This paper considers selected aspects of the systems analysis of administrative decision making regarding resource allocations in an educational system. A model of the instructional materials purchase system is presented. The major components of this model are: environment, input, decision process, conversion structure, conversion process, output, and feedback. The results of applying this model to some findings of a study of resource allocation in a small urban school system are discussed. Some persons responsible for initiating purchase orders were sent questionnaires in order to collect data on (1) type of material purchased, (2) who makes the purchase decision, (3) factors influencing the decision, and (4) timing of the decision. The findings indicate that, given the constraints of budget, facilities, personnel, and time, the system is operating with a fair degree of efficiency in meeting the demands of the curriculum. (Appendix will not process in hard copy because of marginal legibility.) (Author/MLF)
ADMINISTRATIVE DECISION MAKING
AND RESOURCE ALLOCATION

by

Susan Sardy Ed D
Stern College
Yeshiva University

and

Hyman Sardy Ph D
Brooklyn College
City University of New York
INTRODUCTION

General problems of administrative decision making regarding resource allocation in an educational system have been dealt with elsewhere by the authors (1). Selected aspects of that total systems analysis have been incorporated into this paper which discusses some of the findings in a study of resource allocation to purchases of instructional materials. A model of the instructional materials purchase system is presented in Figure 1 (2). There are seven major components of this model. They are environment, input, decision process, conversion structure, conversion process, output and feedback.

Technology, resource availability, and cultural norms have a fundamental influence upon the expectations, opinions, motivations, ideologies, interests and preferences which determine the environment. In turn, the environment shapes the nature of the inputs which are defined as demands, supports and demand-supports. Demands are explicit orders for a particular allocation of values with regard to specific policy. Supports provide the school system with the wherewithal to pursue the satisfaction of these demands. Insofar as there are competing modes of satisfying these demands, various elements of the community offer the goods and services which they demand be purchased and which support the educational systems effort to achieve its goals. These goods and services represent the demand-supports of the input component.

The decision process requires that gatekeepers funnel the offer of competing goods and services to the decision maker or back to the environment. If there is an existing policy which allows input or if a new policy is needed, the decision maker will receive the input. Only if the existing policy does not allow input will the gatekeeper be permitted to make a decision to return the input to the environment. The decider will operate in one of three modes: tradition, command, or market (cost-benefit). Tradition as a mode of decision making emerges from reliance on the past, as authority; while command relies on the decider as the arbitrary source of competent judgment. Cost-benefit as a decision making technique requires access to empirical information concerning the value of the input when compared to competing alternatives.

When a favorable decision is made, the conversion structure (teacher training) prepares the instructional materials for use in the conversion process of training students in the classroom to provide output or graduates. Evaluation of the performance of the graduates provides feedback to the system.


(2). This model has been adapted from a conceptual framework developed by Dale Mann in Program For Situational Analysis: Conceptional Framework New York, Teachers College, Columbia University Press 1969, D. Wilkerson Programs and Practices in Compensatory Education
The present study applied this model to analysis of a small urban school system (Transurbia) in a large eastern state (Arkad) near two major metropolitan areas (Metropolis and Megalopolis). An examination of the institutional setting of this system will establish the parameters that governed the decision process under study.

The population of Transurbia, a small urban city with approximately 12,000 students in the public schools, supported public education with a substantial portion of the city budget. In return, certain demands were made of the system. These demands included: 1) methods and materials suited to the majority of students at all grade levels 2) functional literacy for all students 3) functional manpower training and vocational skills 4) adequate preparation for higher education 5) efficient utilization of budgets, personnel and facilities 6) high productivity in curriculum and instruction (minimal cost and maximal living) 7) provision for adequate remedial services.

In addition, some patterns of demands more accurately represented smaller segments of the community. An Ad Hoc Committee, for example, demanded increased inclusion of Negro history and literature in the curriculum, increased access to work-study programs, a Parental Review Board for potential expulsions, increased racial integration in staff and administration, correction of racial imbalance and overcrowding in public schools, increased attention to human relations among faculty and supporting staff, and clearly established and promulgated guidelines for qualifications for employment.

Other community demands included particular attention to fiscal responsibility and detailed feasibility studies. From within the system came demands for increases in salary, fringe benefits, additional trained manpower to operate the system, adequate instructional materials and improved plant and facilities.

The students in the Transurbean school system, particularly those who are lower income and Negro, have demonstrated and are continuing to demonstrate an increasing decline in achievement.

Efficient allocation of resources to instructional materials could go a long way toward meeting many of these demands within the given constraints of budget, existing manpower and facility considerations.

Methodology
A questionnaire designed to collect data on instructional materials purchases (see Appendix A) was responded to by deciders in the system. The description of decider behavior was supplemented by unstructured interviews with persons identified as deciders.

