



1984

## Willingness Of Private/Parochial Secondary Schools To Participate In A Voucher Plan

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WILLINGNESS OF PRIVATE/PAROCHIAL SECONDARY  
SCHOOLS TO PARTICIPATE IN A VOUCHER PLAN

A Dissertation  
Presented to  
the Faculty of the Graduate School  
University of the Pacific

In Partial Fulfillment  
of the Requirements for the Degree  
Doctor of Education

by  
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February 20, 1984

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WILLINGNESS OF PRIVATE/PAROCHIAL SECONDARY  
SCHOOLS TO PARTICIPATE IN A VOUCHER PLAN

Abstract of Dissertation

Purpose: The purpose of this study was to determine if private/parochial schools were interested in participating in a voucher plan where all students are given a cash voucher to spend at the school of their choice. If they were willing to participate, the study identified the controls the schools were willing to tolerate and still participate. If they were opposed to a voucher plan from the outset, the study identified the reasons for their reluctance to participate.

Procedure: Questionnaires were sent to all 183 private secondary schools (grades 7-12) in California whose grade enrollments average 30 or more students. A total of 115 schools or 62.8 percent returned the survey. The respondents were asked to indicate which of 19 listed controls they would tolerate, or which controls were the reasons for their non-participation. A five-point scale with alternatives from "definitely not participate" to "definitely participate" was used on each control listed. The data were computer processed using the Statistical Package for the Social Sciences.

Findings: Two-thirds of responding schools were willing to participate in a voucher plan with no controls. Religious sponsored schools would not participate if religious instruction were prohibited. Other significant controls which could cause private schools not to participate include: state regulation of admission and dismissal of students, no fee charges in excess of the voucher amount, requiring special programs for special education and non-English speaking students, and requiring collective bargaining laws.

Recommendations:

- 1) A survey of elementary schools should be taken to insure that their views are represented by the secondary survey.
- 2) A final review should be made to determine if any additional controls would surface that were not included in this survey.
- 3) A legal opinion should be sought on the legality of using public funds in schools which provide religious instruction.
- 4) A resolution of the probable conflict between the Education Code and the initiative should be sought before a voucher plan election.
- 5) Voters should be informed as to which controls would be part of a voucher plan, and which schools would participate before a voucher plan election.

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## TABLE OF CONTENTS

	Page
ACKNOWLEDGMENTS.....	iii
LIST OF TABLES.....	vii
LIST OF FIGURES.....	viii

### CHAPTER

I. INTRODUCTION.....	1
The Problem.....	3
Questions to be Answered.....	3
Delimitations.....	5
Limitations.....	6
Definition of Terms.....	6
Significance of the Study.....	9
Procedures.....	10
Summary.....	12
II. REVIEW OF LITERATURE.....	14
Early History of the Voucher Concept.....	15
Literature Review Emphasis.....	16
Importance of Private/Parochial School Participation.....	16
Willingness of Private/Parochial Schools to Participate.....	23
Summary.....	27
III. RESEARCH DESIGN AND PROCEDURES.....	29
Description of the Study.....	29
Subject Description.....	29
Methodology.....	30
Research Instrument.....	31
Questions to be Answered.....	42
Summary.....	43
IV. ANALYSIS AND INTERPRETATION OF THE DATA.....	44
Questionnaire Response Rates.....	44
Analysis of Participation and Controls.....	48

## TABLE OF CONTENTS (Continued)

### CHAPTER

IV.	(Continued)	Page
	Analysis of Participating and Non- Participating Schools' Responses.....	56
	Analysis of Religious and Non-Religious Schools' Responses.....	63
	Analysis of Catholic and All Other Religious Sponsored Schools' Responses.....	69
	Analysis of Catholic and Non-Catholic Schools' Responses.....	74
	Analysis of Small and Large Schools' Responses..	76
	Summary.....	79
V.	SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS.....	89
	Summary of the Study.....	89
	Conclusions.....	91
	Concluding Summary.....	102
	Recommendations.....	103
	BIBLIOGRAPHY.....	105
APPENDIX		
A.	LETTER FROM RESEARCHER TO PRINCIPALS OF SELECTED CALIFORNIA PRIVATE/PAROCHIAL SECONDARY SCHOOLS.....	109
B.	EXPLANATION OF THE STUDY AND SELF-REPORT QUESTIONNAIRE.....	111
C.	FOLLOW-UP LETTER TO NON-RESPONDENTS.....	115
D.	LETTER TO SELECTED PRINCIPALS FOR FIELD TEST OF QUESTIONNAIRE.....	117



