE EFFECTS OF STATE CENTRALIZATION ON ADMINISTRATIVE AND MACROTECHNICAL STRUCTURE IN CONTEMPORARY SECONDARY SCHOOLS.** September 1982, 52 pp. \$3

Abstract

Using data from secondary schools in the various states, this study tests the idea that fragmentary state centralization is accompanied by an elaboration of administrative and macrotechnical structures. The findings provide support for this thesis. More integrated forms of centralization, on the other hand, tend to slightly simplify school organizational structure.

- 82-A25 Friedman, Lawrence M. **LIMITED MONARCHY: THE RISE AND FALL OF STUDENT RIGHTS.** September 1982, 38 pp. \$2

Abstract

This paper traces the development of the case-law relating to student rights--which is defined here as lawsuits by or on behalf of students, challenging the rules of a school or school system. These cases were rare in the 19th century, and continued to be relatively uncommon until the 1960s. At this point there was an eruption of student rights cases. Many of these raised constitutional issues, and were brought

in federal court. The single most litigated issue was personal grooming (hair length, specifically). This particular issue has died back; but the judicialization of educational governance persists, both legally and socially. The cases also probably influenced legalization of the schools themselves, that is, the process of transforming informal norms to formal ones in educational institutions.

82-A26 Richards, Craig and Dennis J. Encarnation. FACE AND EDUCATIONAL EMPLOYMENT. December 1982, 52 pp. \$3

Abstract

One important consequence of Lyndon Johnson's Great Society programs, first initiated in the 1960s, has been the direct generation of minority professional employment from increased government social spending and regulation. This government initiated increase in minority employment has been most noticeable in public sector professional and semi-professional occupations. Early analyses have concluded that this new middle class owes its new-found status to federal (and State) equal employment legislation and subsequent judicial interventions in pursuit of affirmative action. Later research drew a sharp distinction between the public and private sector and confirmed that, particularly for Black professionals, the public sector was the major source of new jobs. At the state and local level, where nearly all of this new employment took place, public education accounted for over two-thirds of the social welfare employment increase.

This essay examines patterns of employment and assignment for Anglo, Black and Hispanic teachers in California Public Schools. This study challenges the conventional wisdom that teacher supply and demand responds to traditional human capital considerations alone and demonstrates that minority teachers are assigned to specific schools based on the racial composition of the pupils in these schools. Subsequently, the study explores how the selective demand for teachers based upon their race and ethnicity is exacerbated by the complex interactions of population growth and decline among Anglo, Black and Hispanic students. Finally, the research investigates how a particular social program--bilingual education--interacts with staff segregation and pupil growth and decline to influence teacher labor markets in subtle ways. The essay concludes with a review of major findings and their implications for both social theory and public policy.

- 82-A27 Neal, David and David L. Kirp. **THE ALLURE OF LEGALIZATION RECONSIDERED: THE CASE OF SPECIAL EDUCATION.** January 1983, 80 pp. \$4

Abstract

Legalization has been called a major trend in American public life. Yet it is a phenomenon that is conceptually unclear and little understood in the way it affects the institutions on which it comes to operate.

In this paper we look at special education, the subject of major federal legislation in 1975, namely the Education for All Handicapped Children Act. We examine that legislation, the process leading to its passage and implementation as a case study in legalization. We outline our understanding of the concept of legalization and its motivations, and analyze how it has come powerfully to shape this policy area. We then discuss the effects of legalization on the institutions into which it is introduced, in this case the education system, looking both at the use of the due process procedures and the wider contextual setting of legalization in the education sphere.

- 83-A1 Kirst, Michael W. and Gail Meister. **THE ROLE OF ISSUE NETWORKS IN STATE AGENDA-SETTING.** February 1983, 34 pp. \$2

Abstract

Several diverse strands of theoretical and empirical research on state policymaking offer alternative perspectives in how and why issues appear on a given state's policy agenda. This paper reviews this literature with special attention to the operation, role, and impact of policy issue networks. Networks that spread issues rapidly among states are located within the burgeoning literature from numerous disciplines on network concepts. The authors' conclusions are then tested using four issues: minimum competency graduation, collective bargaining, school finance reform, and "creation science."

Classifications and characteristics of different networks are analyzed. There is evidence that in some circumstances interstate policy issue networks can override iron-triangles and intrastate socio-economic variables by placing specific issues in a state policy agenda.

- 83-A2 Rumberger, Russell W. **SOCIAL MOBILITY AND PUBLIC SECTOR EMPLOYMENT.** February 1983, 25 pp. \$2

Abstract

This paper analyzes the important role played by the public sector in providing employment opportunities in the

Abstract

This paper analyzes the important role played by the public sector in providing employment opportunities in the labor market. The analyses are based on U. S. Census data from 1960, 1970, and 1980. Overall the government has provided one-quarter of all new jobs and one-third of all high-level, professional jobs in the economy between 1960 and 1980. But, it has played an even more important role in providing job opportunities for women and minorities. And, while earnings discrimination exists in both the public and the private sectors, levels of discrimination are generally lower in the public sector for all groups.

83-A3 Rumberger, Russell W. **THE JOB MARKET FOR COLLEGE GRADUATES, 1960-1990.** February 1983, 37 pp. \$2

Abstract

This paper examines changes in labor market opportunities for young college graduates over the last two decades. The analysis is based on U.S. Census data for the years 1960, 1970, and 1980. Labor market opportunities are measured by the types of jobs held by college graduates and their relative earnings. Government projections of educational attainments and employment for 1990 are also used to speculate on future opportunities for college graduates. The findings support the common observation that labor market opportunities for college graduates declined from the 1960s to the 1970s, at least in terms of the types of jobs secured. But comparisons with earlier periods reveal that the 1960s were atypical; graduates in that period enjoyed better opportunities than graduates either before or after.

83-A4 Levin, Henry M. and Russell W. Rumberger. **THE EDUCATIONAL IMPLICATIONS OF HIGH TECHNOLOGY.** February 1983, 19 pp. \$2

Abstract

Many business leaders, government officials, and educators believe that high technology will dominate America's economic future, will upgrade the skill requirements of future jobs, and will require a transformation of our educational system to meet these needs. Despite the popularity of these beliefs, available evidence contradicts them: the expansion

of the lowest skilled jobs in the American economy will vastly outstrip the growth of high technology ones; and the proliferation of high technology industries and their products is far more likely to reduce the skill requirements of jobs in the U.S. economy than to upgrade them. Nonetheless, the education system should strengthen the analytical and communicative skills of students, not because of the needs of high technology, but because such skills will help them deal with the changing political, economic, social, and cultural institutions they will face in their adult lives.

- 83-A5 Kirp, David L. and Donald N. Jensen. **WHAT DOES DUE PROCESS DO? PARC v. COMMONWEALTH OF PENNSYLVANIA RECONSIDERED.** February 1983, 45 pp. \$2

Abstract

The consent decree in PARC v. Commonwealth of Pennsylvania, signed in 1972, sought to transform education for the handicapped in that state. Its provisions were largely incorporated into the federal Education for All Handicapped Children Act in 1976. The PARC decree attempted to introduce legal values, predictability in evaluation and placement decisions, the right to appeal, and the like, into a policy environment hitherto dominated by professional and bureaucratic concerns. This article assesses PARC's success after a decade in operation. It finds that legalization of special education in Pennsylvania has been less successful than its proponents had originally hoped but that its consequences have still been significant.

- 83-A6 Barro, Stephen M. **FEDERALISM, EQUITY, AND THE DISTRIBUTION OF FEDERAL EDUCATION GRANTS.** February 1983, 102 pp. \$5

Abstract

This report addresses issues of federalism and distributional equity raised by the fund distribution mechanisms of federal grant programs in elementary and secondary education. The present intergovernmental arrangements for distributing federal grants are criticized on multiple grounds and two reform strategies are suggested: 1) coordinating the distribution of federal and non-federal funds aimed at particular educational problems, and 2) delegating allocative authority to states in ways that do not sacrifice federal interest. The present aid allocation formulas are

deemed not so much inequitable as insensitive. Suggested improvements include substitution of more precise and detailed need indicators into the formulas and incorporation of interstate and intrastate equalization provisions. The report's specific recommendations apply to major categorical grant programs, the new education block grants, and possible general aid programs of the future.

83-A7 INDEX OF IFG PUBLICATIONS FOR THE YEAR 1982. Obsolete; see 85-A1.

83-A8 Rumberger, Russell W. A CONCEPTUAL FRAMEWORK FOR ANALYZING JOB SKILLS. February 1983, 32 pp. \$2

Abstract

The purpose of this paper is to set out an analytical framework for investigating issues about the need, provision, and utilization of job skills in contemporary economies. The framework is built upon two distinct concepts of skills: skills as characteristics of workers--such as those developed through education--and skills as characteristics of jobs--specifically those required to perform the tasks associated with jobs. The framework is not new, but rather employs existing concepts found in economics, sociology, and industrial psychology. It represents an attempt to synthesize notions found in these different, often competing theoretical paradigms in order to better understand the emerging issues in this area. The paper examines the implications of this framework for research and policy.

83-A9 Grubb, W. Norton. OCCUPATIONAL DEMAND AND THE RISE OF POSTSECONDARY VOCATIONAL EDUCATION. May 1983, 40 pp. \$2

Abstract

During the past two decades, the community college has grown faster than other levels of higher education and has become an increasingly vocational institution. These changes are part of the larger process of vocationalization that has affected almost every level of schooling at different times. The paper first outlines several possible theories that might explain expanding community college enrollments. Then it examines data on the growth rates of community college degrees and enrollments in specific occupational programs compared to the growth rates of employment in the relevant occupations;

the data suggest that a "pluralist" approach, considering a variety of explanations, is necessary to explain the changes in community colleges. The paper concludes with several suggestions for further research.

83-A10 Muir, William K. Jr. **TEACHERS' REGULATION OF THE CLASSROOM.** May 1983, 24 pp. \$2

Abstract

Teachers are subjected to outside commands because in their classrooms they command others; teachers are authorized to control the lives of their students. This essay explores the nature of the teacher's control in the classroom. An appreciation of the nature of power in the schoolhouse will illuminate the tension created when non-educators superimpose their rules on the regime of teachers at work. In addition, by analyzing the reaction of pupils to the regime of their teachers, we may come to understand the reaction of teachers to the regime of their state. Furthermore, the successes and failures of teachers with their pupils may reveal something about the means by which public officials may productively regulate teachers.

83-A11 Rumberger, Russell W. **THE EMPLOYMENT IMPACT OF GOVERNMENT SPENDING.** May 1983, 20 pp. \$2

Abstract

This paper estimates the level and composition of employment generated from government spending in 1980. Expenditures from the federal, state, and local levels of government represented one-third of the Gross National Product in 1980. Government spending generated 16 million jobs in the public sector and another 16 million jobs in the private sector through purchases and transfer programs. Altogether, government spending generated 34 percent of all civilian employment in 1980. Women, minorities, and college graduates have benefited particularly from the growth of government spending. Government expenditures in 1980 generated 60 percent of all professional and managerial jobs held by women and 50 percent of all jobs held by college graduates.

83-A12 Not in circulation.

83-A13 Elmore, Richard F. EDUCATION AND FEDERALISM: DOCTRINAL, FUNCTIONAL, AND STRATEGIC VIEWS. May 1983, 35 pp. \$2

Abstract

Is there a federal role in education? On the one hand, critics argue that the federal government has by a steady accumulation of policies usurped a traditional state function and that function should not be returned to the states. On the other hand, supporters of past federal educational interventions acknowledge that the federal government has, in some respects, overreached itself and has demonstrated by its ineptitude that it cannot play as large a role as they once thought. The purpose of this paper is to clarify, in some degree, alternative meanings of the term "federalism."

Briefly, my argument is: that there is no doctrinal support for the notion that education is exclusively a state function, or that the federal government has overreached its authority by becoming involved in education; that functional interdependence is the central fact of federal-state-local relations in education, even though it raises serious doctrinal questions; and, that the past errors of federal education policy have been errors of strategy, not errors of doctrine.

83-A14 Zumberger, Russell W. EDUCATION, UNEMPLOYMENT, AND PRODUCTIVITY. May 1983, 29 pp. \$2

Abstract

The United States currently faces two serious economic problems: declining productivity growth and rising unemployment. Both problems have escalated in recent years. And both problems will need to be solved in order for our country to return to the economic prosperity of prior years. Many business leaders, educators, and government officials view education as a key to solving both problems. Increasing education is thought both to increase productivity at the individual and societal levels, and to reduce the incidence of unemployment. Yet both notions about the efficacy of education are simplistic and have been challenged on both conceptual and empirical grounds. This paper discusses the nature of these two economic problems, examines their relationships with education, and reviews the assumptions and challenges underlying these relationships.

- 83-A15 Carney, Martin. **THE ROLE OF CAPITAL IN IMPROVING PRODUCTIVITY AND CREATING JOBS.** May 1983, 38 pp. \$2

Abstract

Productivity growth has declined significantly since the middle 1960s, while unemployment rates have recently risen to the highest levels since the great depression. Many observers believe that one way to help overcome both problems is to increase savings and investment in order to raise the amount of capital. This essay reviews the principal causes of the decline in productivity growth and increased unemployment, with particular focus on the effect of capital investment on these two economic problems. The paper examines how--if at all--the level of investment and investment patterns, interacting with labor force expansion, explain changes in productivity and employment during the current economic crisis. The last section of the paper also explores alternatives to the present system of capital investment, both as a way of raising more capital and deploying it for higher productivity growth and unemployment.

- 83-A16 Richards, Craig. **BILINGUALISM AND HISPANIC EMPLOYMENT: SCHOOL REFORM OR SOCIAL CONTROL?** July 1983, 34 pp. \$2

Abstract

The public sector, stimulated by an infusion of federal dollars, has been viewed as a particularly receptive employer of minority professionals. In the case of Hispanic professionals, it is widely presumed that public schools in general, and bilingual programs in particular, have been a major source of employment since the early 1970s. This paper describes and interprets changes in employment practices of California's public schools regarding Hispanic teachers.