A sample consisting of one-third of the total number of purchase orders for instructional materials was drawn from the master file. A Xeroxed copy of each purchase order was attached to a copy of the questionnaire (see Appendix B for a sample purchase order). The particular decider responsible (for the order item) was traced and identified. Some deciders had already left the system. Some orders were discarded as unrelated to the study (i.e., library book orders) or were found to be impossible to trace (no one recalled the details of the purchase).
FIGURE 1

Environment

Input
Demands (Goals) Supports (Regime Community) Demand-Supports (Goods and Services)

Represented by instructional materials

Gatekeepers
Librarians, Curriculum Assistants, Faculty and Staff

Consult Curriculum Guides and Directives

Existing Policy Allows Input NO YES

New Policy Needed

Superintendent and Immediate Staff as Deciders

Method of Decision
Tradition Command Cost Benefit or Market Evaluation

Purchase Materials

YES NO

Conversion Structure (Teacher Training) Conversion Process (Classroom)

Output (Graduates)

Performance
A final sample of 316 purchase orders was traced through the system by analysis of responses to the questionnaire. Given a .05 per cent level of significance and an acceptable error rate in a proportion of ± 10%, the necessary sample size is 258. The actual sample of 316 was drawn randomly to constitute a valid probability sample of the universe of 2160 purchase orders.

Seven hypotheses were tested by the analysis of data generated by the questionnaire and information gathered from the interviews. The following section contains a discussion of the findings related to each of the hypotheses.

Identification of Deciders
Hypothesis 1: Curriculum specialists make decisions on the purchase of instructional materials. (Rejected)

Given the existence of curriculum specialists in a system, one would anticipate their leadership role in the selection of new instructional materials. A count of deciders position revealed that, in Transurbia at least, this did not appear to be happening.

Table 1 displays data regarding deciders position and educational training. A high degree of decentralization in decision making is evident. The deciding force was clearly comprised primarily of teachers and librarians who had been in the system at least three years and usually not longer than ten years and had earned B.A. or M.A. degrees.

Purchase orders were channeled into a network which included vice principals, principals, Board of Education personnel and manufacturers. The orders then returned back to the principals, vice principals, and finally to the teacher.

Persons who had power to exercise supervisory judgment on these purchase orders were chairmen, curriculum specialists, clerks, vice principals, principals and the superintendent's staff members. Only the principal actually exercised this prerogative. Conferences with principals revealed that their judgment was generally based on budget considerations rather than on the quality of a particular material. The PERT network tracing the flow of this decision process displayed in Figure 2 is discussed in more detail in a later section of this paper. The superintendent's staff apparently permitted purchase of instructional material to become a purely clerical routine to be expedited by the business manager's office. Incredible as it may seem the superintendent and his staff of curriculum specialists apparently did not audit the purchases of instructional material despite their potential impact on the curriculum. Hence, the actual allocation of instructional material resources in this system appeared to be a highly personal, totally decentralized function.

Type of Items Purchased
Hypothesis 2: There is a high probability that information oriented materials would be selected (accepted)
TABLE ONE

Characteristics Of Deciders

<table>
<thead>
<tr>
<th>Present Position</th>
<th>Presently</th>
<th>Previously</th>
</tr>
</thead>
<tbody>
<tr>
<td>Teacher</td>
<td>159,500</td>
<td>146</td>
</tr>
<tr>
<td>Grade Leader</td>
<td>21</td>
<td>12</td>
</tr>
<tr>
<td>Chairman</td>
<td>68</td>
<td>21</td>
</tr>
<tr>
<td>Curriculum Spec.</td>
<td>2</td>
<td>6</td>
</tr>
<tr>
<td>Librarian</td>
<td>58</td>
<td>51</td>
</tr>
<tr>
<td>Clerk</td>
<td>4</td>
<td>0</td>
</tr>
<tr>
<td>Vice Principal</td>
<td>4</td>
<td>0</td>
</tr>
<tr>
<td>Principal</td>
<td>4</td>
<td>1</td>
</tr>
<tr>
<td>By Decider</td>
<td>159,500</td>
<td>146,462</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Highest Degree</th>
<th>Present</th>
<th>Presently</th>
</tr>
</thead>
<tbody>
<tr>
<td>B.A.</td>
<td>8,5</td>
<td>27</td>
</tr>
<tr>
<td>M.A.</td>
<td>9</td>
<td>24</td>
</tr>
<tr>
<td>M.S.</td>
<td>5</td>
<td>25</td>
</tr>
<tr>
<td>Ph.D.</td>
<td>2</td>
<td>16</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Years In Position Held</th>
<th>Presently</th>
<th>Present</th>
<th>Presently</th>
</tr>
</thead>
<tbody>
<tr>
<td>20 + Years</td>
<td>19.4</td>
<td>11.2</td>
<td>1.2</td>
</tr>
<tr>
<td>11-15 Years</td>
<td>0.0</td>
<td>0.0</td>
<td>0.0</td>
</tr>
<tr>
<td>6-10 Years</td>
<td>21.5</td>
<td>7.9</td>
<td>3.1</td>
</tr>
<tr>
<td>3-5 Years</td>
<td>26.5</td>
<td>8.5</td>
<td>5.9</td>
</tr>
<tr>
<td>1-2 Years</td>
<td>25</td>
<td>9</td>
<td>2.8</td>
</tr>
<tr>
<td>0-1 Year</td>
<td>19.4</td>
<td>16</td>
<td>0.0</td>
</tr>
</tbody>
</table>