# LIST OF TABLES

TABLE		Page
1.	SUMMARY OF THE RESPONSES BY NUMBER AND PERCENTAGE OF QUESTIONNAIRES RETURNED FROM PRIVATE/PAROCHIAL SCHOOLS.....	45
2.	NUMBER OF RETURNS BY RELIGION.....	46
3.	NUMBER OF RETURNS BY ENROLLMENT.....	46
4.	NUMBER OF RETURNS BY STUDENT BODY COMPOSITION....	47
5.	ABILITY OF RESPONDENTS TO ANSWER FOR PERSON(S) IN CONTROL OF THE SCHOOL.....	48
6.	WILLINGNESS TO PARTICIPATE IN A VOUCHER PLAN.....	49
7.	SUMMARY OF THE MEANS AND STANDARD DEVIATIONS OF THE 19 POTENTIAL CONTROLS FOR PARTICIPATION IN A VOUCHER PLAN.....	50
8.	GROUPING OF MEANS IN RANK ORDER BY ALL RESPONDENTS.....	54
9.	COMPARISON OF MEANS BETWEEN "YES" ANSWERS AND "NO" ANSWERS FOR PARTICIPATION IN A VOUCHER PLAN.....	58
10.	GROUPING OF MEANS IN RANK ORDER BY THOSE RESPONDENTS UNWILLING TO PARTICIPATE IN A VOUCHER PLAN.....	60
11.	COMPARISON OF MEANS BETWEEN RESPONDENTS OF RELIGIOUS AND NON-RELIGIOUS SPONSORED SCHOOLS....	64
12.	GROUPING OF MEANS IN RANK ORDER BY RESPONDENTS OF NON-RELIGIOUS SPONSORED SCHOOLS.....	67
13.	COMPARISON OF MEANS BETWEEN RESPONDENTS OF CATHOLIC AND ALL OTHER RELIGIOUS SPONSORED SCHOOLS.....	70
14.	GROUPING OF MEANS IN RANK ORDER BY RESPONDENTS OF CATHOLIC SCHOOLS.....	72
15.	COMPARISON OF MEANS BETWEEN RESPONDENTS OF CATHOLIC AND NON-CATHOLIC SCHOOLS.....	75
16.	COMPARISON OF MEANS BETWEEN RESPONDENTS OF SMALL (0-500 ENROLLMENT) AND LARGE (OVER 500) SCHOOLS.....	78

## LIST OF ILLUSTRATIONS

FIGURE	Page
1. MEANS FOR EACH OF THE NINETEEN CONTROLS.....	52

## CHAPTER 1

### INTRODUCTION

A voucher plan is one of the most widely advocated family choice plans in education. Although the plan gained considerable attention in California during the 1970's and 1980's, it has been espoused in various forms for over two centuries. In order to more fully comprehend the concept, it is necessary to review the components of a voucher plan and some of its early origins.

In simplest form, the voucher plan works with the state issuing each school-aged child a voucher worth the cost of one year's education. The amount would be loosely based on the current amount expended per student in the local public schools. The parents and the child would choose any school, public or private, that they wished to attend and pay for the cost with their voucher. There can, however, be many different types of restrictions placed on these simple guidelines to produce many types of voucher plans. The Center for the Study of Public Policy classifies them in Mecklenburger's book into seven different categories.<sup>1</sup> The plans range from completely unregulated

<sup>1</sup>Office of Economic Opportunity, "Education Vouchers" in Education Vouchers: From Theory to Alum Rock, ed. James A. Mecklenburger and Richard M. Hostrop (Homewood, Illinois: ETC Publications, 1972), p. 164.

with no controls to very structured with many government controls.