- 83-A17 Daymont, Thomas N. **WORKER PRODUCTIVITY, EMPLOYMENT, AND AGING.** August 1983, 37 pp. \$2

Abstract

This paper examines the changing labor market role of older workers, with primary attention given to life cycle changes in incentives and opportunities to develop and utilize these productive capabilities. We find that, in general, the

later years are a time for utilizing existing skills rather than developing new ones. Although the economic status of most older individuals is improving and more favorable than generally believed, job displacement remains a special problem for older workers. Given our limited ability to treat job displacement, improved policies for reducing its incidence are needed. The analysis suggests that the keys here are flexibility and the internalization of the social costs, as well as the benefits, of investment decisions into the decision making process of firms. More specifically, unions and management need to give greater emphasis to wage and work-rule flexibility, increased levels of severance pay, and economic and strategic decision making participation by workers. In addition, greater flexibility is needed in the career development and retirement policies of organizations including policies that feature job rotation and continuing education and training that help workers keep pace with changes in technology.

83-A18 Combs, Michael W. **THE FEDERAL JUDICIARY AND NORTHERN SCHOOL DESEGREGATION: A STUDY IN JUDICIAL MANAGEMENT.** August 1983, 111 pp. \$5

Abstract

The purpose of this paper is to analyze the efforts of the federal judiciary to manage school desegregation litigation in Michigan and Ohio. The behavior of the district courts, the Court of Appeals for the Sixth Circuit, and the Supreme Court is examined in reconciling the various issues and concerns that surface in school desegregation litigation. By exploring the involvement of all three levels of federal courts, it should be possible to compare the roles of the various courts in institutional reform litigation.

Part I examines the principles and guidelines issued by the Supreme Court to govern school desegregation litigation from Brown to Keyes. Part II deals with the response of district courts to the principles and guidelines enunciated by the Supreme Court. Part III concentrates on how the Courts of Appeals for the Sixth Circuit have sought to apply constitutional principles to the decisions rendered by the district courts. Part IV focuses on the behavior of the Supreme Court in school desegregation litigation since Keyes and Part V is conclusions.

- 83-A19 Levin, Henry M. ABOUT TIME FOR EDUCATIONAL REFORM August 1983, 34 pp. \$2

Abstract

A centerpiece of recent national calls for educational reform has been the more effective use of time in learning. Commission reports and state legislation alike have pushed for extending the length of the school year and school day, and for improving the use of existing instructional time. This paper addresses the conceptual background and research literature that pertain to issues of time in learning in order to inform policy deliberations on the subject. It concludes that what is done with the time is probably more important in affecting student achievement than mechanical increases in the length of the school day or school year, or class time spent on particular subjects. Results are also likely to be highly dependent upon the nature of the student population, the subject, and the organization of instruction. Finally, there is no evidence that suggests that increasing the amount of time spent on learning is a more effective way to increase achievement relative to its costs than other instructional alternatives. Efforts to utilize time more productively should be selective and carefully designed to meet specific needs rather than being general and mechanical in nature.

- 83-A20 Bridges, Edwin M. THE MANAGEMENT OF TEACHER INCOMPETENCE. August 1983, 36 pp. \$2

Abstract

A current problem of critical importance to school administrators and parents of children in the public schools is the quality of the teaching force. This paper outlines a program of research on this problem and reviews what is known about three fundamental questions related to incompetence in the teaching profession. First, what is the nature of teacher failure in the classroom? Second, what are the ways in which administrators deal with incompetent teachers? Third, what are the organizational and individual consequences associated with the various ways of managing unsatisfactory teachers?

- 83-A21 Brackett, John, Jay Chambers and Thomas Parrish. THE LEGACY OF RATIONAL BUDGETING MODELS IN EDUCATION AND A PROPOSAL FOR THE FUTURE. August 1983, 70 pp. \$3

Abstract

This paper represents a backdrop from which to consider the development of a planning and budgeting model for local

education agencies. The first part of the presentation describes the demands and external pressures which impact resource allocation decisions in school districts. The ability of local school officials to link the cost consequences and implications of these policy and environmental pressures provide the rationale for designing the Local Planning and Budgeting Model (LPBM). The second part examines in detail the strengths, weaknesses and performance of two well-known, previous budget reforms, Planning Programming and Budgeting System (PPBS) and Zero-Based Budgeting (ZBB); and summarizes the lessons to be learned from these prior attempts to rationalize educational budgeting processes. The paper ends with a skeletal overview of the Local Planning and Budgeting Model's conceptual framework and the implications from part two for the development of a strategy for implementing the LPBM in local school districts.

- 83-A22 Hannan, Michael T. and John Freeman. **SCHOOL DISTRICT DEMOGRAPHY AND GOVERNANCE.** November 1983, 47 pp. \$2

Abstract

After many years of explosive growth, school systems in the United States have experienced a protracted period of shrinking enrollments. Styles of governance adapted to sustained growth are ill-suited for managing contraction. It has become increasingly clear that the governance of organizational decline is not well understood. This study extends earlier work on school district growth and decline by paying closer attention to the effects of unionization. An examination of the processes of personnel demography is conducted to determine whether there were shifts in California when collective bargaining and strikes by public employees were legalized. Finally, the paper asks whether the administrative intensity of school districts has anything to do with the rate at which employees certify unions as bargaining agents and engage in strikes.

- 83-A23 Bridges, Edwin M. and Barry Groves. **THE IDENTIFICATION, REMEDIATION AND DISMISSAL OF INCOMPETENT TEACHERS.** Obsolete See 84-A14.

- 84-A1 Bridges, Edwin M. and Patricia J. Gumport. **THE DISMISSAL OF TENURED TEACHERS FOR INCOMPETENCE.** February 1984. 40 pp. \$2

Abstract

Although the desire of teachers for tenure is understandable given earlier capricious actions by some school boards, parents and school officials have seldom supported teachers on this significant matter. This opposition is attributable in large part to two factors. First, both administrators and public school parents are concerned about incompetence in the teaching profession. Second, both groups alike view tenure as a major obstacle to removing incompetents from the profession. However, there has been no comprehensive empirical investigation of teacher incompetence. In an effort to shed light on the issue, this paper reports on an exhaustive study of court cases which involve the dismissal of tenured teachers for incompetence. The cases included in this study span a 43 year period from 1939-1982. Each case is examined to determine the nature of the classroom deficiencies, the types of evidence that were used, and the outcomes of the case (i.e., whether the school board's decision to terminate a teacher was upheld or reversed).

- 84-A2 **INDEX OF IFG PUBLICATIONS FOR THE YEARS 1982 AND 1983.** Obsolete. See 85-A1.

- 84-A3 Gilliland, Edward M. and Janice Radle. **CHARACTERISTICS OF PUBLIC AND PRIVATE SCHOOLS IN THE SAN FRANCISCO BAY AREA: A DESCRIPTIVE REPORT.** January 1984. 58 pp. \$3

Abstract

The characteristics of schools included within the IFG sample of private and public schools in the San Francisco Bay Area are compared with those reported in various published national surveys and the differences discussed. Next the sampling frame utilized for the Bay Area study is described and the differences between respondents and nonrespondents noted. Then differences and similarities between sampled private and public schools are reported with respect to school type (elementary, middle, secondary), number of grades offered, enrollments, ethnic composition of students,

inclusion within a larger administrative system, principal's decision-making influence, accreditation, participation in selected public programs (e.g., compensatory education, nutrition programs) administrator-student and teacher-student ratios, and emphasis on various educational goals.

84-A4 Rumberger, Russell W. and Henry M. Levin. **FORECASTING THE IMPACT OF NEW TECHNOLOGIES ON THE FUTURE JOB MARKET.** February 1984. 32 pp. \$2

Abstract

This paper examines recent occupational projections in order to determine how new technologies will affect future job growth in the United States. The first part of the paper reviews the methodologies used to derive occupational projections, focusing on how adjustments for technological change are incorporated into the forecasts. The second part of the paper reviews the most recent projections produced by the U.S. Bureau of Labor Statistics and compares them with projections produced by other organizations. The results reveal that neither high-technology industries nor high-technology occupations will supply many new jobs over the next decade. Instead, future job growth will favor service and clerical jobs that require little or no postsecondary schooling and that pay below-average wages.

84-A5 Scott, W. Richard. **ORGANIZATIONAL ASPECTS OF CONFLICTING REGULATIONS.** February 1984. 16 pp. \$2

Abstract

It is suggested that some of the conflicts and inadequacies that presently beset the development, implementation and enforcement of governmental regulation of education and other arenas can be explained by attending to the organizational character of the principal actors involved--both regulators and regulatees. Regulatory policies are examined as organizational outputs; the reactions of regulatees are viewed in terms of organizational process; and the relations between regulators and regulatees are interpreted as an interorganizational structure.

- 84-A6 Chubb, John E. THE POLITICAL ECONOMY OF FEDERAL AID TO EDUCATION. March 1984. 53 pp. \$3

Abstract

Federal aid to education has long been provided through the mechanism of the categorical grant. The Reagan Administration is attempting (with some success) to restructure this aid into consolidated block grants, in the expressed hope of reducing administrative and regulatory costs at all levels of government while leaving the benefits of the original program intact. Unfortunately, the political debate on the merits of grant consolidation is carried on in great ignorance of the actual impacts of federal grants, and with little theoretical idea of how grant implementation works. This analysis begins to fill both information gaps. First, it offers a theoretical perspective to help account politically for the performance of categorical grants--and the expected performance of block grants--with empirical support from case studies of the implementation of two of the largest federal education grants: Title I of the Elementary and Secondary Education Act (now Chapter One) and Vocational Education. Second, it provides a comprehensive econometric analysis of the effects of both of the grant programs on state and local taxing and spending--which also supports the political theory and the case analyses. The results suggest that well-monitored categorical income grants, like Title I, can have substantial supplementary effects at the state and local levels, while grants with even the added stimulus of matching provisions (such as Vocational Education) can have little effect, if poorly monitored. In short, categorical grant regulation pays.

- 84-A7 Encarnation, Dennis J. and Craig Richards. SOCIAL POLICY AND MINORITY EMPLOYMENT IN PUBLIC, CATHOLIC AND PRIVATE SCHOOLS. March 1984. 62 pp.

Abstract

The role of nonpublic schools in American education has emerged as an important policy issue over the last decade. Currently, a variety of federal, state and local programs already provide public financial support to private schools and their students. The paper explores the relative impact of selected government programs on a narrowly defined set of school operations. An open systems model is developed, in the context of which the effects of government programs on school

operations can be identified. The focus throughout is on factors that account for variation in racial staffing patterns between public, Catholic and private schools.

84-A8 Peters, Susan J. **DIRECTORY OF RESEARCHERS IN EDUCATIONAL FINANCE AND GOVERNANCE.** May 1984. 167 pp. \$3

Abstract

The third edition of IFG's Directory of Reserachers contains updated information concerning over 400 current research projects in the broad domain of educational finance and governance. Each entry provides the name and address of the researchers, the title of the project, a specific subject area indicator, a descriptive sentence, and the geographical region in which the work is being conducted. To facilitate access, each project is indexed by author, subject area, and geographical region.

The directory is designed to facilitate communications among and between researchers and educational policymakers. Research projects are assigned to four broad areas: educational finance and economics, educational politics, educational law, and educational organization. A table of contents is provided.

All researchers have been contacted to assure the current status or pertinence of these research projects, and outdated entries have been deleted.

84-A9 Kutner, Stephen I. **THE EFFECTS OF PENSION WEALTH ON THE AGE OF RETIREMENT.** May 1984. 36 pp. \$2

Abstract

This paper presents a quantitative assessment of the effect of pension benefits on the retirement behavior of older workers, with particular reference to the California State Teachers' Retirement Plan. If higher pension benefits induce individuals to retire earlier, there may be a real opportunity to decrease the average age of retirement. This study has four basic findings:

1. The effect of increasing pension wealth operates to encourage earlier retirement: a \$5,000 increase in pension wealth decreases the average age of retirement by 0.23 years.
2. The effects of Social Security and private pension eligibility show no apparent and marginally insignificant results, respectively.

3. Good health is associated with delayed retirement.

4. The effect of post-retirement earnings is to encourage earlier retirement: a \$1,000 increase in post-pension earnings decreases the average age of retirement by 0.15 years.

84-A10 Talbert, Joan E. TOWARD AN INSTITUTIONAL-CONTINGENCY VIEW OF SCHOOL ORGANIZATION. April 1984. 60 pp. \$3

Abstract

This study assesses an institutional-contingency view of school organization which emphasizes differences in authority principles and organization norms within the specialized environments of public, religious and non-religious private schools. Using data from a survey of Bay Area public and private schools we assess the organizational distinctness of the three sectors and the nature of differences in organizing tendencies. We also test the notion that sectors show different patterns of correlations among organization variables and analyze correlates of a social climate index by sector and including sector as variable. We find mixed support for arguments regarding the particular nature of organizational differences among the sectors but the data do reveal an expected clustering of organization tendencies within public, religious and non-religious sectors and substantially divergent correlations among organization variables. These results suggest the potential value of an institutional-contingency model of school organization and they caution against research or educational policy which assumes that a particular governance practice has a common meaning and consequences among public, religious and non-religious private schools.

84-A11 Levin, Henry M., Gene V Glass and Gail R. Meister. A COST EFFECTIVENESS ANALYSIS OF FOUR EDUCATIONAL INTERVENTIONS. May 1984. 48 pp. \$2

Abstract

In order to assist decisionmakers in considering different approaches to improving mathematics and reading performance of elementary school children, four different educational interventions are subjected to a comparative cost-effectiveness analysis. The four interventions include: reducing class size, increasing the length of the school day,

computer-assisted instruction, and peer and adult tutoring. Using the tools of meta-analysis and cost effectiveness, each intervention is evaluated and compared according to its cost-effectiveness in improving reading and mathematics scores. A discussion of the cost-effectiveness ranking of the interventions and implications is provided. In general, tutoring approaches are found to be the most cost-effective, while reducing class size and increasing the length of the school day are found to be the least cost-effective. Computer-assisted instruction ranks between these two extremes.

84-A12 Rumberger, Russell W. **HIGH TECHNOLOGY AND JOB LOSS.** May 1984. 35 pp. \$2

Abstract

Technology creates jobs, but it also eliminates them. These two outcomes raise two important questions: Does technology create more jobs than it destroys? Does technology create more higher-skilled jobs than it destroys? Evidence suggests that future technologies may provide different answers to those questions than past technologies. In the past, technology primarily displaced unskilled, physical labor in some sectors of the economy, while economic growth created more than enough jobs to offset those displaced by technology. In the future, however, technologies based on micro-electronics threaten to displace skilled, mental labor in all sectors of the economy, while continued increases in productivity may limit the ability of the economy to generate enough new jobs to offset those displaced by technology.