In addition 100 deciders (31.6%) reported no change from present position as teachers.
TABLE TWO
DISTRIBUTION OF PURCHASE ORDERS BY CURRICULUM AREA AND STRUCTURE

<table>
<thead>
<tr>
<th>Curriculum Area</th>
<th>Number Traced</th>
<th>% of Total</th>
<th>Information % of Emphasis</th>
<th>Total</th>
<th>Information % of Total</th>
<th>Generalization % of Emphasis</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Mathematics</td>
<td>69</td>
<td>21</td>
<td>16</td>
<td>18.6</td>
<td>70</td>
<td>81.4</td>
<td></td>
</tr>
<tr>
<td>2. Language</td>
<td>55</td>
<td>17</td>
<td>17</td>
<td>30.9</td>
<td>38</td>
<td>69.1</td>
<td></td>
</tr>
<tr>
<td>3. Social Studies</td>
<td>58</td>
<td>18</td>
<td>53</td>
<td>91.4</td>
<td>5</td>
<td>8.6</td>
<td></td>
</tr>
<tr>
<td>4. Art and Music</td>
<td>3</td>
<td>1</td>
<td>3</td>
<td>100</td>
<td>--</td>
<td>--</td>
<td></td>
</tr>
<tr>
<td>5. Business Education</td>
<td>4</td>
<td>2</td>
<td>4</td>
<td>100</td>
<td>--</td>
<td>--</td>
<td></td>
</tr>
<tr>
<td>6. Science</td>
<td>26</td>
<td>8</td>
<td>17</td>
<td>65.4</td>
<td>9</td>
<td>34.6</td>
<td></td>
</tr>
<tr>
<td>7. Reading</td>
<td>86</td>
<td>27</td>
<td>58</td>
<td>84.1</td>
<td>11</td>
<td>15.9</td>
<td></td>
</tr>
<tr>
<td>8. Physical and Health Education</td>
<td>3</td>
<td>1</td>
<td>3</td>
<td>100</td>
<td>--</td>
<td>--</td>
<td></td>
</tr>
<tr>
<td>9. Industrial Arts</td>
<td>12</td>
<td>4</td>
<td>12</td>
<td>100</td>
<td>--</td>
<td>--</td>
<td></td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>316</strong></td>
<td><strong>100</strong></td>
<td><strong>183</strong></td>
<td><strong>57.9</strong></td>
<td><strong>133</strong></td>
<td><strong>42.1</strong></td>
<td></td>
</tr>
</tbody>
</table>
Innovations in curriculum and instruction are generally slow to trickle down into the classroom. A small, relatively overburdened school system might be expected to reflect rather traditional curriculum policies. (i.e. information, fact emphasis)

All curriculum areas were represented in the sample of purchase orders examined. As Table Two indicates, the highest number of purchase orders supported reading programs (beginning and remedial) (27%), with mathematics (elementary and secondary) (21%), elementary and secondary Social Studies (18%) and language studies (grammar, spelling of English, and foreign languages) (17%) following. The fewest orders supported vocational, aesthetic, and physical training. At least in terms of numbers of purchases, the emphasis in the Transurbia school system is clearly on academic studies.

Information about the structure of materials ordered, generated by responses to question (5) proved unusable. Therefore, a curriculum specialist, one of the members of the investigating team, categorized the materials in terms of primary emphasis--information or information vs. concept, generalization or structure. Table Two displays the distribution of purchases in each structuring category by curriculum areas. It is obvious that information emphasis materials are favored for purchase. In fact, if the language and mathematics items were ignored the evidence of this bias would be even clearer. Since it is virtually impossible to teach English or a foreign language without attention to rules, generalizations and concepts, the proportion in this category is not surprising.

As Table Three reveals, purchase orders involved instructional materials of all types. However, the highest percentage of items was of the type--soft cover and hard cover reusable textbooks. These accounted for over 56% of all instructional materials ordered. Individualized kits which included self-scoring record cards and audio-visual aids accounted for only 1% of the orders. Only 1% of the orders were for specimen kits in Math and Science. Of 75 orders for multi-media materials, only 10% were for specimens useful for individually paced instruction. The remaining 90% were apparently intended for lecture-type lessons.

Reasons for Placing Orders
Hypothesis 3: Instructional materials are primarily ordered to replace depleted supplies. (rejected)