The current leaders of a voucher plan, University of California at Berkeley law professors John Coons and Stephen Sugarman, authored an initiative to get a voucher plan on the ballot in California in June of 1980. Although they failed to get enough signatures for that election, they have launched a new drive with a revised initiative and claim they will be successful this time.

Although there are many variations of voucher plans and despite Coons and Sugarman stating they do not absolutely require private school involvement, most plans do include private schools.<sup>2</sup> In fact, Coons and Sugarman state, "We invite the reader to assume the following: ...each year there is to be provided...a scholarship certificate entitling the child to an education in the public or private school of his family's choice."<sup>3</sup> With most advocates feeling that private school participation is vital to providing a full and complete choice, a most important point is assumed--that private schools would want to and could participate. Although there are many aspects of a voucher plan to consider, the focus of this study is on

<sup>2</sup>John E. Coons and Stephen D. Sugarman, Education by Choice: The Case for Family Control (Berkeley: University of California Press, 1978), p. 153.

<sup>3</sup>Ibid, p. 31.

the willingness of private/parochial schools to participate in a voucher plan, and the controls that they are willing to accept as conditions for participating and receiving public funds.

### The Problem

The problem for this study was to determine if private/parochial schools were interested in participating in a voucher plan where all students are given a cash voucher to spend at the school of their choice. For those schools willing to participate, the study attempted to identify the controls the schools would be willing to tolerate and still participate. If they were opposed to a voucher plan from the outset, the study attempted to identify the reasons for their reluctance to participate.

In addition, the study has sought to identify any differences in the responses of non-religious and parochial schools as well as any differences between Catholic schools and the remainder of the parochial schools.

### Questions to be Answered

In order to insure that all areas of the problem were addressed, specific questions were formulated to be answered by the study. The specific questions are listed below.

1. Are private/parochial schools willing to participate in a voucher plan where all students are given a cash voucher to spend at the school of their choice?

2. What are the controls that private/parochial schools are unwilling to accept in order to participate in a voucher plan?

3. For those schools which are not interested in participating, what are the reasons that would prevent them from participating?

4. Are there any significant differences in the responses of Catholic schools and all other religious sponsored schools?

5. Are there any significant differences in the responses of religious schools and non-religious schools on the controls that would prevent schools from participating in a voucher plan?

6. Are there any significant differences in the responses of Catholic and non-Catholic schools on the controls that would prevent schools from participating in a voucher plan?

7. Are there any significant differences in the responses of schools of under 500 students enrolled in grades 10-12 and schools with over 500 students enrolled in grades 10-12 on the controls that would prevent schools from participating in a voucher plan?

Schools were asked to respond to a list of 19 types of controls. One or more responses were requested in the following areas concerning the schools' willingness to participate with restrictions:

- (1) Religious controls.
- (2) Admission and fees controls.
- (3) Discipline and dismissal controls.
- (4) Curriculum and working conditions controls.
- (5) Program and facility controls.

In addition, the responses were studied for differences in response by sizes of the schools and by different religious categories.

#### Delimitations

(1) The study was limited to California schools. The major impetus for voucher plans is in the state of California, and with the size of the state, the study may be applicable nationwide.

(2) The study was limited to secondary schools, grades 7-12, which offered twelfth grade classes. Only schools with an average of 30 or more students per grade were considered in the survey. Only those 9-12 grade schools with 120 or more students, 8-12 grade schools with 150 students, and 7-12 grade schools with 180 students, were included. Elementary schools and very small secondary schools were not included. Combination schools which offered classes below grade seven were also not included.

### Limitations

(1) Elementary schools were not included because it would increase the number of variables in the survey. It is possible elementary schools would respond in a totally different manner from secondary schools.

(2) The person whose position is most similar to a public school principal was asked to respond to the survey. It was not feasible to try to survey school boards, proprietors, churches, Bishops, and others who might control private/parochial schools.