84-A13 Meister, Gail R. **SUCCESSFUL INTEGRATION OF MICROCOMPUTERS IN AN ELEMENTARY SCHOOL.** May 1984. 26 pp. \$2

Abstract

Microcomputers are already in a majority of American schools, but little is known about their integration into the school curriculum. This paper examines the features of an elementary school which contribute to the successful integration of computers in the curriculum. Because implementation of computers must be seen both as an educational innovation and as a distinct educational technology, their successful integration in the curriculum

requires unique site, district and regional supports. The analysis concludes with policy implications.

- 84-A14 Bridges, Edwin M. with the assistance of Barry Groves.
MANAGING THE INCOMPETENT TEACHER. July 1984. 81 pp. \$4.25

Abstract

This monograph describes eight elements of an organizational approach to identifying, evaluating, and dismissing incompetent teachers. The discussion considers the human, technical, and legal aspects of dealing with the incompetent teacher and examines these issues from the vantage point of the superintendent and the school board. The monograph contains a questionnaire which school officials can use in two ways: (1) to review the evaluation practices in their districts and (2) to guide their application of the ideas presented by the authors.

- 84-A15 Encarnation, Dennis J. and Craig E. Richards. **RACE AND EDUCATIONAL EMPLOYMENT: PUBLIC AND CATHOLIC SCHOOLS COMPARED.** June 1984. 33 pp. \$2

Abstract

Today, another restructuring of the operations of government is underway -- a response to the perceived failure of earlier government-initiated social reforms. Since state and federal education programs have been at the center of the new reforms, there are important implications for the continued reduction and redirection of educational funding and regulation on the future employment prospects of minority teachers in public and Catholic schools. This study explores within sector variations in minority employment in public and Catholic schools.

The present study is both geographically and occupationally specific: we examine patterns of employment for elementary and secondary teachers in public and Catholic schools operating in the six counties surrounding San Francisco Bay. Operating within the constraints of available data, this report explores several environmental determinants of minority employment in public and Catholic schools. Employing an open systems model of service delivery, the present study reassesses the ability of that model to explain variation in minority teacher employment across public and

Catholic schools. Subsequently we present a more detailed analysis of the different employment experiences of Black and Hispanic teachers within public and Catholic schools. Finally, the results of these two sets of analyses form the basis for a discussion of general conclusions and policy implications.

- 84-A16 Scott, W. Richard and John W. Meyer. **ENVIRONMENTAL LINKAGES AND ORGANIZATIONAL COMPLEXITY: PUBLIC AND PRIVATE SCHOOLS.** July 1984. 51 pp. \$3

Abstract

The environment within which an organization must operate is expected to influence its administrative and program characteristics. Since public schools operate in more complex and conflicting environments than do private schools, it is predicted that they will exhibit greater administrative complexity and less curricular coherence. These predictions are tested and largely confirmed by a review of previous research and in a new study utilizing data from a six-county survey of a sample of private, public and parochial schools and districts in the San Francisco Bay area.

- 84-A17 Ballentyne, Marina, Jay G. Chambers and Susanne Lajoie. **A COMPARATIVE STUDY OF PUBLIC AND PRIVATE SCHOOLS IN THE SAN FRANCISCO BAY AREA: A DESCRIPTIVE REPORT.** November 1984. 300 pp. \$5

Abstract

IFG designed and implemented a major survey of public and private schools in the six county San Francisco Bay Area which focuses on organizational dimensions in elementary and secondary schools. Private schools in this study include Catholic parochial and private schools, independent schools and schools of different religious affiliations. Furthermore, a survey of principals and teachers in the sample schools was conducted to determine similarities and differences among personnel in the public and private sector. The sampling was extensive: 563 public and 374 private schools and principals received questionnaires; 2471 public and 2688 private school teachers were surveyed. However, the return rate was modest.

This paper describes the data set resulting from the surveys of schools, teachers and principals in the public and private sectors. Sample design, rates of return, and the

majority of variables in both the school and personnel files are discussed in detail and illustrated in tables. Initial comparisons between public and private schools are highlighted, but will require further analysis of the data set to verify.

84-A18 Chambers, Jay G. PATTERNS OF COMPENSATION OF PUBLIC AND PRIVATE SCHOOL TEACHERS. August 1984. 60 pp. \$3

Abstract

General impressions suggest that public school teachers are paid higher salaries than private school teachers. Indeed the evidence is consistent with this general impression. But why the difference? Do public school teachers have better qualifications? Are private schools better places in which to work, and are they able to pay lower wages for comparable teachers? Do public and private schools even operate in the same market for teaching personnel? Are those individuals who seek employment in the private school sector from the same population as those seeking public school employment? What part does the ownership structure of the school play in the determination of teacher compensation? It is the purpose of this paper to provide some insights into these and related questions about the patterns of variation in compensation of public and private school teachers.

Our findings reveal that public school teachers earn more than teachers in nonpublic schools. Teachers in parochial schools are the lowest paid, while teachers in nonsectarian private schools are the highest paid among nonpublic school teachers. There appear to be structural differences in the patterns of wage variation between the different sectors. Public school teachers possess greater quantities of those characteristics that are valued in the market than nonpublic school teachers. Nonpublic school teachers sacrifice somewhere between 10% and 40% of the public school teacher salary to work in the nonpublic sector (depending on type of school within the nonpublic sector) and they are aware of their sacrifice. Finally, organizational and ownership structure of the school also appears to make a difference in salaries with profit-making schools being among the lowest paying, second only to parochial schools.

84-A19 Glass, Gene V THE EFFECTIVENESS OF FOUR EDUCATIONAL INTERVENTIONS. August 1984. 83 pp. \$4

Abstract

Using the techniques of meta-analysis, this paper seeks to estimate the effects of four educational interventions:

reductions in class size, increases in the length of the school day, computer-assisted instruction, and peer and adult tutoring. In addition to establishing the range of effects in the pertinent literature on these interventions as well as the factors that seem to be associated with different effect sizes, the paper provides explicit detail on the specific interventions that are analyzed in the cost-effectiveness analysis presented in a companion paper by Henry M. Levin, Gene V Glass, and Gary L. Meister (IFG Report No. 84-All).

- 84-A20 Murnane, Richard J. **THE RHETORIC AND REALITY OF MERIT PAY: WHY ARE THEY DIFFERENT?** July 1984. 41 pp. \$2

Abstract

It has been suggested that merit pay for teachers will elicit behavioral responses that will result in the country getting more of its money's worth from public education. The logic might be that since firms in competitive industries pay workers differentially according to their contribution to output, public schools would operate more efficiently if they would do the same.

However, the history of merit pay plans in the U.S. over the last 70 years reveals a disturbing pattern: merit pay has not lasted very long in most districts in which it has been tried. This research first reviews the vast literature on merit pay programs. Then, case studies were conducted of five districts whose contracts with teachers include elements of pay for performance. All five of the districts have had some form of merit pay for at least five years; all five plans include compensation bonuses of at least \$1,000 per year. Each of the case studies included open-ended interviews with central office administrators, school principals, and teachers. The goals of these interviews were to learn how merit pay worked in each district, how practitioners regarded particular aspects of the plan under which they worked, and what experiences they reported as responses to the incentives provided by their plan.

- 84-A21 Levin, Henry M. **COSTS AND COST-EFFECTIVENESS OF COMPUTER-ASSISTED INSTRUCTION.** September 1984. 33 pp. \$2

Abstract

The purpose of this paper is to examine what is known about the costs and cost-effectiveness of computer-assisted

instruction (CAI) by presenting an appropriate cost methodology, applying it to CAI, and exploring the validity of four popular assumptions. These assumptions are: (1) that computer hardware accounts for most of the cost of delivering CAI; (2) that drastic declines in future costs of computers will create similar cost reductions in CAI; (3) that networks of micro-computers used for CAI are less costly than mini-computers with similar capabilities; and (4) that CAI has been found to be more cost-effective than other instructional alternatives. The first three assumptions are directly contradicted by the available evidence. With respect to cost-effectiveness in raising student achievement in mathematics and reading, CAI was found to be more cost-effective than reducing class size, increasing the length of the school day, and adult tutoring, but considerably less effective than peer tutoring.

84-A22 Appelbaum, Eileen. **TECHNOLOGY AND THE REDESIGN OF WORK IN THE INSURANCE INDUSTRY.** November 1984. 27 pp. \$ 2

Abstract

Driven by rapid changes in the financial environment, insurance companies are exploiting the capabilities of computer and information technologies to redesign jobs and reorganize work. Interviews at six major carriers indicate that the redesign of work varies widely within the industry, suggesting that there is considerable latitude in how the technology is utilized. Nevertheless, important trends can be discerned. It is already clear that automation is eliminating not only less-skilled clerical work, but also lower-level professional jobs as the more routine aspects of professional work are automated and folded into clerical jobs. This study examines the implications of these changes for employment levels, job skills, educational requirements and occupational mobility within the insurance industry.

84-A23 Woo, Louis K. **THE SHORTAGE OF MATHEMATICS AND SCIENCE TEACHERS: LESSONS FROM HIGHER EDUCATION.** November 1984. 30 pp. \$2

Abstract

In higher education shortages of faculty members in engineering and business schools are considered extremely

serious. Similar conditions of shortages exist in elementary and secondary school in the mathematics and science teacher market. This paper examines what available strategies are employed by the higher education institutions and if these strategies can provide some options for elementary-secondary schools. What we have found is that the basic parallel between elementary-secondary schools and higher education should not be overdrawn. There are more non-salary options to address the market shortages in the university level than in the elementary-secondary level. Accordingly, the situation of elementary and secondary schools is considerably worse. Even so, it is interesting to see the degree to which all the adjustments at the university level still leave shortages that must be remedied through salary differentials and other benefits. Therefore, it is difficult to see how elementary and secondary schools with less non-salary options can effectively deal with the shortage conditions without wages and benefit adjustments.

84-A24 Rumberger, Russell W. **THE POTENTIAL IMPACT OF TECHNOLOGY ON THE SKILL REQUIREMENTS OF FUTURE JOBS.** November 1984. 30 pp. \$2

Abstract

This paper assesses the potential impact of technology on the skill requirements of future jobs. The paper first explores some of the theoretical and methodological issues surrounding the topic of skill requirements. Then it examines the impact of past technologies on skill requirements. Changes in the skill requirements of jobs result from shifts in the composition of jobs in the economy. In the past, technology tended to reduce the skill requirements of jobs, while the changing composition of jobs favored more skilled occupations. In the future, technology will continue to lower the skill requirements of many occupations, while future job shifts will not favor more skilled occupations. Some of the implications of this future scenario are discussed.

84-A25 Levin, Henry M. **RAISING PRODUCTIVITY WITH EDUCATION AND TECHNOLOGY.** November 1984. 29 pp. \$2

Abstract

Both education and technology have been major sources of productivity growth in the U.S. economy. The purpose of this paper is to explore the role that education and technology could play in raising productivity in the future. One aspect of education that has been largely ignored in the productivity

literature is the ability of more educated workers to make resource allocation decisions which improve the effectiveness of the firm. In addition to more efficient allocation of materials and other resources, there is the central concern of the allocation of the worker's own time to different work tasks. Recent micro-electronics technologies can provide the decentralization and information requirements that might assist such worker allocations, but most firms do not provide the wide latitude and incentives required to take advantage of these allocative effects. The paper sets out empirical evidence supporting these contentions as well as criteria for organizational change and technological applications that will contribute to higher productivity through the fuller utilization of educated labor.

- 84-A26 Rumberger, Russell W. **IS THERE REALLY A SHORTAGE OF MATHEMATICS AND SCIENCE TEACHERS? A REVIEW OF THE EVIDENCE.** November 1984. 30 pp. \$2

Abstract

Many people believe that one major problem currently confronting American education is a severe shortage of mathematics and science teachers. This paper develops alternative ways of measuring shortages and reviews the evidence based on these alternative measures. Evidence from other studies as well as new evidence presented here suggests that shortages do exist, but that they are much less severe than previous studies have claimed. In addition, comparisons with earlier studies suggest that shortages of qualified mathematics and science teachers have existed at least since the 1960s. The present analysis reveals that two factors contributing to such shortages are the placement of recent qualified graduates outside of teaching, and the misassignment of certified graduates who go into teaching.

- 84-A27 Strober, Myra H. and Carolyn L. Arnold. **INTEGRATED CIRCUITS/SEGREGATED LABOR. WOMEN IN COMPUTER-RELATED OCCUPATIONS.** November 1984. 35 pp.

Abstract

This paper examines several aspects of gender segregation within three new computer-related occupations. Using data from the Public Use Samples of the 1970 and 1980 Census, we ask: Are these occupations less segregated by gender than are older occupations? Do these occupations provide an opportunity for women to earn higher salaries than women with

equivalent years of educational attainment can earn in other occupations? Do these occupations provide an opportunity for women to earn the same salaries as men with equivalent years of education?

Although it is widely believed that new high technology occupations offer more gender equality than do older, established occupations, especially for those with higher education, we find that there is considerable gender segregation in computer-related occupations as well as considerable male-female salary differentiation. We suggest that one of the major causes of the salary differentiation is that men and women in computer occupations are not employed equally across industries; women tend to be employed more frequently in the lower-paying end-user industries.

85-A1 INDEX OF IFG PUBLICATIONS FOR THE YEARS 1982, 1983 and 1984.
March 1985. 65 pp. No longer available.

85-A2 Levin, Henry M. SOLVING THE SHORTAGE OF MATHEMATICS AND
SCIENCE TEACHERS. January 1985. 24 pp.

Abstract

Present shortages of mathematics and science teachers in secondary schools are not a new phenomenon. Such shortages have been present for at least 40 years, with only the magnitude of the shortages fluctuating. Nor is the cause of the shortages a new phenomenon. Just as school salary policy, with its reliance on the single salary schedule, has not provided competitive salaries for mathematics and science specialists in the past, that practice continues to create a shortfall in the number of qualified mathematics and science personnel willing to take teacher-training and offer their services to schools. It is only by providing special increments to attract mathematics and science specialists that a long-term solution can be effected. Schools can accommodate such a change in policy through careful and systematic planning. Both the state and federal governments have roles to play in assisting schools to provide salary policies that will attract adequate numbers of qualified teachers for all openings.

85-A3 Creighton, Andrew and David Strang. STUDYING THE
ORGANIZATIONAL STRUCTURE OF PUBLIC EDUCATION: DATA SOURCES,
DATA QUALITY, AND HYPOTHESES. March 1985, 45 pp.