As the data in Table Four indicates, there were two predominant reasons for ordering the materials--to replace depleted supplies and to supplement present materials. In only 8% of total orders was the material intended to replace the present program. The majority of these replacements represented support for programs in Mathematics (N=6) and Reading (N=17).
<table>
<thead>
<tr>
<th>Variable</th>
<th>F</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Textbook only (reusable)</td>
<td>148</td>
<td>46.8</td>
</tr>
<tr>
<td>2. Textbook only (consumable)</td>
<td>18</td>
<td>5.7</td>
</tr>
<tr>
<td>3. Workbook only</td>
<td>36</td>
<td>11.4</td>
</tr>
<tr>
<td>4. Text and Workbook</td>
<td>12</td>
<td>3.8</td>
</tr>
<tr>
<td>5. Workbook and A.V. Aids</td>
<td>5</td>
<td>1.6</td>
</tr>
<tr>
<td>6. Text and A.V. Aids</td>
<td>16</td>
<td>5.1</td>
</tr>
<tr>
<td>7. Specimen kit</td>
<td>7</td>
<td>2.2</td>
</tr>
<tr>
<td>8. Multimedia package kit</td>
<td>28</td>
<td>8.9</td>
</tr>
<tr>
<td>9. Filmstrips</td>
<td>22</td>
<td>7.0</td>
</tr>
<tr>
<td>10. Model</td>
<td>7</td>
<td>2.2</td>
</tr>
<tr>
<td>11. Chart</td>
<td>12</td>
<td>3.8</td>
</tr>
<tr>
<td>12. Sound film</td>
<td>2</td>
<td>.6</td>
</tr>
<tr>
<td>13. Units (shapes)</td>
<td>3</td>
<td>.9</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>316</td>
<td>100</td>
</tr>
</tbody>
</table>
### TABLE FOUR

**REASONS FOR PURCHASE DECISIONS**

<table>
<thead>
<tr>
<th>Reason</th>
<th>Frequency</th>
<th>Probability</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Requested by authority</td>
<td>65</td>
<td>.209</td>
</tr>
<tr>
<td>2. Depletion of supplies</td>
<td>81</td>
<td>.256</td>
</tr>
<tr>
<td>3. Supplementary to present material</td>
<td>115</td>
<td>.364</td>
</tr>
<tr>
<td>4. Complimentary to present material</td>
<td>28</td>
<td>.089</td>
</tr>
<tr>
<td>5. Replacement of present program</td>
<td>26</td>
<td>.082</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>316</strong></td>
<td><strong>1.000</strong></td>
</tr>
</tbody>
</table>

\[ \chi^2 = 81.1 \]

*significant at .01 level of confidence

### TABLE FIVE

**FREQUENCY OF ALTERNATIVE OFFERING METHODS REPORTED**

<table>
<thead>
<tr>
<th>Method</th>
<th>Frequency</th>
<th>Probability</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Publisher's materials or representative</td>
<td>122</td>
<td>.445</td>
</tr>
<tr>
<td>2. Informal communication (colleague)</td>
<td>39</td>
<td>.142</td>
</tr>
<tr>
<td>3. Formal communication (conference)</td>
<td>35</td>
<td>.128</td>
</tr>
<tr>
<td>4. Professional journal</td>
<td>35</td>
<td>.128</td>
</tr>
<tr>
<td>5. Popular mass media</td>
<td>5</td>
<td>.018</td>
</tr>
<tr>
<td>6. Other</td>
<td>38</td>
<td>.158</td>
</tr>
<tr>
<td><strong>Totals</strong></td>
<td><strong>274</strong></td>
<td><strong>.99</strong></td>
</tr>
</tbody>
</table>
A Chi square test on the percentage in each category indicated the presence of a significant difference, at a .01 level, between the percentage intended to replace depleted supplies and those serving other purposes. The probabilities calculated for these alternatives indicate that the most likely reason for purchasing materials was to supplement the present program.

How the System Learns About Materials

Hypothesis 4: There are multiple offering methods which are equally effective. (rejected)

As Table Five indicates, the four predominant methods by which materials were offered to the system were: direct contact with publishers representatives or materials, informal personal contacts with colleagues, formal communication at conferences, and encounters in professional journals.

Chi square analysis of these alternatives revealed that publishers materials and/or representatives had greater impact on decisions to order any other method of encounter. This impact was statistically significant at the .05 level.

Probabilities of encounter influence were calculated (See Table Five). Again, the probability is nearly .5 that publishers material and/or representatives influence purchasing decisions.

A PERT analysis showed that the shortest path through the decision network was the one which originated with the press and connected directly with the teacher on the elementary levels or chairman on the secondary level (See Figure 2). From there it connected to the clerk, the principal, the Board, the manufacturer, back to the principal and, finally, to the teacher. The total elapsed time of this path was approximately 16.4 weeks.

Publishers' flyers, publishers' representatives, informal communications (with colleagues) and the media (except for commercial T.V.) all demonstrated non-critical paths. The critical path (the longest and the slowest through the system) was the one originating with professional journals. This one travelled from the teacher to the curriculum specialist to the clerk to the vice principal to the principal to the Board of Education to the manufacturer back to the principal to the vice principal and finally back to the teacher. This path took approximately 34 weeks to travel. Utilization of this path requires absolute adherence to deadline procedures. A failure to adhere to deadlines would result in a bottleneck in obtaining these supplies and an untimely use of materials.
Bases for Purchase Decisions

Hypothesis 5: Decisions to purchase instructional materials are based primarily on tradition (rejected)

A number of specific variables appeared to influence decisions to purchase instructional materials. Some of these variables involved costs (i.e. economy of practice or supervision). Others stressed benefits in terms of quality of teacher-pupil interaction, motivation, or provision for individual differences. Table Six summarizes the frequency of choice of each of these variables. Of all the variables which influenced decisions, the two which appear to have been most frequently influential were: provision for individual differences, and relief from routine drill. The nature of particular materials ordered raised some questions about the goodness of fit between desire to provide for individual differences and relevance of material actually ordered.