(3) The survey lists the 19 controls found by the researcher to be most prevalent in the literature. It is possible some controls may have been overlooked although an open ended question was made available to respondents.

### Definition of Terms

There are many different uses of certain key terms when discussing a voucher plan. Each author may have a slightly different use of the terms. The following list of words is defined in the way they are most often defined and in relation to a voucher plan.

Voucher. A voucher is issued by the state government and is worth a predetermined amount of money. Each school-aged child may attend the school of his or her



own or parent's choice, and that schooling may be paid for with a voucher.<sup>4</sup> Only grades 7-12 are included in this study.

Public schools. A public school is an elementary or secondary school that is part of a system of free schools maintained by public taxes and supervised by local authorities.<sup>5</sup> Only grades 7-12 are included in this study.

Private schools. A private school is a school which belongs to a particular person or group. It is not open to, intended for, or controlled by the general public.<sup>6</sup> Only grades 7-12 are included in this study.

Parochial schools. A parochial school is a school which is supported and controlled by a church.<sup>7</sup> Only grades 7-12 are included in this study.

Sectarian. Sectarian is a member of any religious denomination.<sup>8</sup>

<sup>4</sup>Charles W. Fowler, "Must Voucher Plans Kill Public Schools?" The American School Board Journal, 167 (January, 1980), 34.

<sup>5</sup>Webster's New World Dictionary, ed. David B. Guralnik (2nd college ed.; Englewood Cliffs, N.J.: William Collins & World, 1976), p. 1149.

<sup>6</sup>Ibid., p. 1131.

<sup>7</sup>Ibid., p. 1034.

<sup>8</sup>Ibid., p. 1287.

Initiative. An initiative is the right of a group of citizens to introduce a matter for legislation directly to the voters, usually by a petition signed by a specified percentage of the voters.<sup>9</sup>

Unregulated voucher. In an unregulated voucher plan, no controls or restrictions are placed on the school accepting the voucher.<sup>10</sup>

Controls. Controls are the regulations and restrictions that would govern the operation of all schools. Many of the regulations are state mandates from the Education Code which presently restricts the operation of public schools.<sup>11</sup>

Family choice. Family choice is the act of allowing families to choose the school with a style and governance that suits them and their children.<sup>12</sup>

<sup>9</sup>Ibid., p. 725.

<sup>10</sup>Office of Economic Opportunity, "Education Vouchers," in Education Vouchers: From Theory to Alum Rock, ed. James A. Mecklenburger and Richard M. Hostrop (Homewood, Illinois: ETC Publications, 1972), p. 164.

<sup>11</sup>John E. Coons, "Of Family Choice and 'Public' Education," *Phi Delta Kappan*, 61 (September, 1979), 11.

<sup>12</sup>Ibid.

### Significance of the Study

The results of this study should be highly significant to the education field and the electorate. The voucher movement continues to surface regularly and could be close to implementation in the near future. There is much confusion about the concept and yet it is possible the plan will be placed on the ballot for the public to consider. It is imperative that as much knowledge as possible about vouchers be made available.

One of the messages being transmitted to the people is that families would have the choice of placing their children in any school and be able to use a voucher to fund their education. If a significant number of private/parochial schools choose not to participate, then a false concept is being given to parents. It is important to know for what reasons such schools are not willing to participate. Decisions could then be made as to whether a voucher plan is worth the effort of eliminating those controls which are unacceptable to private/parochial schools, or if the plan is not feasible.

The study would also have significance to public school administrators. If private/parochial schools are allowed to participate without certain controls, the public schools will have to assume responsibility for educating certain segments of the population. It would be important to identify those segments, if they exist.

It is also possible that certain controls which are unacceptable to private/parochial schools would cause legal problems for participating schools. The allocation of public funds to parochial schools has raised constitutional questions in the past.

The general public has made the assumption that private/parochial schools want to participate in a voucher plan. This study was designed to hear their voice as to whether this assumption is true, and if not, what their reasons are.