Abstract

This report describes some of the various sources of data that are available to analyze the organization of the public education sector in the United States and some of the ways in which these sources can be used to evaluate hypotheses on the administrative features of that sector. Section II is a description of the kinds of data describing the organization of public education that are commonly available. Section III

is a description of the data sets themselves: the variables they contain, the time frame of the data set, their sources, and their availability. Section IV provides examples of the way these data sets can be used, both separately and in combinations, to examine and test arguments about changes in the organization of education.

85-A4 Rumberger, Russell W. **THE IMPACT OF EDUCATION ON PRODUCTIVITY AND EARNINGS.** March 1985. 22 pp.

Abstract

This paper examines the impact of education on individual productivity and earnings. A model is proposed where workers' education is divided into two components: that which is required and thus fully utilized in the job, and that which exceeds the amount required and thus may be underutilized in the job. The model is tested with data from the 1969, 1973, and 1977 Quality of Working Life Surveys. Required education for each occupation is estimated from workers who occupy the job as well as from estimates by the Dictionary of Occupational Titles. The results show that surplus or underutilized education is rewarded at a lower rate than required education, with the actual return dependent on the type of job. In general, workers in professional and managerial occupations are able to better utilize their education and receive increased earnings, whereas workers in other occupations are unable to utilize their surplus education and thus receive no additional earnings from it.

85-A5 McLaughlin, Milbrey W., Scott Pfeiffer, Deborah Swanson-Owens, and Sylvia Yee. **STATE POLICY AND TEACHING EXCELLENCE.** April 1985. 48 pp.

Abstract

A broad cluster of mutually reinforcing conditions explain the current condition and the quality of classroom practices. These interrelated factors require a comprehensive solution. This paper assesses a variety of widely adopted teacher reform initiatives against the reality of teaching. The most popular policy solutions are examined, weighing the strengths and weaknesses, the promise and limit of each. A close look at the institutional reality of teaching indicates current policy reforms to be fundamentally inadequate treatments because they miss factors central to the

motivation, development, support and performance of the teaching corps. The measures needed to accomplish goals of increased excellence in teaching are institutional reforms that make substantial changes in the teaching workplace -- comprehensive changes that are rooted in the functioning of the school systems.

- 85-A6 **McLaughlin, Milbrey W., Patrick M. Shields, and Dale J. Rezaiek. STATE AND LOCAL RESPONSE TO CHAPTER 1 OF THE EDUCATION CONSOLIDATION AND IMPROVEMENT ACT, 1981.** April 1985. 180 pp.

Abstract

In 1981 Congress replaced the 48 pages of Title I of the Elementary and Secondary Education Act with the six pages of Chapter I of the Education Consolidation and Improvement Act. The new legislation substantially modified the prescriptive nature of Title I, seeking to eliminate burdensome federal regulations governing the major federal compensatory education programs. This study examines the effects of the change in the legislation on federal, state, and local administration of the program. Our findings are based on interviews with federal education officials, and educators in eight states and 24 local educational agencies in those states. We find the new legislation strikes a good balance between the need at the local level for increased flexibility to shape effective programs and the federal goal of ensuring the delivery of supplementary services to educationally disadvantaged students.

- 85-A7 **Grubb, W. Norton. RESPONDING TO THE CONSTANCY OF CHANGE: NEW TECHNOLOGIES AND FUTURE DEMANDS ON U.S. EDUCATION.** April 1985. 39 pp.

Abstract

Recent commission reports in the United States have criticized the schools for allowing a decline of academic and general skills. These calls for reform provide the basis for examining what the schools should do to prepare students for a high-tech future. While many of these reports stress the need for improved teaching of science, math, and computer-related subjects in order to enhance international competitiveness, the vocational reasons for reforming the schools seem rather weak. Instead a set of non-vocational rationales are the most

compelling. However, the most serious problems for the proposed reforms is that many recommendations are contrary to the trends and structural pressures within American education.

85-A8 Carnoy, Martin. **THE LABOR MARKET IN SILICON VALLEY AND ITS IMPLICATIONS FOR EDUCATION.** May 1985. 42 pp.

Abstract

Santa Clara County in California is a prime example of what high tech growth promises in terms of employment, salary structures, and educational requirements for those areas where high tech industry flourishes. We find a high degree of gender polarization in the electronics industry, where women are largely employed in relatively low-skilled jobs requiring little schooling and men are employed in jobs requiring very high levels of education. Yet, both groups do well, earnings-wise--anglo men because of the high pay-off to higher education and anglo women because of the longer time worked during the year and the higher pay-off to higher education than in other sectors. We also find a high pay-off in the county as a whole, to Hispanics who complete high school and to those who complete some college. Our data show, however, that the slow growth of traditional manufacturing will hurt Hispanic males more than any other group.

As the electronics industry grows, increased polarization of the labor force in the county can be prevented, we argue, if the economic pay-off signals in the labor market are translated into school policies that (1) focus on bringing more girls and young women into science and math courses, steering them toward technical, college-level training, and (2) also focus on getting more Hispanics into college. According to our estimates, such policies will not only reduce polarization, they will also be responding to the greatest economic pay-offs in the county's labor market.

85-A9 Elmore, Richard F. **REFORMING THE FINANCE AND STRUCTURE OF EDUCATION AND TRAINING IN RESPONSE TO TECHNOLOGICAL CHANGE.** May 1985. 28 p.

Abstract

The need for the educational system to be more responsive to a future economy that will increasingly be influenced by technological change is one of the primary underpinnings of

the current reform movement in education. One way to make educational institutions more responsive is to change the way they are organized and financed. Yet this paper presents several reasons not to base reforms of education and training mainly on the objective of improving the responsiveness of institutions to changes in technology. First, the objectives of education and training are more complex than the common rationale for reform suggests. Second, most reform efforts only address discrete pieces of a complex collection of institutions and financing mechanisms and, consequently, are unlikely to bring about fundamental change. Third, the main problem with education and training is not the failure to adapt, but rather the diffusion of responsibility among institutions and between institutions and individuals.

85-A10 **Jensen, Donald N. JUDICIAL ACTIVISM AND SPECIAL EDUCATION.**
August 1985. 110 pp.

Abstract

Public policy in this country is regularly made by the courts. Prisons and jails, school systems, juvenile detention facilities, and other institutions are frequently the focus of lawsuits by individuals seeking to improve the services they receive. Changing public services through the law, however, requires that the behavior of an organization's members be subtly altered, that new technology be adopted, or that new theories of social science be used and incorporated into existing organizational routines. The research on which this paper is based examines two issue areas that typify judicially mandated reform -- prison and jails on the one hand, and special education on the other. The comparative frame makes it possible to anticipate what is likely to happen when a court seeks to make social policy. The different substantive issues, organizational settings, and interest group activities in each issue area shed light on the underlying question: what difference does a court suit make, and why? After a discussion of the emergence of institutional reform litigation, the impacts of two special education decisions are explored.

85-A11 **Meyer, John W., W. Richard Scott, David Strang, and Andrew Creighton. BUREAUCRATIZATION WITHOUT CENTRALIZATION: CHANGES IN THE ORGANIZATIONAL SYSTEM OF AMERICAN PUBLIC EDUCATION, 1940-1980.** August 1985. 50 pp.

Abstract

American public school classrooms have changed greatly over their history, as has the organizational structure that holds them together in a national system. One aim of this paper is to describe some of these organizational changes over recent decades, using available data. A second task is to examine hypotheses about why bureaucratization in education occurs. Primarily, the paper tests the hypothesis that the source of the bureaucratization of the American educational structure in recent decades reflects the expanded power of the federal government in the system.

- 85-A12 Cohen, David K. and Richard J. Murnane. **THE MERITS OF MERIT PAY** November 1985. 45 pp.

Abstract

Merit pay for teachers is in the news, but not for the first time. The idea has been powerfully though intermittently appealing to school boards, administrators, and school reformers for more than half a century, and thousands of districts have tried merit pay. This paper begins with the historical record on merit pay for teachers, and then examines six school districts that have been using merit pay schemes for at least six years to learn how merit pay worked, and why and to what effect. Information was gathered through interviews with scores of teachers, many principals, several central office administrators, and local documents on each scheme studied. Each of the six districts used one of four specific strategies to cope with three serious problems associated with merit pay.

- 85-A13 Levin, Henry M. and Gail R. Meister. **EDUCATIONAL TECHNOLOGY AND COMPUTERS: PROMISES, PROMISES, ALWAYS PROMISES** November 1985. 60 pp.

Abstract

Educational technologies have, throughout their history, been characterized by promise rather than realization of that promise. The authors of this paper suggest that the difficulties are generic, including misplaced emphasis on hardware and neglect of high-quality software. Interviews with industry and school personnel reveal the chief obstacles in the software market for computer-assisted instruction

(CAI). The authors describe the economic feasibility of a large-scale, high-quality software development project, and propose policy interventions that would eliminate some of the generic obstacles, thus freeing CAI to deliver on its promise.

- 85-A14 Murnane, Richard J. and David K. Cohen. **MERIT PAY AND THE EVALUATION PROBLEM: UNDERSTANDING WHY MOST MERIT PAY PLANS FAIL AND A FEW SURVIVE** November 1985. 40 pp.

Abstract

Designing a compensation system that provides strong incentives for employees to pursue organizational goals vigorously is a challenge every organization faces. Merit pay for teachers is often suggested as a compensation system that will enable public school systems to meet this challenge. Yet the promise of merit pay is dimmed by knowledge of its history: most attempts to implement merit pay for public school teachers over the last 75 years have failed.

The first part of this paper uses microeconomics, the intellectual home of merit pay, to explain the failures of most merit pay plans. We show that merit pay, even taken on its own terms, does not provide a solution to the problem of how to motivate teachers.

The second part of the paper investigates why merit pay survives in a very few school districts. The analysis is based on interviews conducted with a great many teachers and administrators in six school districts with enduring merit pay plans. We explain that in these quite special districts, merit pay contributes solutions to problems quite different from the problem of motivating teachers.

- 85-A15 Chubb, John E. and Terry M. Moe. **POLITICS, MARKETS, AND THE ORGANIZATION OF SCHOOLS** November 1985. 60 pp.

Abstract

If public and private schools differ in their effects on student achievement, what accounts for the difference? Teachers and administrators from approximately 500 of the High School and Beyond Schools, including almost all of the private schools, were administered questionnaires, and their responses permit detailed descriptions of schools -- their relationships with parents and outside authorities, their leadership, their

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organizational structure, their interpersonal relationships, and their educational environments and practices. When these data are merged with existing HSB data, they offer healthy prospects for explaining the differences in school performance that have been observed, but not understood. This paper takes a first step in exploring the differences in organization of public and private schools, with an aim toward understanding how those differences determine relative school performance. Schools generally strive to be effective and have a reasonable idea of what it takes. But not all succeed, and variations in performance are great. The general explanation explored in this paper is that the school environment exerts important and systematic influences over the development of the organizational characteristics necessary for success. By comparing public and private schools we hope to show not only how those influences differ across sectors, but how they may work more generally.

85-A16 **Jensen, Donald N. STATE COURTS AND THE NEW FEDERALISM**
November 1985. 45 pp.

Abstract

The New Federalism of the Reagan Administration has given impetus to, and encouraged activism of, the state courts. The effort to cut back the federal educational role not only requires state political officials to assume a greater role in education, it also sets new challenges for state judges. Will the state courts use the tools of legalization, the language of rights, and a strong reliance on procedural guarantees to protect benefits no longer safeguarded by Washington? This research addresses several issues posed by recent state court activism in education through four state case studies.

PROGRAM REPORTS

- 82-B1 Kirst, Michael W. **TEACHING POLICY AND FEDERAL CATEGORICAL PROGRAMS.** February 1982, 35 pp. \$2

Abstract

While there are numerous studies concerning the impact of federal categorical aid on local schools, there are very few that focus on teachers and classroom. This paper synthesizes what is known about federal categorical impact on teaching policy, and provides a predictive framework for which federal policies will have a long term impact. The paper analyzes increases in specialists and aides caused by federal programs. A rationale is provided for which categorical approaches and components will have high, moderate, or low impact. The paper concludes that several categorical elements have changed teaching policy, and this impact will persist if federal policy is maintained.

- 82-B2 Catterall, James S. and Henry M. Levin. **PUBLIC AND PRIVATE SCHOOLS: EVIDENCE ON TUITION TAX CREDITS.** February 1982, 21 pp. \$2

Abstract

In addition to its findings regarding the effects of public versus private high schools on segregation and pupil achievement, Public and Private Schools (James Coleman, et.al.: 1981) presents arguments for public policies which would enhance enrollments in private secondary schools. This controversial recommendation hinges upon the authors' projections of enrollment responses by minority and economically disadvantaged families to a hypothetical "tax rebate" or tuition tax credit. The purpose of this analysis is to examine both the premises and implications of these enrollment response estimates and to trace these issues to the authors' suggested policies. Further we discuss the likely effects of tuition tax credits in this policy debate according to a more standard economic framework; we suggest that tax credits would primarily affect enrollments by reducing the "price" of private schooling rather than by enhancing family income. We find that for a variety of reasons these price effects are least likely to alter enrollments patterns among low income and minority families, and thus a major policy suggestion of the report is challenged.

- 82-B3 Chaffee, Ellen Earle. **RATIONAL BUDGETING? THE STANFORD CASE.** March 1982, 31 pp. \$2

Abstract

The budget decisionmaking process at Stanford University during the 1970s was said to be rational, although both theory and other empirical studies suggested it was more likely political or bureaucratic. Using Simon's theory of bounded rationality and an organizational level of analysis, the Stanford decision process was tested for its rationality through triangulation, mixing qualitative and quantitative methods. Although the results suggest that the process was rational, when taken in the context of other university budget studies alternative conclusions appear more supportable. First, decision processes probably conform to more than one theoretical model. Second, decision process and decision outcome may be independent, so that one cannot be predicted from the other.

- 82-B4 Weiler, Hans H. **EDUCATION, PUBLIC CONFIDENCE, AND THE LEGITIMACY OF THE MODERN STATE: IS THERE A "CRISIS" SOMEWHERE?** June 1982, 41 pp. \$2

Abstract

Based on an extensive review of public opinion and related data gathered over the past twenty years, the paper argues:

(a) that there is a substantial decline of confidence in this country's public education;

(b) that this decline mirrors and reflects a much more encompassing and fundamental decline of confidence in the authority of the state, and that it is thus more deeply embedded in the political life of the country than if it were "merely" an instance of dissatisfaction with the public school system as such; and

(c) that the decline in confidence in public education in turn tends to compound and aggravate the general "crisis of confidence" of the state in this as well as other Western societies.