A test of hypothesis 5 was made by Chi-square analysis of the data displayed in Table Six. Of the three types of decisions made, it was expected that tradition would be the major type of decision making. It was found, however, that cost-benefit considerations were believed to operate more frequently than either command or tradition. This difference was significant at the .001 level.

The probabilities associated with each of the types of decisions was calculated. The probability of a tradition-based decision was found to be .086. The probability of a cost-benefit based decision was found to be .706, while that of a command decision was found to be .208.

Responses to queries as to whether possible costs would be incurred in terms of loss of teacher-pupil contact or some other change in the teaching-learning situation indicated that as far as the overwhelming majority of the deciders were concerned there would be no change. Over seven percent of these responding felt that there would be less frequent teacher-pupil contact with this instructional material but that this was offset by the benefits of its use. Six percent of the deciders thought that other losses (e.g., amount of time spent on instruction) might occur.

Responses to Question (23) (What would have happened if the decision had not been made?), indicated that there were a number of different possibilities with varying probabilities of occurrence. Table Seven displays the data gathered from answers to this question. It is clear that the most probable results would have been pupils without materials, as a result of depleted stocks or students using inappropriate materials. When responses were compared with the reasons originally given for purchase, the problem of depletion ranked high in consideration. It is interesting to note that availability of feedback to pupil played a consistently small part in the universe of variables influencing decisions.
TABLE SIX

FREQUENCY OF DECISION VARIABLES REPORTED WITH COST-BENEFIT CONSIDERATIONS

<table>
<thead>
<tr>
<th>(Variable (N = 223) respondents)</th>
<th>Frequency</th>
<th>Probability</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Improved teacher-pupil contact</td>
<td>55</td>
<td>.112</td>
</tr>
<tr>
<td>2. Relieved</td>
<td>89</td>
<td>.182</td>
</tr>
<tr>
<td>3. Economical practice of skills</td>
<td>41</td>
<td>.084</td>
</tr>
<tr>
<td>4. Economical supplement</td>
<td>44</td>
<td>.089</td>
</tr>
<tr>
<td>5. Novel, interesting</td>
<td>17</td>
<td>.035</td>
</tr>
<tr>
<td>6. Provides for individual differences</td>
<td>112</td>
<td>.228</td>
</tr>
<tr>
<td>7. Ease of supervision</td>
<td>33</td>
<td>.067</td>
</tr>
<tr>
<td>8. Increased feedback progress</td>
<td>48</td>
<td>.098</td>
</tr>
<tr>
<td>9. Increased feedback: problems</td>
<td>45</td>
<td>.091</td>
</tr>
<tr>
<td>10. Innovative</td>
<td>6</td>
<td>.012</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>490</td>
<td>.998</td>
</tr>
</tbody>
</table>

Expected Frequency

<p>| Cost benefit considerations reported | 223 | 105.3 | .706 |
| Identical to predecessor (tradition) | 27  | 105.3 | .086 |
| Command decision                    | 66  | 105.3 | .208 |
| <strong>Total</strong>                           | 316 | 316   | 1.000 |</p>
<table>
<thead>
<tr>
<th>Variable</th>
<th>$f$</th>
<th>Probability</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. pupils without materials</td>
<td>89</td>
<td>.357</td>
</tr>
<tr>
<td>2. poorly utilized teacher time</td>
<td>25</td>
<td>.100</td>
</tr>
<tr>
<td>3. inappropriate materials for student use</td>
<td>80</td>
<td>.321</td>
</tr>
<tr>
<td>4. inadequate feedback on pupil progress</td>
<td>17</td>
<td>.068</td>
</tr>
<tr>
<td>5. continuance of outmoded procedures</td>
<td>38</td>
<td>.353</td>
</tr>
<tr>
<td>Total</td>
<td>249</td>
<td>.999</td>
</tr>
</tbody>
</table>
Although cost benefit considerations were reported, it should be noted that most cost-effectiveness studies of instructional materials appear in professional journals. As the PERT analysis indicated, information supplied by professional journals started on the critical path. This risked inordinate delay in receipt of materials. If cost effectiveness is to be employed effectively a way to disseminate journal information at a more rapid rate throughout the system must be found. Thus, cost-benefit decisions could be made more objectively.

A cohort of twelve randomly selected decision makers were studied in greater detail. This group was composed of eight teachers, two chairmen and two librarians. Their decisions were broken down by the months November, December and January. In each month the purchase orders were categorized by type of decision involved: command, traditional and cost-benefit. The data which resulted from this analysis are presented in Table Eight. A matrix composed of this probability data for the month of November was raised to the second power and compared to the data for the month of December by a Chi square analysis. The data for November was raised to the third power and compared to the data for the month of January by a Chi square analysis. Finally December's data were raised to a square power and compared with January's by the same analysis. The results showed that there existed no significant difference in the matrices. We concluded that we were dealing with a steady state Markov process in the decision making activity.