### Procedures

After reviewing the available literature and analyzing methods of surveying large groups, a questionnaire was selected as the instrument for gathering information. The questionnaire was developed to meet the needs of this particular study.

Survey instruments. The questionnaire was designed to first identify which schools were willing to participate in a voucher program. It also was designed to identify which potential controls would prevent schools from participating in a program. Nineteen potential controls were listed and respondents were asked to identify which ones would prevent their school from participating. The controls were compiled by the researcher from those most often mentioned in the literature written on voucher

plans. The questionnaire also requested information concerning any religious affiliation of the school, size of the school, and whether or not it was coeducational.

Survey instruments validity. Content validity of the questionnaire was determined by submitting the preliminary form to a group of doctoral candidate students for initial review and revision. It was then administered to a group of high school principals with comments and suggestions requested. The group consisted of four Catholic school principals, one public school principal, and one Protestant school principal. Minor revisions were made on the questionnaire resulting from the above reviews.

Data acquisition. The final form of the questionnaire was mailed to all California private/parochial secondary schools which contained the following: (1) thirty or more students per grade; (2) a twelfth grade; and (3) no grades below grade seven.

A total of 183 schools were contacted including 111 Catholic schools. The schools meeting the criteria were identified through the California Private School Directory.<sup>13</sup> Follow-up procedures were utilized to insure a significant response rate.

<sup>13</sup>California Private School Directory (Sacramento: Bureau of Publications, California State Department of Education, 1981).

Statistical analysis of the data. All returned questionnaires were key-punched onto cards and entered into the computer at the University of the Pacific, Stockton, California. The Statistical Package for the Social Sciences (SPSS)<sup>14</sup> was used to analyze the data. Descriptive tables and charts were utilized to report the results of the data gathered.

### Summary

The first chapter of the study has outlined the problem of determining whether private/parochial schools are willing to participate in a voucher plan if one is presented in the future. The chapter also identified the questions to be studied including whether the type of religious sponsorship or size of the school had any effect on participation in a voucher plan.

In addition to stating the problem and listing the questions to be answered, the first chapter lists the delimitations and limitations, defines key terms, gives the significance of the study, and describes the procedures followed.

Chapter 2 presents a review of the related literature while Chapter 3 describes the research design and procedures used in the study. Chapter 4 presents the actual

<sup>14</sup>Norman H. Nie and others, Statistical Package for the Social Sciences (2nd ed.; New York: McGraw-Hill, 1975).

data gathered with an analysis and interpretation of the data. Chapter 5 concludes the study with a summary of the findings and conclusions drawn from interpretation of the data. Recommendations derived from the study's findings are also presented.

## CHAPTER 2

### REVIEW OF LITERATURE

The literature and research related to past and current voucher plans are reviewed in this chapter. Although Coons and Sugarman have generated much interest in a potential California voucher plan, the concept is not a new one. The number of variations in voucher plans is only limited by one's imagination. Over the years the variations appear to fall within seven categories ranging from no controls to rigid government controls.<sup>1</sup>

It is these potential controls that form the character of the individual voucher plans, and it is these same potential controls that brighten or dim the private schools' interest in the plan. Since this study is concerned with the willingness of private/parochial schools to participate in a voucher plan, it is important to review some of the previous plans. This should indicate some of the reasons for the importance of private/parochial school participation and what some of the potential controls might be.

<sup>1</sup>Office of Economic Opportunity, "Education Vouchers" in Education Vouchers: From Theory to Alum Rock, ed. James A. Mecklenburger and Richard W. Hostrop (Homewood, Illinois: ETC Publications, 1972), p. 164.