- 82-B5 Encarnation, Dennis J. **WHY CREATE A SEPARATE DEPARTMENT OF EDUCATION? A BUDGETARY ANALYSIS.** December 1982, 28 pp. \$2

Abstract

Controversy surrounding the creation of a separate cabinet-level Department of Education continues unabated and

seems to have intensified. Key Republican leaders in Congress have endorsed their party's official position that the new Department represents yet another example of pernicious federal intrusion into state and local affairs. It is appropriate to reexamine certain propositions that gave rise to the Department's creation such a short while ago.

All supporters of the establishment of a separate cabinet-level department for education agreed that budgetary politics in the executive branch of the federal government adversely affected education programs. This paper examines the impact of the Department of Health, Education and Welfare budgetary politics on the Office of Education in the light of uncontrollable health and welfare authorizations. To assess the impact of a change in cabinet status, the essay will extrapolate from the recent experiences of reorganization efforts that have affected other domestic policy arenas: housing and urban development, and transportation. The analysis will conclude with an appraisal of the past, present and future politics surrounding the creation of a separate cabinet-level Department of Education.

82-86

Presley, Jennifer B. **SELECTION AND STRATIFICATION IN GRADUATE EDUCATION.** December 1982, 24 pp. \$2

Abstract

Previous studies have reported that men who graduate from selective undergraduate institutions are more likely to attend prestigious graduate and professional programs, all else equal. This study extends that work to include women, and asks the question "who does the sorting, and on what basis?" Student self-selection was found to be responsible for the relationship between undergraduate institution and graduate program prestige. College had an independent effect on students' choices even after controlling for aptitude and other background characteristics. In addition, men were more likely than women to apply to prestigious academic graduate (but not professional) programs.

82-87

Rumberger, Russell W. **THE STRUCTURE OF WORK AND THE UNDERUTILIZATION OF COLLEGE-EDUCATED WORKERS.** December 1982, 26 pp. \$2

Abstract

While the demands for a skilled work force have increased in recent years with advances in new technology and industrial

transformation, critics have argued that capitalistic work organizations tend to be rigid in the short run and act to routinize and deskill in the long run. At the same time, the supply of college-educated labor in many advanced industrial countries has increased beyond the needs of employers. This paper examines the increasing disparity between the educational requirements of jobs on the one hand, and educational attainments of workers on the other, particularly the underutilization of college-educated workers. It draws on the theoretical literature and recent evidence from the United States. It also explores some of the implications of this phenomenon for the transformation of work and suggests a research agenda to better understand this phenomenon.

82-B8 Levin, Henry M. EDUCATION AND WORK. December 1982, 42 pp. \$2

Abstract

This essay attempts to provide a contemporary view on the connections between education and work, including an explanation for the for the organizational and substantive similarities between workplaces and schools. Both normative and positive theories of the links between education and work are reviewed. Normative theories include those that specify the desirable role of the schools in preparing the young for the workplace. Positive theories refer to those which attempt to explain how and why the two sets of institutions are linked. The paper concludes with an analysis of potential educational and workplace reforms that are likely to take place in the future as well as a potential research agenda.

82-B9 Levin, Henry M. SCHOOL FINANCE. November 1982, 38 pp. \$2

Abstract

This essay attempts to provide a general overview of the field of school finance. The first part of the presentation links educational decisions to at a societal level to their implications for school finance and prospective tools for addressing financial issues. These decisions include how much and what types of schooling will be provided, who should pay

for schooling, and what is the appropriate governmental structure. The second part of the article sets out criteria and mechanisms for obtaining and allocating resources for elementary and secondary education. The paper ends with a short summary and a statement of future issues.

- 82-Bi0 Chambers, Jay G. and Joan O'Brien. **COST CONSEQUENCES OF CHANGES IN THE DEMOGRAPHICS OF THE EDUCATIONAL WORKFORCE FOR LOCAL PUBLIC SCHOOL DISTRICTS.** January 1983, 68 pp. \$3

Abstract

A school district's expenditures on teachers depends upon the level and composition of the teaching force in addition to their associated salaries. This report uses a Markov probability model to project the composition of a teaching force across years of teaching experience and educational qualifications and applies the model to data gathered from a suburban California public school district. The model is designed to simulate alternative employment and personnel practices and policies and to examine the potential cost and service implications of certain exogenous changes in the patterns of student enrollments.

- 83-B1 Willms, Douglas. **PUBLIC AND PRIVATE SCHOOLS: THE EVALUATION OF CHOICE IN EDUCATION.** March 1983, 38 pp. \$2

Abstract

The choice between a public or private education is one of the main elements of family and individual choice in the U.S. educational marketplace. Many recent research studies have not adequately addressed many of the issues concerning educational choice. It is likely that the range in quality within the two sectors far outweighs the importance of differences between them. In addition, a preoccupation with the statistical significance of private schooling effects indicates that researchers have failed to consider the actual size of the effect and its relationship to students' opportunities following high school. This study presents an analysis that provides estimates of school effectiveness for different types of students in different kinds of schools. Both the statistical significance and the social significance of estimates of private schooling effects are discussed.

- 83-B2 Mitchell, Douglas E. and Dennis J. Encarnacion. **ALTERNATIVE STATE POLICY MECHANISMS FOR INFLUENCING SCHOOL PERFORMANCE.** September 1983, 32 pp. \$2

Abstract

Neither scholars nor policy makers have clearly developed conceptual frameworks for interpreting the goals of state-level education policy, or for assessing the alternative mechanisms through which those goals can be effectively pursued. This paper offers a modest beginning on the needed conceptual development process. According to the conceptual model developed in the paper, the bulk of state education policy can be best understood as a matter of using some combination of seven basic policy mechanisms or strategies to pursue one or more of three often competing educational goals--efficiency, equity and quality.

These policy mechanisms include efforts to shape the school system's structural organization, revenue generation, resource allocation, personnel training and certification, program definition and accreditation, curriculum materials selection and development, and student testing and assessment.

The paper details ways in which each state policy mechanism has been used at various times by school clients and school professionals (teachers or administrators) to achieve efficiency, equity, and/or quality in the educational services provided.

- 83-B3 Encarnacion, Dennis J. **CRITICAL TENSIONS IN THE GOVERNANCE OF CALIFORNIA PUBLIC EDUCATION.** August 1983, 80 pp. \$4

Abstract

Since the inception of public education in California, educational policymaking has involved decisions concerning seven issues of strategic importance to the provision of educational services. These include decisions affecting organizational structure, revenue generation, resource allocation, program definition, instructional materials, personnel qualifications, and testing and assessment. Control over each of these seven "strategic control mechanisms" defines power in educational governance. The objective of this paper is to isolate these seven issues of strategic importance to educational policy, and to explain current policy-making in terms of the resolution of two critical tensions that affect each strategic issue in a different way.

In a federal system of governance characterized by a sharing of governmental authority, competition for control over these strategic mechanisms is waged by federal, state and local decision-makers. Additionally, in the actual provision of educational services, issues of distributive equity,

economic efficiency, and political legitimacy must each be addressed. For a variety of political and technical reasons, each of those three issues created a tension between centralized or decentralized approaches to policy. These tensions among the levels of governmental authority must be resolved through a mix of centralized and decentralized decision-making strategies. The resolution of tension across these levels will be different for each of the seven strategic mechanisms for controlling educational governance.

Furthermore, at any given level of authority, competition for control is also waged along another dimension. A combination of executive leadership, politically neutral technical competence, and democratic legitimacy must be blended if the educational enterprise is to run efficiently, if it is to be effective in its delivery, and if it is to maintain public support. Since neither teachers, administrators nor clients, can individually provide all three of these resources, satisfaction of some combination of each of their fundamental interests is necessary for the delivery of educational services. The resolution of tension among and between these three interests is critical to educational governance, and will vary significantly from one strategic issue to the next.

Resolution of critical tensions between federal, state, and local levels of authority and between labor, management, and consumer interests for each of the seven "strategic control mechanisms" are examined. A brief examination of the cumulative effects and implications of these several processes concludes the paper.

83-34

O'Brien, Joan A. A MODEL TO PREDICT THE FUTURE COMPOSITION OF A SCHOOL DISTRICT'S TEACHING FORCE. November 1983, 28 pp. \$2

Abstract

Powerful economic, cultural and political forces are interacting with the decline in student enrollments to create a complex web of pressures which must be dealt with by school districts. Effective planning is imperative if decisionmakers are to meet the challenge of the 1980s. An educational personnel planning model would be of great assistance.

The central problem in the development of an educational personnel planning model lies in the projection of the composition of a district's teaching force by teaching experience and educational qualifications. This paper focuses on a solution to the problem.

Survival Analysis is applied to data gathered from a suburban California public school district. The teacher

characteristics which are important predictors of the time that a teacher is likely to continue teaching in the district are identified. Based on these characteristics, a Cox regression model is developed. This model estimates the probability that a teacher with a given set of characteristics will still be teaching in the district for each year of a five-year projection period.

83-B5

Kirp, David L. and David J. Jung. **SCHOOLS AND RULES: UNDERSTANDING LEGALIZATION IN COMPARATIVE PERSPECTIVE.** November 1983, 122 pp. \$5

Abstract

American educators believe that they are especially vulnerable to the legalization of policy questions, but this view is overly parochial. Legalization is one of the master trends of governance in many modern societies. Law-like rules and a belief in rights enforceable against the state are commonplace in most Western Democracies.

This paper describes the experience with legalism in the United States, Britain, West Germany and Israel in the context of each country's legal, political and educational systems. It describes the patterns that emerge from comparing these countries, and makes suggestions about the variations in those patterns of legalization. It argues that what really distinguishes the American experience has been a reliance on the judiciary as the primary interpreter of the meaning of constitutional and statutory provisions, and the accompanying transformation into legal issues of problems that are elsewhere considered primarily political, professional or administrative. The effect of this development has been to give the courts an active role in shaping the distribution of educational resources.

84-B1

McLaughlin, Milbrey W. **IMPLEMENTATION REALITIES AND EVALUATION DESIGN.** February 1984. 37 pp. \$2.

Abstract

This essay draws on the past decade's experience with program implementation to examine the conduct and use of evaluation. It considers assumptions central to dominant evaluation strategies against evidence about how programs are carried out and factors affecting outcomes. Implications for evaluation practice are offered in five areas: evaluation objectives; units of analysis; outcome measures; differentiation of evaluation strategies, and the concepts of youth.

84-B2 Jensen, Donald N. **READING, WRITING AND RIGHTS: BUSING FOR RACIAL BALANCE IN THE 1970s.** January 1984. 50 pp. \$2

Abstract

The Keyes decision of the U.S. Supreme Court approved the transportation of public school students in many Northern cities for purposes of racial balance and inaugurated one of the great public policy controversies of the 1970s. Purporting to embody the constitutional principles contained in the Brown desegregation decision of 1954, Keyes and subsequent busing cases around the country sought both to integrate American public schools and to improve minority group performance. This article argues that court-ordered busing failed to achieve these goals, and that the outspoken parental opposition to busing was in large part justified. It suggests that perhaps the most enduring positive result of busing (and other civil rights decisions) was the stimulus it gave to the civil rights revolution; but if the two goals of busing are actually to be achieved, alternatives must be sought to a reliance on court-imposed rules.

84-B3 Tsang, Mun C. and Henry M. Levin. **THE ECONOMICS OF OVEREDUCATION.** January 1984. 39 pp. \$2.

Abstract

This paper sets out to provide a brief account of the economics of overeducation. The main emphasis is on explaining overeducation using several labor-market models and establishing theoretically the impact of overeducation on production. The paper first points out that although overeducation is only a short-run phenomenon according to the neoclassical account of the labor market, it can be a persistent problem when analyzed from the perspective of Spence's job-screening model or Thurow's job-competition model. It then proceeds to argue how overeducation can adversely affect individual productivity. The argument is based on indirect evidence from the industrial-psychology literature which shows that workers with more education than their jobs require often exhibit counter-productive behavior in the workplace. To establish the overeducation-productivity relationship more formally and directly, a production-function model which incorporates the negative impact of overeducation on production has been constructed. This model is based on a review of the economic literature on production and it characterizes production as a two-phase process. The paper

concludes with a brief discussion of the implications of overeducation for both private and public policies.

84-B4 Willms, J. Douglas. PUBLIC AND PRIVATE SCHOOL OUTCOMES: RESULTS FROM THE HIGH SCHOOL AND BEYOND FOLLOW-UP STUDY. April 1984. 45 pp. \$2.

Abstract

The well-publicized Coleman, Hoffer, and Kilgore study, Public and Private Schools, reported that students in Catholic high schools score about 15 to 20 percent of a standard deviation higher than their public school counterparts, after controlling for differences in family background. Their analysis was limited to the 1980 data from the High School and Beyond study, which do not include information on student ability or academic achievement prior to entering high school. The present study, which employs data on over 20,000 students who completed a questionnaire and test battery in 1980 and 1982, examines the growth in academic achievement from the sophomore to senior years, based on achievement tests in science, advanced mathematics, writing, and civics. These tests were specifically designed to measure the effects of schooling during that period. The purpose of the study is to present more accurate estimates of private schooling effects than was possible with only the 1980 cross-sectional data.

For each of the four achievement tests, private schooling effects are estimated with four different statistical models. Each model includes statistical controls for the sophomore (pretest) score in the particular subject; the sophomore levels of ability in reading, vocabulary and mathematics achievement; and a set of background variables from three previously published studies; the fourth included only the most important control variables.

The study suggests that there is no pervasive private schooling effect in academic achievement. On two of the achievement tests the effect sizes slightly favor the public sector; on the other two, the results favor the private sector. All of the effect sizes are very small--less than ten percent of a standard deviation. The evidence suggests that the Coleman, Hoffer, and Kilgore study found significant private schooling effects because they did not include controls for student achievement or ability prior to entering high school. Policy decisions which would encourage an expanded role of private education in the U.S. through vouchers or tuition tax credits should not be based on the assumption that private schools produce superior academic outcomes.

- 84-B5 Catterall, James S. and Emily Brizendine. PROPOSITION 13: EFFECTS ON HIGH SCHOOL CURRICULA 1978-1983. May 1984. 32 pp. \$2.