Influence of Time Factors

Hypothesis 6: Decisions regarding purchase of instructional materials are made within a month of the time requisitions must be submitted. (Accepted)

Deciders were asked two questions relating to elements of time. Question (19) asked for indication of the time during the school year when decisions were made. As Table Nine indicates, a highly significant proportion of deciders acted during the November to March period. Since purchase orders had to be completed and submitted before January 31, there is a good chance that the time span actually ran from November to January. This information, together with the relatively brief length of time generally taken to make the decision, suggested that decisions were actually being made rather near the time of requisition. Thus, the chance availability of some particular publishers materials at that time may have played an important part in the decision process. This possibility was supported by the results of interviews, during which deciders also suggested that the probability of receiving instructional materials the following year, in time for their effective employment was well over 80%. This agreed with the findings of the PERT analysis which showed that the probability of timely receipt was .84.
### TABLE EIGHT

**BREAKDOWN OF TYPE OF DECISIONS BY MONTH**

**FOR SELECTED DECIDER TYPES (N = 12)**

<table>
<thead>
<tr>
<th>Decider</th>
<th>November (A)</th>
<th>December (B)</th>
<th>January (C)</th>
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<tr>
<td></td>
<td>Type</td>
<td>No. of</td>
<td>Type</td>
</tr>
<tr>
<td></td>
<td></td>
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<td>Date</td>
</tr>
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<td></td>
<td></td>
<td>Command</td>
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<tr>
<td></td>
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<td>Benefit</td>
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<td></td>
<td></td>
<td>Traditional</td>
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<tr>
<td>Chers</td>
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<td>9</td>
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<td>Arman</td>
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<td>.333</td>
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<td></td>
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<td></td>
<td></td>
</tr>
</tbody>
</table>

| Total   | 16           | 8            | 5           | 27          | 4           | 16          | 7           |

\[ x_2^2 = 0.425 \]
\[ A_3^2 = 0.1646 \]
\[ B_2^2 = 0.1315 \]
\[ df = 4 \]
\[ p > .05 \]
Hypothesis 7: Cost effectiveness considerations actually play a minimal role in decider behavior (accepted).

As has been noted earlier in the PERT analysis, reliable cost-effectiveness data (journal research articles) could not be effectively utilized in decision making. An important implication of appropriate use of cost-effectiveness analysis was the following: Given optimal learning conditions employing highly structured and conceptually oriented curriculum materials, economically disadvantaged students might be expected to achieve on grade expectations, whereas advantaged students might be expected to achieve on grade level in either traditional, information oriented and a conceptual or structure oriented learning system (3). This was translated into an equation which, when maximized, would yield the highest possible evidence of achievement. This equation, known as an objective function, may be given as:

$$10L + 12M = \text{maximum}$$

The coefficients 10 and 12 represent month-gains in achievement. The letters signify the number of disadvantaged ($L$) and advantaged ($M$) students.

Analysis of achievement data from Transurbia revealed that lower class students have apparently been able to gain only 7 months each 10 month school year within the present, highly information-oriented curriculum. Middle class students, apparently using the same instruction emphasis, have been able to achieve on-grade. In a highly conceptual structure-oriented curriculum the lower-class students can achieve up to grade expectations (4). This instructional strategy would involve a high technological component (i.e. reading kits, etc.). It has resulted in higher than average gains for middle class students as well (5). Thus, the gains shown by both types of students might be closer, and the gap between them smaller if such instructional materials were used.

An expression of these two strategies in the month-gain terms would be:

$$7L + 10M = \text{Type I strategy}$$

$$10L + 12M = \text{Type II strategy}$$

where $L \geq 0$ and $M \geq 0$


Under the present circumstances the amount of time available for Type One strategy was a maximum of 90,000 hours while 25,000 hours was the maximum available for use in Type II. When this data was submitted to a linear programming solution, it was found that 2,128 lower class students should be in strategy Type II. Under circumstances of Type II, students of lower-class backgrounds should also be in this instructional mode. When these optimas are checked against the critical data we obtain table 9.

TABLE NINE
NUMBER OF STUDENTS EXPOSED TO DIFFERENT STRATEGY TYPE

<table>
<thead>
<tr>
<th>Observed Strategy Type</th>
<th>Optimal Strategy Type</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>I</td>
</tr>
<tr>
<td>Lower Class</td>
<td>8050</td>
</tr>
<tr>
<td>Upper Class</td>
<td>1450</td>
</tr>
</tbody>
</table>

The cell frequency in row 2 column 4 was changed to 15 and row 2 column 3 was changed to 2485 to allow for a Chi square test. This test turned out to be significant at t��.001 level. We concluded that the system could achieve greater gains in the test scores if a newer technology were employed to educate lower class children.

The cost in achievement terms of the present curriculum is a loss of 634 months of achievement for the entire student population (6). When allocated over the entire school system this means that the average child is 5% worse off in his test score than if the present resources were allocated more effectively. However, given money costs for transportation and political costs for compensatory education we can conclude that present materials are in the range of feasible allocation and use.

This finding suggested however, that the present instructional materials were inadequate to the task of maintaining on grade achievement scores. A greater utilization of capital oriented instructional materials could overcome some of the deficiency in achievement scores (7). At this point, we must revise our initial assumption that instructional materials alone could raise levels to national norms. Considerations of a judicious mix of manpower materials and facilities are more realistic and could be handled by techniques of analyses utilized in the present study. What is needed is adequate data for each set of variables.