### Early History of the Voucher Concept

Historically, the voucher idea dates back a couple of centuries to Adam Smith in 1776 who suggested the government give a subsidy to the school of the family's choice.<sup>2</sup> Thomas Paine in 1792 was one of the first Americans who proposed giving poor families a negative income tax scale.<sup>3</sup> After about 1875, the United States became involved in the enthusiasm for compulsory education which prevailed until 1928 when the Supreme Court's decision on Pierce versus Society of Sisters ruled against forcing all children into public schools.<sup>4</sup> For the next 35 years, voucher ideas were kept alive by various church-related groups. One of the first contemporary writers to support the voucher plan was economist Milton Friedman who supported an unregulated plan, or true choice, in the early 1960s.<sup>5</sup> He was followed by Christopher Jencks who felt vouchers would give ghetto children an alternative to their poor public schools.<sup>6</sup> Jencks drew up the plan for the Center for

<sup>2</sup>John E. Coons and Stephen D. Sugarman, Education by Choice: The Case for Family Control (Berkeley: University of California Press, 1978), p. 18.

<sup>3</sup>Ibid, p. 19.

<sup>4</sup>Ibid.

<sup>5</sup>Milton Friedman, Capitalism and Freedom (Chicago: The University of Chicago Press, 1962), p. 89.

<sup>6</sup>David K. Cohen and Eleanor Farrar, "Power to the Parents? - The Story of Education Vouchers," The Public Interest, 48 (Summer, 1977), 72.

the Study of Public Policy which was eventually used in a voucher experiment in Alum Rock, California. Other key figures in voucher movements have been Harvard professor TheodoreSizer, who was also very influential in the Alum Rock plan, and Mario Fantini who has supported internal public school vouchers.<sup>7</sup>

### Literature Review Emphasis

Two main areas are emphasized in the literature review. The first is the importance of private/parochial schools participating in order to offer a complete family choice, and the second is whether these schools could and would want to participate, and the types of controls which affect their decision. The study is also directed towards the potential California initiative of Coons and Sugarman.

### Importance of Private/Parochial School Participation

There are some authors who feel private schools should be excluded from the voucher plan. Fantini, who is one of the strongest of these, said, "To my mind, using education vouchers to make options outside the public school system...is far less important...than creating options within the system."<sup>8</sup> He believes that we only need to expand the alternatives with the public schools as they

<sup>7</sup>Mario Fantini, Public School of Choice (New York: Simon and Schuster, 1973), p. 20.

<sup>8</sup>Fantini, loc. cit.

"...already have the capacity and the resources to operate such a system internally."<sup>9</sup> He felt those who supported the inclusion of private schools were not looking to improve the public schools, but rather looking for a way to get away from them. "The voucher plan is most appealing to those who want to avoid the public schools,"<sup>10</sup> is Fantini's criticism of the plan.

At the other extreme is Milton Friedman. He wrote about a voucher plan that would be "...preparing the way for the gradual replacement of public schools by private schools."<sup>11</sup> However, he realized this would be a long range goal and that it was not politically feasible. He proposed, instead, a plan where "parents could be permitted to use the vouchers not only in private schools but also in other public schools...in any school anywhere that is willing to accept their child."<sup>12</sup>

The Coons and Sugarman plan is the key one for Californians, obviously, as they are the ones writing the initiative. In addressing the question of whether private schools should be included, they said, "The idea of family choice in education does not logically require the

<sup>9</sup>Ibid.

<sup>10</sup>Ibid.

<sup>11</sup>Milton Friedman, "The Voucher Idea," The New York Times Magazine, September 23, 1973, p. 22.

<sup>12</sup>Ibid.

involvement of private schools."<sup>13</sup> From this statement, however, they moved to almost total acceptance of the fact that private schools need to be included. They have conceded "...the inclusion of religious schools seems to sharpen the issue; hence, we will continue to assume that sectarian education would be an option in any experimental system."<sup>14</sup> James C. Coleman mentioned the fact that there are many variations of voucher plans and made note that "in most of the variations, this choice may extend beyond the public schools to private schools as well."<sup>15</sup> Even Mario Fantini, who firmly believed that voucher plans should be strictly restricted to internal public school use, defined the voucher plan as such: "issuing to parents a voucher...to be applied to full or partial tuition payment at a school--private or public--of the parents' choice."<sup>16</sup>

Other factors make it important to include private/parochial schools in a voucher plan. The major point according to Coons is that the wealthy have an unfair advantage over poor families in that they can "choose schools by changing residence or buying private education;

<sup>13</sup>Coons and Sugarman, op. cit. p. 31.