Abstract

This paper discusses the relationship between fiscal stress placed on public schools in California after the passage of Proposition 13 in 1978, and changes observed in urban high school curricula in the past five years. The general ties between finance and curriculum are presented, then specific influence of the tax limitation measure on California school finance is suggested, and an empirical assessment of curriculum changes in the state's "Big Eight" school districts is reported. Secondary curriculum superintendents and a sample of teachers, counselors, and parents in each district were interviewed for this research. The principal findings include nearly universal perceptions of reduction in course offerings in similar areas across all study districts, and a common understanding of intimate ties between financial pressures and these changes.

- 84-B6 Grubb, W. Norton. THE BANDWAGON ONCE MORE: VOCATIONAL PREPARATION FOR HIGH-TECH OCCUPATIONS. May 1984. 36 pp. \$2.

Abstract

Vocational education has been no exception to the current preoccupation with the new technologies. Particularly at the postsecondary level, educators are expanding high-tech programs and calling for a further orientation of programs around new technological developments. In one sense this effort is justified because evidence from Texas shows that high-tech sectors do hire large numbers of middle-level technicians who receive a substantial economic return to postsecondary training; on the other hand, the number of middle-level, high-tech jobs that will be created in the next decades will be low. In addition, postsecondary enrollments have shifted rather dramatically toward high-tech programs. Despite the novelty of high technology, several continuities with the history of vocational education have emerged: the overblown promise of vocational education as a panacea, the problem of keeping up with technological developments, the dilemma of providing too-specific training, and the basic confusion over egalitarian goals. These continuities suggest potential problems that will have to be addressed directly in

- 84-B9 Levin, Henry M. and Mun C. Tsang. **THE ECONOMICS OF STUDENT TIME.** June 1984. 22 pp. \$2.

Abstract

A major feature of almost all of the recent national calls for educational reform has been the recommendation to increase the amount of instructional time through lengthening the school day and school year, assignment of more homework, and expanding the proportion of the school day devoted to instruction. The purpose of this paper is to provide an analysis of the allocation of student time from the perspective of economic theory. Under a reasonable set of assumptions, the economic model that is employed predicts a rather small increase in educational achievement relative to rather substantial increases in instructional time. These predictions are found to comport well with the available empirical evidence. The policy consequences of the analysis are also examined.

- 84-B10 Tsang, Mun Chiu. **THE IMPACT OF OVEREDUCATION ON PRODUCTIVITY: A CASE STUDY OF THE U.S. BELL COMPANIES.** October 1984. 33 pp. \$2.

Abstract

This paper presents an empirical study of the impact of overeducation on the production of output of a firm. The study is based on an application of the Tsang-Levin model of production. According to this model, overeducation affects firm output through its influence on worker job satisfaction which is related to firm output. The major hypothesis to be tested is that a firm which does not fully utilize the educational skills of its workers would suffer a loss in output. Using firm-level production data and individual-level data for Bell employees, the study estimated a production function for twenty-two U.S. Bell companies for the period 1981-82. The study found that overeducation was negatively and significantly related to worker job satisfaction which was positively and significantly related to firm output, thus supporting the major hypothesis. Moreover, the negative impact of overeducation on firm output was quite strong: a one-year increase in overeducation was related to a 8.35% drop in firm output for the Bell companies. The policy implications of the study are discussed and two strategies for reducing this drag on output in the workplace are compared.

order to avoid the detrimental consequences of the vocational imperative.

- 84-B7 Kirst, Michael W., Gail R. Meister, and Stephen R. Rowley.
**POLICY ISSUE NETWORKS: THEIR INFLUENCE ON STATE
 POLICYMAKING.** July 1984. 31 pp. \$2.

Abstract

This study presents an analysis of policy issue networks as they impact the early phases of agenda setting in states and in the interstate diffusion of policy innovations. Policy issue networks are an unnoted concept for understanding the early phases of state policymaking. Such networks may be characterized by the kind of policy solutions they advocate, and can be ranged according to the degree of centralized control and solution offered. The content or subject matter of a policy issue may contribute to the ways the networks develop, the kinds of policy solutions they advocate, and their designation into distinct types. Interstate policy issue networks frequently can override political and socio-economic constraints for state agenda setting.

- 84-B6 Hartog, Joop. **INDIVIDUAL SCHOOLING DECISIONS AND LABOR
 MARKET ALLOCATION: VERTICAL AND HORIZONTAL SORTING.**
 July 1984. 40 pp. \$2.

Abstract

If labor market phenomena are interpreted from an allocational point of view, where individuals differing in levels of various capabilities have to be matched with jobs differing in job requirements, education can be seen as an intermediary institution affecting the capability endowment of individuals upon entering the labor market. Vertical Sorting is a situation where initially abler individuals take longer educations. Horizontal Sorting is a situation where the selected type of education equals the individual's type of capability endowment. Conditions for Vertical and Horizontal Sorting are studied, both in an open smooth labor market, and in a labor market with constraints on job choice. The conclusion is drawn that both Vertical and Horizontal Sorting work out to increase already existing inequalities between individuals. Also, even in a perfect labor market, rates of return to education will only be equalized within particular segments of the curriculum (and capability) space, but not across such segments.

- 84-B11 Strober, Myra H. and Audri Gordon Lanford. **THE PERCENTAGE OF WOMEN IN PUBLIC SCHOOL TEACHING: CROSS SECTIONAL ANALYSIS, 1850-1880.** October 1984. 45 pp. \$2.

Abstract

Social scientists have difficulty predicting the likely degree of success of various strategies to eliminate occupational segregation because we know so little about the phenomenon: the forces which initiate, maintain or change segregation. In this paper we present a mode of the dynamics of occupational segregation in teaching. The empirical work, while unable to provide a rigorous test of our conceptualization, yields results consistent with it; we find that during the period 1850-1880 (a time when teaching was becoming increasingly feminized) the percentage of women in teaching was highest in those states and counties where teaching was formalized and the female/male salary ratio was relatively low.

- 85-B1 Levin, Henry M. **EDUCATIONAL REFORM FOR DISADVANTAGED STUDENTS: AN EMERGING CRISIS** April 1985. 54 pp.

Abstract

During the last two years, over a dozen national reports have been produced by special commissions and scholars outlining the case for educational reform. One major shortcoming is that they have relatively little to offer educationally disadvantaged students. Available data suggest that they represent about one-third of elementary-secondary students in the U.S. at the present time, and that proportion will rise rapidly in the future. This paper first describes the population of educationally disadvantaged students in terms of its composition, growth, and educational performance. The consequence of ignoring their educational needs will be reviewed. The failure of the national educational reforms to address their special needs will be discussed in detail, and an agenda will be outlined for filling that gap, as well as its implications for policy action and strategy.

- 85-B2 Muta, Hiromitsu EDUCATION AND TRAINING IN JAPAN IN THE CYBERNETIC AGE. August 1985. 62 pp.

Abstract

Introduction of microelectronic equipment throughout the Japanese economy does not affect employment negatively so far owing to economic growth and the adaptability of workers and enterprises to advances. However, reeducation and retraining of workers have become essential. Because rapid advances in technology tend to make special skills and knowledge out of date, schools are expected to teach theories of wide application and to develop students' fundamental scholastic aptitude and adaptability. Skills and knowledge necessary in work are acquired in vocational schools or through in-house programs that enterprises offer. Technological development causes education to diversify in order to meet the various needs of society.

- 85-B3 Bosch-Font, Francisco. RETAIL BANKING AND TECHNOLOGY: AN ANALYSIS OF SKILL MIX TRANSFORMATION. August 1985. 16 pp.

Abstract

This paper discusses the skill-mix transformation undergone by front-desk jobs in retail bank offices. It illustrates how the combined effects of technological innovation and market changes can alter jobs and the skills required from job incumbents.

The analytical framework developed in this paper: 1) starts from a derived demand approach; 2) defines and differentiates tasks, skills, and educational contents in terms of problem solving; 3) contends that job specifications and skill requirements are decision variables, and consequently the matching of individual skills to jobs depends on managerial decisions and, in particular, on the personnel policies followed by the organization.

The paper takes Spanish retail banking as an illustration of the issues discussed, given: 1) the author's experience in personnel and strategic planning in a Spanish bank; and 2) the fact that the Spanish case is largely representative of what has been happening in banking in other western industrialized countries in Western Europe and the U.S. Finally, the tentative analytical framework outlined in this paper can be applied to other activities, since it is based on concepts widely applied in economics, industrial psychology, and personnel management.

85-B4 Sotoo, Ken' ichi and Hiroyoshi Ito. INFLUENCE OF
MICROELECTRONICS ON EMPLOYMENT IN JAPAN. November 1985.
160 pp.

Abst act

This paper reviews the state of progress of technological innovation based on microelectronics in Japan. The introduction of microelectronics has been accepted in Japan with relatively little resistance as something following in a direct line of progress from the technological innovations which began at the end of the 1950s, for a variety of reasons. In studying the influence of the introduction of microelectronics equipment on employment, the research considers both the qualitative and quantitative aspects as they affect employment. Even though microelectronics has thus far not had any serious impact on employment, such as producing unemployment, changes in the makeup of the labor force in companies and changes in hiring point to the existence of rather serious problems. The introduction of microelectronics equipment is having a many-sided impact on employment even in Japan, where it is said that it has moved ahead relatively successfully.

POLICY PAPERS

- 82-C1 Kirst, Michael W. POLICY IMPLICATIONS OF INDIVIDUAL DIFFERENCES AND THE COMMON CURRICULUM. November 1982, 21 pp. \$2

Abstract

This paper analyzes some of the major issues involved in deciding what content should be taught. The focus is on the secondary school curriculum and the tension between a common curriculum for all students and individual choice. The impact of higher education and state government on local curricular design is highlighted. The paper concludes with a series of questions that local curriculum policymakers can use in order to reconsider their curriculum structure content, requirements, and information to students.

- 83-C1 Kirp, David L. THE FOURTH R: READING, WRITING, 'RITHMETIC--AND RULES. February 1983, 23 pp. \$2

Abstract

The role of law in education has grown markedly in the past generation. Centralization and legalization mark the two most noteworthy changes in a system of governance that was traditionally local, political and professional in character. Centralization took place as federal policymakers asserted greater authority over schooling in order to turn many court-declared rights into functioning realities. This was done through legalistic attempts at regulation. Legalization took place as the Supreme Court extended the reach of the Brown desegregation decision. This essay traces those interrelated developments and points ahead to future policy choices. It also serves as an introduction to the book School Days, Rule Days, to be published in 1984.

- 83-C2 Levin, Henry M. and Hans G. Schutze. ECONOMIC AND POLITICAL DIMENSIONS OF RECURRENT EDUCATION. May 1983, 46 pp. \$2

Abstract

A decline in young labor force entrants and a rapid transformation of industries and occupations have created new demands for a system of lifelong learning or recurrent

education would enable individuals to obtain further education and training over their entire work careers in a recurring manner, i.e., in alternation with work and leisure. However, despite the strong case for a system of recurrent education, no such system has emerged in the U.S.

The purpose of this paper is to discuss both political and economic dimensions of recurrent education as well as to suggest methods by which a system might be constructed and financed. This essay is the introductory chapter to a book that will be published in late 1983: FINANCING RECURRENT EDUCATION (Beverly Hills: Sage Publications). In addition to the overall issues, reference is made to the other essays that will be published in the book.

83-C3 **Schulze, Hans G. EDUCATIONAL LEAVE IN EUROPE.** May 1983, 20 pp. \$2

Abstract

In order to provide opportunities for retraining workers, many countries in Western Europe have adapted policies of paid educational leave. This paper provides a description and rationale for such policies and attempts to acquaint the American reader with their diverse applications in a number of Western European countries. An attempt is made to provide a brief description of each program as well as the recent experiences in implementation.

83-C4 **Kirst, Michael W. A NEW SCHOOL FINANCE FOR A NEW ERA OF FISCAL CONSTRAINT.** May 1983, 32 pp. \$2

Abstract

Researchers in economics, political science, administration, and applied finance have most often looked at large-scale problems of equity when comparing policies and funding formulas among schools, among school districts or among states. Only lately have they looked at the smaller-scale problems of equity posed by the distribution of resources within schools.

The first section of this paper outlines the circumstances responsible for the exclusion of curriculum and instruction policy from school finance research; the second section argues that their inclusion is critical to improving schools. Merging traditional and new approaches to school finance will require new directions for school finance

research, some of which are described in the third section. The next section discusses policies that can stretch school budgets and increase equity; and the final section lists low-cost and no-cost ways to carry out new policies.

- 83-C5 Levin, Henry M. ARE THE SOCIAL SCIENCES ABLE TO SOLVE THE PROBLEM OF UNEMPLOYMENT? August 1983, 35 pp. \$2

Abstract

The problem of unemployment is one of the most formidable issues facing U.S. society. Even with economic recovery underway, unemployment has been hovering in the 10 percent range, meaning that about 11 million persons have been unemployed throughout the first half of 1983. Unemployment rates for minorities and teenagers have been considerably higher.

The question raised in this paper is the degree to which unemployment is due to a lack of knowledge on how to address it. The social science literature and evidence on different policies for alleviating unemployment are reviewed. This review suggests that there are a large number of options for reducing unemployment in the U.S. The problem is that each option has negative consequences for meeting other social priorities, and there is little willingness to make social trade-offs through the political process. The paper concludes with the assertion that there is simply no political consensus in the U.S. to support policies that would reduce unemployment drastically. The social sciences can only attempt to answer question about the causes of unemployment and what alternative cures are available. They cannot legislate the policies.

- 83-C6 Kirst, Michael W. THE TURBULENT NATURE OF U.S. SECONDARY SCHOOL CURRICULUM. December 1983, 25 pp. \$2

Abstract

Curriculum policy in U.S. secondary education displays a striking mixture of stability and large scale change. Though courses, functions and curricular content change, classroom pedagogy remains largely untouched. The current era of fiscal constraint and enrollment decline is causing painful choices and increased tensions among the various claimants for a place in the secondary curriculum. This paper discusses the

cyclical history, current trends and major causes of turbulence in the secondary curriculum in the U.S. It will also suggest methods and approaches for improving U.S. curriculum policy.

- 83-C7 Kirst, Michael W. STATE EDUCATION POLICY IN AN ERA OF TRANSITION. December 1983. 18 pp. \$2.