(6). Based upon standardized test score performance records

(7). We include in this definition of capital oriented materials all self institutional kits. In short any materials which are not teacher dependent are capital intensive
Summary

The students in the Transurban school system, particularly those who are lower income and Negro, have demonstrated, and are continuing to demonstrate, an increasing decline in achievement. This present study, an outgrowth of an economic analysis of the system has indicated that, given the constraints of budget, facilities, personnel and time, the system is operating with a fair degree of efficiency (within approximately 5% of attainable achievement) in meeting the demands of the curriculum. Obviously, factors other than efficiency of the system's operation are influencing the behavior of the school system population.

To understand the full extent of causative factors, one must examine the school system from an interdisciplinary social science perspective, rather than just through economic analysis. An investigation of the environment of the school suggests that the social values and norms of the parents of the school population and, indeed, of society in general, may be growing increasingly divergent from those of the school system. No longer are people being judged by how much they know (in absolute, quantitative terms) if indeed they ever were. Accumulation of information is simply not a socially functional activity. Given this fact of life, the curriculum and instruction of the school system must be subject to careful scrutiny. What are the values and norms of the environment which determine children's attitudes about, and performance in schools? What adjustments must be made in organization of the school day and employment of instructional materials to increase motivation for academic study?

A teacher-centered, self contained classroom instructional milieu is not calculated to encourage a high degree of independence and inner direction. In a changing society with increasing leisure time, training for reliance on authority is not functional. What alterations must be made in the teaching-learning relationship to encourage individuals to develop their own resources?

In a time of overcrowded classrooms and over age facilities, lock-step procedures are inefficient. Inadequate time is available for individual attention when an elementary school teacher must treat all curriculum areas for all children or when all students in a secondary school subject class must learn the same thing at the same time. What contributions of strategies of teacher time allocation and modern technology could provide for increased individualization of instruction?

Decentralized decision making with regard to purchase of instructional materials, as was found in this study, is an excellent procedure. It allows individual teachers to provide for the unique learning characteristics of their particular students. However, in order to make intelligent decisions, teachers must be well informed. A centralized information and communication network could disseminate cost-effectiveness data. How could centralization of curriculum supervision be accomplished without interfering with the essential personal investment the teachers are making in the resource allocation decisions of the system? This investigation can only raise these questions. It must be the task of other investigations to determine the answers.
**INVOICE**

**TO ASSURE PROPER CREDIT RETURN REMITTANCE COPY WITH REMITTANCE**

**ACCOUNT OF**

**SHIP TO**

<table>
<thead>
<tr>
<th>ORDER NO</th>
<th>ORDER NO</th>
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<tbody>
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</table>

<table>
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<th>SHIP VIA</th>
<th>TERMS</th>
<th>DATE ORDER RECEIVED</th>
<th>DATE SHIPPED</th>
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<th>PRICE</th>
<th>DISC.</th>
<th>AMOUNT</th>
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<tr>
<td>40</td>
<td>135</td>
<td>RISE AMERICAN NATION 2ND</td>
<td>9.10</td>
<td>*</td>
<td>$204.80</td>
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</table>

<table>
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</tr>
</thead>
<tbody>
<tr>
<td>204.80</td>
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</tr>
</tbody>
</table>

*31*
Questionnaire Form
Decisions:
Instructional Materials

Date Administered

79  80
1. What is your present position

- teacher (1)
- grade leader (teacher) (2)
- chairman (3)
- curriculum specialist (4)
- clerk (5)
- vice-principal (6)
- principal (7)
- other (8)

2. What position did you hold immediately prior to this?

- No change (0)
- teacher (1)
- grade leader (teacher) (2)
- chairman (3)
- curriculum specialist (4)
- clerk (5)
- vice-principal (6)
- principal (7)
- other (8)

3. How long have you occupied your present position?

- 1 year (1)
- 2 years (2)
- 3 years to 5 years (3)
- 6-10 years (4)
- 11-15 years (5)
- 16-20 years (6)
- 20+ years (7)

4. What is the highest degree earned?

- BA (1)
- MA (2)
- MS (3)
- EdD (4)
- PhD (5)
- certificate (6)
- H.S. graduate (7)
5. Curriculum area

Math (1)
- elementary (01)
- problems (1)
- drill (2)
- both (3)
- algebra (02)
- geometry (03)
- calculus (04)
- integrated (05)
- trigonometry (06)
- solid geometry (07)
- business arithmetic (09)
- other (specify) (09)

English (2)
- grammar (01)
- spelling (02)
- composition (03)
- literature (04)
- prose (1)
- poetry (2)
- essay (3)
- combination (4)

Social Studies (3)
- elementary (1)
- history and geography (1)
- social science (2)
- government (2)
- history (3)
- local (1)
- national (2)
- western civilization (3)
- other (5)

Art (4)
- appreciation (1)
- execution (2)
- illustrative (paint-crayon) (1)
- sculpture (2)
- college (3)

Science (6)
- elementary (1)
- chemistry (2)
- physics (3)
- biology (4)
- geology (5)
- astronomy (6)
- botany (7)
- earth science (8)
- integrated (9)
- lecture (1)
- laboratory (2)