<sup>14</sup>Ibid, p. 94.

<sup>15</sup>James C. Coleman, forward, Education by Choice: The Case for Family Control, by John E. Coons and Stephen Sugarman (Berkeley: University of California Press, 1978), p. xi.

<sup>16</sup>Fantini, loc. cit.

for the rest assignment is compulsory."<sup>17</sup> If all families are to have a real choice of sending their children to any school they choose without regard to cost, all schools must be included in the voucher program. Another point which is emphasized bySizer is that competition improves the quality. He stated, "The public schools are a monopoly and monopolies offer neither variety nor high quality."<sup>18</sup>

Since financing of schools would be based on the number of students who choose to attend each school, Coons and Sugarman feel public schools must be made to risk the loss of financial support. This would mean some would die of unpopularity.<sup>19</sup> As Friedman put it, "The public schools would then have to compete both with one another and with private schools."<sup>20</sup> The only significant voucher experiment at Alum Rock points out the importance and difficulty of including private schools.

Alum Rock Experiment. One of the drawbacks in all the voucher proposals has been a lack of experimental plans to draw upon for research. The Nixon administration had the Office of Economic Opportunity seek out districts across the

<sup>17</sup>John E. Coons, "Would a Statewide Voucher System Work? Yes." Instructor, 88 (May, 1979), 28.

<sup>18</sup>Theodore R.Sizer, "The Case for a Free Market," Saturday Review, January 11, 1969, p. 24.

<sup>19</sup>Coons and Sugarman, op. cit., p. 154.

<sup>20</sup>Friedman, "The Voucher Idea," p. 22.

United States to conduct a voucher plan. Alum Rock, California, was the only district to actually implement a program.<sup>21</sup> It is important to look at Alum Rock since it was the only voucher experiment available. There are two significant topics that are of interest to this study. The first is the types of difficulties encountered by the program, and the second is the importance of private school participation.

After the Office of Economic Opportunity actively sought participants in a voucher experiment from throughout the United States and were unsuccessful, Alum Rock found itself in a good bargaining position. The Office of Economic Opportunity and the Center for the Study of Public Policy desperately needed a school district which was willing to participate in a voucher plan. Alum Rock had its own needs at the time, also. Cohen and Farrar expressed it as, "The superintendent of this small school district thus wanted a voucher test because he wanted to decentralize the Alum Rock schools and because he needed money."<sup>22</sup> But it was clear from the beginning that the Office of Economic Opportunity and the Center for the Study of Public Policy

<sup>21</sup>William Weber, "The Eclipse of Education Vouchers in America: The East Hartford Case," Journal of Education, 159 (May, 1977), 38.

<sup>22</sup>Cohen and Farrar, op. cit., p. 81.

"needed him more than he needed them."<sup>23</sup> In accepting the proposal, Alum Rock was allowed "to make substantial modification in the original proposal during its implementation."<sup>24</sup>

Originally the Office of Economic Opportunity expected nonpublic school participation, but the absence of enabling legislation in California when the project began eliminated this possibility.<sup>25</sup> Thus, the plan ended up as a "public-school-only" effort with six pilot schools from the Alum Rock District participating. Each school developed two or more alternative, distinct programs which would increase the number of choices that families would have. Groups wanting to start new private schools were allowed to do so if they met the public schools' requirements.<sup>26</sup> The parochial schools were unable to participate because the state constitution did not allow public funds to be spent in schools offering religious instruction. With parochial schools eliminated, these potential new schools were the

<sup>23</sup>Ibid, p. 82.

<sup>24</sup>Eliot Levinson, "The Implementation of Educational Vouchers," (Ph.D. dissertation, Stanford University, 1978), p. 327.

<sup>25</sup>Office of Economic Opportunity, "A Proposed Demonstration in Education Vouchers," in Education Vouchers: From Theory to Alum Rock, ed. James A. Mecklenburger and Richard W. Hostrop (Homewood, Illinois: ETC Publications, 1972), p. 330.