Abstract

The major national reports and public concern about education have galvanized a rethinking and reformulation of state education policy. This paper analyzes the trends in state policy and cautions against an aggressive state response. While economic developments provide a "window of opportunity" for state education spending increases, state regulation can have negative consequences. The new state policy targets are at the core rather than the periphery of instructional and teaching policy. These new state initiatives do not have an established system for computing appropriate local costs. Moreover, school finance equity concerns have not been well integrated into some state initiatives.

- 83-C8 Kirp, David L. and Donald M. Jensen. THE NEW FEDERALISM GOES TO COURT. November 1983. 22 pp. \$2

Abstract

The heyday of educational policymaking by the courts seems to have run its course. The landmark events--the desegregation cases, the student rights opinions, the right to education suits--occurred a decade or more ago. With the Rodriguez decision, upholding prevailing school financing arrangements, the Supreme Court signalled that there were limits to the judges' willingness to reconfigure policy and practice in the schools. The changed circumstances of the 1980s pose a different puzzle: How will the courts behave when resources are scarce, claims of rights conflict, and minimum constitutional guarantees are already in place? The answer may entail a rethinking of the meaning of affirmative, judicially-recognized rights in a welfare state straining under the weight of political and fiscal limits.

- 84-C1 Levin, Henry M. STATE PLANNING FOR HIGHER EDUCATION AND JOBS IN AN AGE OF HIGH TECHNOLOGY. February 1984. 16 pp. \$2

Abstract

As states enter an age of high technology, they are confronted with the challenge of ascertaining future job needs

and the appropriate educational response to preparing a work force for those jobs. This paper presents an analysis of the implications of high technology in the job market and the challenges to states for both job creation and higher education. It asserts that states should take an active role in setting out both job and educational policies that meet their special needs. Specific suggestions are made for the pursuit of both economic and higher educational policies.

- 84-C2 Hess, Robert D. and Irene T. Miura. ISSUES IN TRAINING TEACHERS TO USE MICROCOMPUTERS IN THE CLASSROOM: EXAMPLES FROM THE UNITED STATES. February 1984. 61 pp. \$3

Abstract

Educational use of computers in the United States is greatly diversified, in part because the press for using microcomputers was initially a grass-root movement. Growth has been rapid: 19 percent of schools had microcomputers in 1981; and about 75 percent have them now. This paper argues that despite this growth, use has been unequally distributed across SES and gender lines. Three emerging uses are discussed: instruction in computer science (programming and hardware), instruction in traditional subject areas, and productivity skills (word processing, spread sheets, graphics). Implementation is through computer labs, microcomputers on carts, microcomputers in classrooms, and mobile labs. Major problems that were found include teacher training, quality of software, access to machines, procedures for integrating courseware into the curriculum, and equity of student use by SES, gender, and ethnic background. The paper concludes that successful implementation is linked to the nature of the existing organization, and to use of deliberate, careful procedures for introducing teachers to new technology.

- 84-C3 Valencia, Richard R. SCHOOL CLOSURES AND POLICY ISSUES. October 1984. 27 pp. \$2

Abstract

The impact of school closures is explored in the context of four policy issues: school size, cost savings, educational equity, and public support for education. A review of existing research draws the conclusion that there is little support for the effectiveness of school closings. The paper raises questions about the wisdom of school closures when considering the four policy issues. It is concluded that school officials need to be more concerned with developing strategies to finance the educational mission of the school district, not whether, or even how, to close schools.

- 85-C1 Rumberger, Russell W. THE GROWING PROBLEM OF YOUTH UNEMPLOYMENT: CAUSES AND POLICY SOLUTIONS. May 1985. 22 PP.

Abstract

Youth unemployment is a persistent and growing problem. Not only have young people traditionally experienced higher rates of unemployment than adults, their rates of unemployment have increased relative to adults over the last three decades. The increase has been especially pronounced among minority youths. Although few direct linkages have been established, recent increases in youth unemployment have been accompanied by increases in other youth problems, including dropping out of high school, teenage pregnancy, teenage suicide, crime, drugs, and discipline problems. These problems not only impose a private cost on the young people themselves, they also impose public costs through lost revenues, public outlays for social services, and future problems they may engender.

Research has examined a number of factors that could explain the recent increases in youth unemployment. They include youth demography, education and training, minimum wages, structural shifts in the economy, and poor economic conditions. Although each of these factors can explain the incidence of unemployment among particular social groups as well as changes in unemployment over particular periods, only the last factor appears to provide a suitable explanation for the increase in the aggregate level of youth unemployment that has taken place over the last 15 years. This research also suggests that few policies are likely to significantly reduce youth unemployment short of a major youth employment program or large-scale macroeconomic policies.

- 85-C2 Jensen, Donald N. COURT REFORM OF PUBLIC INSTITUTIONS: WHAT DETERMINES IMPACT? August 1985. 47 pp.

Abstract

Court intervention in special education systems and prisons has varied consequences. This paper reviews a series of case studies of court ordered prison and school reform comparative. Several factors conspire to frustrate attempts to improve public services: the allocation of costs and benefits of the proposed change, the realities of the public bureaucracy, the presence of a professional culture, and external factors beyond anyone's control. The case studies indicate that judicial reform has both positive and negative impacts.

85-C3 Kirst, Michael W. SUSTAINING STATE EDUCATION REFORM MOMENTUM:
THE LINKAGE BETWEEN ASSESSMENT AND FINANCIAL SUPPORT. July
1985. 13 pp.

Abstract

This paper analyzes the recent trends in state education finance with particular emphasis on the role of reform in overcoming negative systemic trends. The major thesis is that the recent increases in state funds can only be sustained if there is a favorable perception of recent reforms. The final section presents seven different approaches for thinking about assessing the recent state reforms. States need to concentrate and execute some of these seven very quickly. Assessment is used here as a much broader concept than testing.

TUITION TAX CREDITS

- TTC-1 Jensen, Donald N. TUITION TAX CREDITS: CONSTITUTIONAL AND LEGAL IMPLICATIONS. November 1981, 40 pp. \$2

Abstract

The object of this essay is to discuss the legal and constitutional issues raised by a federal program of tuition tax credits. I take as ambiguous the intent of the Founding Fathers concerning the meaning of the First Amendment. That Amendment, I argue, can be read as supporting arguments both for and against a federal program of tuition tax credits. Early historical experience concerning the role of the church in education is also of little assistance for understanding the current debate about the constitutionality of tuition tax credits.

The depositions of the Supreme Court on public aid to private schools are both inconsistent and arcane. The weight of the case law seems to cast doubt on the constitutionality of a federal tax credit program.

Tuition tax credits may involve the government in support of private schools whose policies are illegal or even unconstitutional. The drafters of most current tax credit bills have carefully drawn the provisions of their bills so as to minimize that danger. Even if tuition tax credits survive court examination, I argue that there will be more frequent attempts by government to regulate private schools. This will result in a continuing role for the courts in educational policy.

- TTC-2 Breneman, David W. WHERE WOULD TUITION TAX CREDITS TAKE US? SHOULD WE AGREE TO GO? January 1982, 27 pp. \$2

Abstract

Public schools, for all their problems, have served this nation well, and conservative principles suggest that the country should move carefully in efforts at reform. This paper discusses the implications of tuition tax credits for elementary/secondary education from the position of a critic of such credits. The analysis is necessarily speculative, for there is little historical experience that is relevant to forecasting the impact of tuition tax credits on demand for and supply of private education, on educational quality, and on the broader society.

The paper examines tuition tax credits from the perspective of higher education, which is opposed to such a financing scheme. It then analyzes the various types of tax credits, and their impact on demand, supply and educational quality, and concludes with some suggestions for alternatives.

- TTC-3** Murnane, Richard J. **UNDERSTANDING PUBLIC AND PRIVATE SCHOOLS: THE IMPORTANCE OF STUDENT BODY COMPOSITION, SORTING, AND REGULATIONS.** February 1982, 34 pp. \$2

Abstract

The purpose of this paper is to provide a model which develops the implication of one critical, but often neglected fact about schooling: the importance of student body composition in determining the achievement of individual students in school. In Parts II and III, I will show that this model, which I call the sorting model, can explain much of the recent evidence concerning the demographic characteristics and the academic achievement of students in public and private schools, and the costs of instruction in these schools.

Part IV considers how this model can inform the debate over one particular policy issue, that of the desirability of tuition tax credits for parents who choose to send their children to private schools.

- TTC-4** Sherman, Joel D. **PUBLIC FINANCE OF PRIVATE SCHOOLS: OBSERVATIONS FROM ABROAD.** March 1982, 21 pp. \$2

Abstract

This paper provides an overview of several countries' experience in financing private elementary and secondary education. In the first section some general observations about government finance of private schools are presented. These observations are drawn from experience in Australia, Canada, the Federal Republic of Germany, and the Netherlands. The second section examines finance arrangements in Australia. It describes the evolution of Commonwealth funding arrangements, the structure of current Commonwealth aid programs and policies, and assesses the possible implications of the Australian experience in financing private education for the United States.

- TTC-5** Gemello, John M. and Jack W. Osman. **ANALYSIS OF CHOICE FOR PUBLIC AND PRIVATE EDUCATION.** February 1982, 63 pp. \$3

Abstract

In this paper we identify some of the key factors which influence the decision to attend private school. We study the variation in private school attendance rates at three levels of aggregation: among the different states within the United States; among unified school districts in California; and

among census tracts within the San Francisco Bay Area. At each level of aggregation, we analyze which economic, social, religious, and ethnic characteristics of the groups being studied are significantly related to the private school choice. While other analyses have sought to provide a rationale for government support of private schools in terms of efficiency and fairness, we confine our attention to the task of identifying the factors which account for the varying rates of private school attendance and of estimating the responsiveness of private school attendance to government support.

TTC-6

James, Thomas. **PUBLIC VERSUS NONPUBLIC EDUCATION IN HISTORICAL PERSPECTIVE.** February 1982, 31 pp. \$2

Abstract

This paper examines some of the social history underlying the relationship between the public and private sectors of elementary and secondary education in the United States. Of particular concern are traditional motivations and rationales for resisting public authority in education. The analysis also touches upon the evolution of special enclaves of privilege in which the equalizing goals of the public sector do not apply. Then it is asked why public authority, once it had become the dominant pattern in schooling, was not able to eradicate the private sector altogether from this nation's educational system. The paper suggests a historical perspective for looking at fundamental issues of authority, equity, and democratic purpose in education, whether public or private.

TTC-7

Glazer, Nathan. **THE FUTURE UNDER TUITION TAX CREDITS.** March 1982, 27 pp. \$2

Abstract

This paper discusses tuition tax credits and their possible future effects from the point of view of a supporter.

The discussion includes a look at homogeneity in schools, possible changes in enrollment patterns as a result of tuition tax credits, the possible supply and demand response and regulatory considerations. The paper concludes with an examination of divisiveness in the American society, and whether the concept of a "common schooling" can compete with the concept of "free association".

TTC-8 Muller, Carol Blue. **THE SOCIAL AND POLITICAL CONSEQUENCES OF INCREASED PUBLIC SUPPORT FOR PRIVATE SCHOOLS.** April 1982, 32 pp. \$2

Abstract

This paper attempts to investigate the potential consequences of increased public support for private schools. It begins with an examination of two social purposes of education: political socialization and reduction of stratification. Next the possible changes resulting from greater public aid to private schools will be suggested, based upon consideration of the current situation of public and private schools, and of the incentives within various proposals for increased public support. Finally, the impact of these possible changes on the goals of education in a democratic society will be assessed, along the dimensions of political socialization, stratification, and political and financial support for public schools.

TTC-9 Willms, Doug. **ACHIEVEMENT OUTCOMES IN PUBLIC AND PRIVATE SCHOOLS: A CLOSER LOOK AT THE HIGH SCHOOL AND BEYOND DATA.** May 1982, 21 pp. \$2

Abstract

This paper analyzes data from the High School and Beyond study on approximately 30,000 sophomores in 1,000 U.S. high schools. The purpose is to explain the contradictory conclusions offered by two recent national studies on public and private schooling. The analysis examines differences between public and private school students in mathematics and reading achievement along racial and social class lines and for students in different programs of study. The results show that there are no public/private differences for wealthier

whites, those who are the main clientele of the private schools, and for students in academic tracks. However, for minority and disadvantaged students and for students in the general track, there are small but statistically significant differences, some of which are due to differential selection. Policy decisions should not be based on the assumption that private schools produce better achievement outcomes than public schools.

TTC-10 Longanecker, David A. PUBLIC COST OF TUITION TAX CREDITS. July 1982, 26 pp. \$2

Abstract

As Congress considers tuition tax credit legislation, one of the most central issues will be how much various proposals would cost--that is, how much federal revenues would decline as a result of the credits. Despite arguments of some policymakers that tax reductions should not be considered equivalent to appropriated expenditures, from a budgeting standpoint, reductions in revenues have the same effect on balancing a budget as increases in direct spending. And in a period of fiscal constraint, budget considerations will likely be weighed heavily as new legislation is considered.

The revenue loss resulting from tuition tax credits would depend greatly on four characteristics of the credits:

- .Who would be eligible for the credits.
- .How much they would be eligible for.
- .What portion of tuition costs would be covered by the credits.
- .Whether the credits would be refundable--that is, whether families paying tuitions that amounted to more than their taxes could receive a refund from the Treasury.

These four characteristics independently affect how much a family would receive under a specific tuition tax credit plan as well as how many families might choose to send their children to tuition charging schools and how much these schools would charge.

TTC-11 Levin, Henry .. EDUCATIONAL CHOICE AND THE PAINS OF DEMOCRACY. July 1982, 49 pp. \$2

Abstract

This essay makes the following contentions: First, there must necessarily be a tension between common schooling in the service of democracy and individual educational choice in the service of private goals. Second, there is a need for a

common educational core to satisfy the requirements for reproducing a democratic society. Third, although historically the common schools were couched in the rhetoric of a common educational experience, democratic localism tended to undermine the commonality through a large number of anti-democratic practices. Fourth, recent decades have witnessed successful attacks on many of these practices, leading to greater equity and homogeneity in the public schools. Fifth, this success in overturning some aspects of schools that undermine democracy and in creating greater uniformity in education has stimulated new searches for greater choice and influence in education by those who have traditionally had these options. Finally, there are numerous policy options that would increase parental and student choice within the common educational experience required to meet the social goals of schooling in a democratic society.