Reading (7)
- readiness (1)
- beginning (2)
- intermediate (3)
- advanced (secondary) (4)
- remedial (5)
- word attack (6)
- phonics traditional (1)
- phonics-linguistics (2)
- alphabet (3)
- comprehension (4)
- main idea and analysis (5)
- facts (6)
- others (7)

Physical Education (5)
- elementary (1)
- gymnastics (2)
- varsity sport (3)
- dance (4)

Health Education (8)
- hygiene (5)
- safety (6)
- sex education (7)
### Business subjects (5)
- accounting (1)
- steno (2)
- typing (3)
- clerical practice (4)
- other (5)

### Industrial Arts (9)
- woodworking (1)
- metalworking (2)
- home economics (cooking) (3)
- drafting (4)
- sewing-dressmaking (5)
- other (6)
6. What kind of material is this?

1. textbook
   - hardcover: reusable (1)
   - soft cover: reusable (2)
   - soft cover: consumable (3)

2. workbook
   - bound (1)
   - tearsheets: bound (2)
   - unbound package sheets (3)

3. kit
   - text and workbook (1)
   - text and worksheets (2)
   - text, worksheet, record cards (3)
   - all of above and a.v. aids (4)
   - specimens (science, math) (5)
   - other (6)

4. multi-media: reusable
   - A.V. and worksheets (1)
   - strip film (2)
   - models (globe, bio) (3)
   - charts (4)
   - sound films (5)
   - units (shapes, rods, discs) (0)

7. How would you characterize the basic structure of this item?

   - information oriented (1)
   - concept development (2)
   - structural analysis (3)
   - linguistic (1)
   - mathematics (2)
   - art appreciation (3)

12. Why did you decide to order the item? Primary reason:

   - request from other agency (person) (1)
   - specify reason (funds, etc.)
   - depletion of supplies (reorder) (2)
   - supplementary to present material (3)
   - complimentary to present material (4)
   - replacement of present program (5)
13. Where did you first hear about this item?

- publishers flyer(s) (1)
- publishers representative(s) (2)
- personal communication with colleague (informal, same school, other) (3)
- communication with colleague (conference, formal, same school, other) (4)
- encountered in professional journal (5)
- encountered in mass media (6)
- press (1)
- newspaper (2)
- T.V. (educational) (3)
- T.V. (commercial) (4)
- other (specify) (7)

14. What particular characteristics did you like?

- quality of t-p contact improved (9)
- relieves teacher of routine drill (8)
- provides economical practice of complex skills (7)
- inexpensive-economical supplement (6)
- novel, interesting, imaginative supplement approach (reinforcement variety) (4)
- provides for individual differences rate (3)
- quality (learning style) (4)
- easy to supervise administration or use (5)
- provides more objective feedback re: (2)
- individual progress (1)
- individual problems (2)
- innovative (revolutionary) (0)
- same as before (X)

15. How many other alternatives were considered?

- none (0)
- one (1)
- few-two to three (3)
- many

16. List at least 3 rejected choices

- 
- 
- 

27
17. Why were they rejected?
   - too expensive
   - too great a delay in receipt
   - too hard to use
   - supervision
   - complexity
   - pedagogically unsound (explain).

18. Why did you think that this item sounded attractive?
   - increased quality of t-p contact
   - longer periods of time (1)
   - more often (2)
   - maintained prior relationships, behaviors, (no change) (3)
   - exposure to variety of materials (novelty vs. boredom) (4)
   - restructuring of learning sets-innovation (5)
   - practice of learned skills (6)
   - increased feedback re: progress
   - teacher (7)
   - pupil (8)
   - other (9)

19. What part during school year was decision made?
   - first month of term (1)
   - November-December (2)
   - winter recess (3)
   - January-March (4)
   - April-May (5)
   - spring recess (6)
   - June (7)
   - summer recess (8)
   - summer session (9)

20. How long did it take you to make up your mind?
   - less than one week (1)
   - 1-2 weeks (2)
   - 2 weeks-1 month (3)
   - 1-2 months (4)
21. What was lost as a result of this decision?
- less t-p contact (frequency) (1)
- no change (2)
- other (specify) (3)

22. How long did it take before the item was delivered to you?
- less than 1 month (1)
- 1-2 months (2)
- 2-3 months (3)
- 4-6 months (4)
- 5-6 months (5)
- whole school year (6)
- more than one school year (9)
- still haven't received it (8)

23. What would have happened if the decision had not been made?
- pupils without materials (depletion) (1)
- teacher time inadequately utilized (2)
- pupils inadequately serviced— inappropriate materials (3)
- all (4)
- some (5)
- lack of information re: pupil progress (6)
- continuance of outmoded procedures (7)

24. What other factors led you to choose this particular item?
- strongly recommended by authority (with experience with it) (1)
- colleague (1)
- supervisor (2)
- fits into present program with little or no adaptations necessary (decider's judgement)
- more suitable to 'modern' approach to subject area (decider's judgement)
25. Have you become aware of any additional alternatives since purchase?
   - yes (1)
   - no (2)

26. How would your decision differ today?
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