- TTC-12 Encarnation, Dennis J. **PUBLIC FINANCE AND REGULATION OF NONPUBLIC EDUCATION: RETROSPECT AND PROSPECT.** November 1982, 46 pp. \$2

Abstract

The issue of governmental involvement in nonpublic education is commonly expressed as a choice between whether private schools should or should not be supported by public funds or subjected to public regulation. This perspective ignores an important historical fact: the issue of government treatment of nonpublic education has never been, in the U.S., a question of whether the federal government or several state governments should or should not finance or regulate nonpublic education. Rather, it is a question of how and how much. This paper will begin to explore a broad array of financial and regulatory policies, both existing and proposed, that may shape government involvement in nonpublic education. Within this framework, tuition tax credits represent one of many possible policy options, options that range from doing nothing to installing a full system of educational vouchers and monitoring devices.

- TTC-13 Catterall, James S. **TUITION TAX CREDITS: ISSUES OF EQUITY.** December 1982, 32 pp. \$2

Abstract

This paper examines issues of equity in public educational policy surrounding proposed federal income tax credits for private school tuition expenses. The central question asked is just who will benefit from tuition tax credit proposals. Such questions of equity are common to policy debates in every arena; in education, equity standards

commonly hold that public schooling resources should be distributed independently of a child's race, or sex, or parental income, or place of residence. There is an implied definition of equity--that children should benefit from equal educational resources unless there is a justifiable reason for some departure. While there is little information about what changes in behavior might be brought about by a tuition tax credit, certain qualities of the federal tax system and the financial realities of private school attendance combine to suggest which families might be more likely to respond to such a program.

TTC-14 Erickson, Donald A. PRIVATE SCHOOLS IN CONTEMPORARY PERSPECTIVE. February 1983, 45 pp. \$2

Abstract

This paper is a synthesis and interpretation of the fragmentary evidence currently available on private schools in the U.S. Suggestions to the effect that private school enrollment increases are now threatening to eclipse the public schools are shown to be at variance with the evidence. National averages obscure developments outside the Catholic sector of private education, since Catholic schools, representing a large proportion of the movement have declined so notably since 1965 as to obscure growth in other private schools. It is shown that private schools of different types wax and wane under different circumstances, depending on fiscal structure, primary patron motivations, and other factors. The paper ends by discussing private school commonalities that seem logically attributable to the special modes of organization and finance which distinguish virtually all private schools from schools in the public sector.

TTC-15 Sullivan, Daniel J. COMPARING EFFICIENCY BETWEEN PUBLIC AND PRIVATE SCHOOLS. February 1983, 37 pp. \$2

Abstract

Increased attention has recently been given to the relative costliness of public and private elementary and secondary schools. It stems partly from the more severe fiscal constraints now facing public schools and partly from the growing number of families seeking private alternatives to what they perceive as "failing" institutions. Often this attention is focused on very crude expenditure comparisons--comparisons which typically show private school expenditures to be significantly less than those of public schools. One reason for the popularity of such comparisons, and for the willingness of large numbers of policymakers and other interested parties to readily accept them at face value, is that the data are consistent with the conventional wisdom now prevalent that there is considerable waste and inefficiency in government-operated institutions. This paper attempts to make clear what the existing disagreements are and

then suggests a different focus to the discussion, one which hopefully will be of greater use to policymakers. The utility of even making comparisons of public and private school efficiency based on currently available data are assessed. Finally, consideration is given to implications for the general debate on aid for private schools, with particular emphasis on what comparisons might be appropriate as criteria for such aid.

TTC-16 Jensen, Donald N. TUITION TAX CREDITS: HAS THE SUPREME COURT
CLEARED THE WAY? July 1983, 12 pp. \$2

Abstract

In February 1983, President Reagan introduced to Congress a tuition tax credit bill that would, he hoped, provide parents of school aged children with a "meaningful educational choice" and encourage competition between public and private schools. Such a proposal raises serious First Amendment questions regarding the separation of church and state, so the constitutionality of the Administration's bill was uncertain. In June 1983, however, the Supreme Court sustained a Minnesota program that provided tuition tax deductions to parents of all school children. This essay argues that despite that decision, the constitutionality of the Reagan proposal remains doubtful, and that in order for it to pass constitutional muster, its provisions must be modified so as to conform more closely to Minnesota's. This essay also suggests that too much debate has centered on the constitutional questions raised by tuition tax credit proposals too little on what effects such bill would have on education as a whole.

PUBLIC/NON-PUBLIC SCHOOLS

- P/NP 1 Crain, Robert L. PRIVATE SCHOOLS AND BLACK-WHITE SEGREGATION: EVIDENCE FROM TWO BIG CITIES. October 1985
42 pp.

Abstract

The public controversy surrounding recent proposals to support private schools through tuition tax credits has prompted an interest in the impact of private schooling on racial segregation in education. The first section of this paper examines the degree of black-white segregation in the Catholic schools of two large metropolitan areas. In the second part, the accounting model used by Coleman, Hoffer, and Kilgore to answer the question of whether the presence of private schools competing with public schools has created more or less segregation is critically analyzed.

- P/NP 2 Lines, Patricia M. TREATMENT OF RELIGION IN PUBLIC SCHOOLS AND THE IMPACT ON PRIVATE EDUCATION. January 1985. 45 pp.

Abstract

This paper traces the major historical changes in the treatment of religious values in U.S. public schools and the corresponding development of new private schools from the beginning of the 19th century until the present time. Public schools at the beginning of the 20th century reflected evangelical, Protestant values; today they reflect mostly secular values. These periods of public school development profoundly affected nonpublic schools. Although the evidence is far from complete, there is much to support the theory that, when they alter their treatment of religion, public schools lose some pupils and gain others. In broad brush, this can be traced to the tension between cultural pluralism and the desire to establish a common cultural base. Most of all, it appears that public school values have a major impact on the formation of new private schools.

- P/NP 3 James, Estelle. THE PUBLIC/PRIVATE DIVISION OF RESPONSIBILITY FOR EDUCATION: AN INTERNATIONAL COMPARISON January 1985.
45 pp.

Abstract

To what degree do different countries rely on the private sector in their provision of education? How can the diverse choices made by different societies and for different levels of education be explained? This paper presents findings from an international study of the public/private division of

responsibility for education and other quasi-public goods. Both statistical analyses and intensive case studies are used. Part I argues that the relative size of the private sector is determined by excess demand and differentiated demand for education, emerging from a collective choice process, and by the supply of religious entrepreneurship in the society and industry in question. Part II applies this theoretical model to several countries--the U.S., Japan, Holland, India, and Sweden. Demand- and supply-side variables are used to analyze why the size of the private sector in education varies widely by state or province within each country.

- P/NP 4 Darling-Hammond, Linda and Sheila Nataraj Kirby. PUBLIC POLICY AND PRIVATE CHOICE: THE CASE OF MINNESOTA. January 1985. 41 pp.**

Abstract

This paper examines the effects of a tax deduction for educational expenses on parents' school choices in the state of Minnesota. Minnesota's tax deduction, upheld by the Supreme Court in 1983, is the first state policy subsidizing private school tuition costs to pass judicial review through all levels of the court system. The analysis is based on a telephone survey of 478 Minnesota parents of public and private school children conducted during the summer of 1984. The sampling area, a seven-county area surrounding and including the Minneapolis-St. Paul SMSA, includes 48 percent of all school-age children in the state and 58 percent of the state's nonpublic school children. The region includes urban, suburban, and rural communities. Four sections of the paper include an analysis of choice-making behavior and a model of the determinants of choice, the level of knowledge and extent of use of the income tax deduction within the sample, a model of the propensity of public school parents to switch to private schools at an increased level of tax deduction, and a summary of the main conclusions.

- P/NP 5 Willms, J. Douglas. PATTERNS OF ACADEMIC ACHIEVEMENT IN PUBLIC AND PRIVATE SCHOOLS: IMPLICATIONS FOR PUBLIC POLICY AND FUTURE RESEARCH. January 1985. 32 pp.**

Abstract

To what extent do private school students perform better on academic achievement tests than public school students? If there is a private schooling advantage, how much of it is associated with differences between public and private schools in their student intake, and how much is associated with differences in their schooling practices? Public and

Private Schools by Coleman, Hoffer and Kilgore (1981) concluded that private schools were more effective in producing academic achievement. The authors also claimed that students with different family backgrounds achieve at more nearly comparable levels in the Catholic schools than in the public schools. These findings have not been widely accepted by the research community. The second wave of data for the High School and Beyond (HSB) study was collected in 1982, and made publicly available the following year. Using the second wave of data, this paper includes a summary of analyses on all seven of the HSB tests, and of the comparisons between these results and those that would have been obtained if measures of prior academic achievement had not been available. It also includes separate analyses that examine sector differences for Blacks, Hispanics, and students from low socioeconomic backgrounds.

P/NP 6 Alexander, Karl L. COMPARING PUBLIC AND PRIVATE SCHOOL EFFECTIVENESS: EVIDENCE AND ISSUES. February 1985. 56 pp.

Abstract

The purpose of this paper is to review the evidence and issues surrounding Coleman, Hoffer and Kilgore's claim that private secondary schools, in particular Catholic schools, are more effective than public schools in promoting cognitive development. The intention is to organize the materials as background for those new to the debate, to present the evidence offered by contending parties, to judge the quality of that evidence and to offer an interpretation as to why sector differences are not as important as Coleman, Hoffer and Kilgore assert them to be. Coverage is limited to the various commentaries and cross-sectional analyses triggered by Coleman, Hoffer and Kilgore's original study.

P/NP 7 Catterall, James S. PRIVATE SCHOOL PARTICIPATION AND PUBLIC POLICY. May 1985. 35 pp.

Abstract

This paper probes patterns and trends in enrollment in American private elementary and secondary schools. A brief discussion of why private schools have captured legislative and research attention is followed by a comprehensive and longitudinal picture of the diverse private school sector with an interpretation of how the trends may affect policy. Characteristics of school participation in the U.S. are examined, including tuitions and regional patterns of school participation. The paper concludes with some thoughts about a research agenda for the future.

- P/NP 8 Haertel, Edward. COMPARING ACHIEVEMENT IN PUBLIC AND PRIVATE SCHOOLS. May 1985. 30 pp.**

Abstract

This essay summarizes four analyses using both waves of the High School and Beyond data. The analyses were prepared for the IFG-sponsored Conference Comparing Public and Private Schools in October 1984 by

- o Thomas Hoffer, Andrew M. Greeley, James S. Coleman. "Achievement Growth in Public and Catholic Schools."
- o Karl L. Alexander and Aaron M. Pallas. "School Sector and Cognitive Performance: When is a Little a Little?"
- o J. Douglas Willms. "Patterns of Academic Achievement in Public and Private Schools: Implications for Public Policy and Future Research."

The basis for researchers' different conclusions is examined by comparing their answers to five questions. The impact of these differences on policy is also discussed.

- P/NP 9 Hoffer, Thomas, Andrew M. Greeley, and James S. Coleman. CATHOLIC HIGH SCHOOL EFFECTS ON ACHIEVEMENT GROWTH June 1985. 38 pp.**

Abstract

This paper brings together independent longitudinal extensions of Greeley's (1982) and Coleman, Hoffer, and Kilgore's (1982) analyses of public-school and Catholic-school student achievement differences. Drawing on a variety of analytic techniques, we find that Catholic schools have a positive effect on verbal and mathematics achievement growth from the sophomore to senior years of high school. The magnitude of the Catholic-school effects range from about one half to one grade-equivalent for students of average background. The Catholic-school effects are larger for black, Hispanic, and lower-SES students, and somewhat smaller for white and higher-SES students. We find that a substantial part of the Catholic-school advantage is due to Catholic schools placing more students in academic programs, requiring more semesters of academic coursework, and assigning more homework.

- P/NP 10 Talbert, Joan E. SECTOR ORGANIZING CONDITIONS: IMPLICATIONS FOR SCHOOL EFFECTIVENESS June 1985. 37 pp.

Abstract

The current reform movement in the U.S. is bolstered by claims that private schools outdo the public schools. Many suggest that private schools offer a model of effective school organization, with emphasis on traditional curricula and management roles. The extrapolation that public schools would benefit by emulating private school organization requires a number of assumptions. This paper traces implications of sector differences in schools' institutional and organizational environments for local school effectiveness. The assessment examines each of the assumptions that attribute average sector differences in school effectiveness to "better" administration within the private sector, and offers an alternative organizational account of the sector productivity differences. Apart from these substantive assessments, the paper aims to provide an analytic framework useful for comparing school sectors organizationally, for assessing effectiveness implications of variables at different levels of school organization, and for considering administrative strategies relevant to sector organizing conditions. The framework integrates the "effective schools" literature and recent organizational comparisons of school sectors.

- P/NP 11 Alexander, Karl L. and Aaron M. Pallas. SCHOOL SECTOR AND COGNITIVE PERFORMANCE: WHEN IS A LITTLE A LITTLE? August 1985. 25 pp.

Abstract

Coleman, Hoffer, and Kilgore's claims regarding the effects of Catholic schools on cognitive achievement evoked much controversy. Critics argue that Catholic schools enroll students of superior academic competency, and that Coleman et al., using cross-sectional testing data, could not distinguish differential sector effectiveness from this selection effect. The first follow-up (1982) of the High School and Beyond base-year sophomore cohort allows a stronger design for studying this issue. Sophomore test performance is used to control for input-level differences in competency while predicting senior test performance in several cognitive domains. The omission of such input controls leads to substantial upward bias in the estimate of Catholic school effects on achievement.

The so-called common-school effect found by Coleman and his colleagues disappears when appropriate input-level test controls are applied. A best estimate of the Catholic school effect on cognitive growth from the sophomore to senior year, using aggregate sophomore-to-senior change in performance as a yardstick, is about two-thirds of a year's growth. Differences of this magnitude are judged to be substantively trivial because they correspond to less than 0.1 standard deviation in test performance and lead to the conclusion that sector differences in test performance are too small to warrant the attention they have received.

P/NP 12 Cooper, Bruce S. **THE CHANGING UNIVERSE OF U.S. PRIVATE SCHOOLS.** November 1985. 45 pp.

Abstract

For all their importance to nations, families and educators, little is known about private education in the U.S. This research represents the latest effort to examine the size, composition, location, and developments in private elementary and secondary education. The paper presents enrollment figures, information on the number of private schools by type, regional differences, projections of enrollments, causative factors explaining growth and change, and speculations about the wider impact of socio-political change on private schooling in the U.S.