<sup>26</sup>Ibid, p. 332-334.

only hope for the desired competition for the public schools. However, only one alternative private school surfaced. Four teachers organized a school called "Gro-Kids." The group met opposition from many areas and when parent choices were made for the next school year, no one selected "Gro-Kids" and the school closed.<sup>27</sup>

When the parents made their initial choices in the first year, 2,500 students' parents made choices. Of this number, 2,400 chose to keep their child in the neighborhood school.<sup>28</sup> Although this number decreased in the following years, parents continued to make clear that they preferred their neighborhood schools to the limited choices of other public schools that were available.

In summary of the Alum Rock program, it appears that the only available experiment that the Office of Economic Opportunity has to offer was a modified open enrollment plan within a small public elementary school district. The competitive factor deemed so vital by voucher proponents was eliminated with the absence of private schools. The final Alum Rock voucher plan scarcely resembled the original voucher plan of the Center for the Study of Public Policy voucher plan. Jenkins summed it up in a commentary on

<sup>27</sup>Cohen and Farrar, op. cit., p. 85.

<sup>28</sup>Office of Economic Opportunity, "Why, What and Kinds of Vouchers," in Education Vouchers: From Theory to Alum Rock, ed. James A. Mecklenburger and Richard W. Hostrop (Homewood, Illinois: ETC Publications, 1972), p. 339.



Friedman's article by saying, "Friends and foes of the voucher...are in general agreement that Alum Rock is no true test of the genuine article. The experiment includes only public schools..."<sup>29</sup>

#### Willingness of Private/Parochial Schools to Participate

Two questions of major concern in a voucher plan ask can private/parochial schools participate in such a program, and secondly, will they participate if they are allowed to be a part of it? The answers seem to key on two points; first of all, use of public funds for religious purposes dominates the "can" they participate, and secondly, what controls will the schools have to abide by seems to dictate the "will" they participate.

John Coons said, "A way is needed to provide access to all schools for all income classes."<sup>30</sup> In a rebuttal to his plan, however, Chicago Superintendent Ruth Love said proposed voucher plans "...make private and parochial schools eligible to participate on the grounds that without them there is an abridgement of freedom of choice. But with them there is certainly a possible violation of the first amendment."<sup>31</sup> Don Giddens of the California Regional

<sup>29</sup>Evan Jenkins, "A Sort of Voucher Idea," The New York Times Magazine, September 23, 1973, p. 65.

<sup>30</sup>Coons, loc. cit.

<sup>31</sup>Ruth Love, "Would a Statewide Voucher System Work? No." Instructor 88, (May, 1979), 28.

Director's Office for Separation of Church and State said the California voucher plans violate the first amendment by taxing citizens for support of religious institutions; in other words, a church tax.<sup>32</sup> Friedman also considers the first amendment and cited Supreme Court decisions for New York and Pennsylvania prohibiting reimbursment to parents for tuition paid to nonpublic schools. The Court held that this was advancing religion. Friedman does feel the court might rule differently on a full scale voucher plan as it "...would apply to all parents, not simply those with children in nonpublic schools."<sup>33</sup> When considering legality of a voucher plan, all discussion centers upon parochial schools. Voucher proponents would agree with Friedman's assessment "...that the Court would accept a plan that excluded church-connected schools but applied to all other private and public schools."<sup>34</sup>

The question of "can" private, and in particular, parochial schools participate seems destined to be determined by the Courts. As Coons and Sugarman concede, "For now it seems preferable to avoid these technical

<sup>32</sup>California Legislature, Senate Committee on Education, Subcommittee on Educational Vouchers, Local Issues Associated with Education Vouchers, Hearing, October 10, 1979 (Walnut, California, 1979), p. 197.

<sup>33</sup>Friedman, "The Voucher Idea," p. 23.

<sup>34</sup>Ibid.

concerns."<sup>35</sup> Consideration must be given to whether private/parochial schools would choose to participate. Coons and Sugarman sum up the feelings of most experts within and outside the parochial school sector with the statement, "If permitted, religious groups and others now offering private...education would no doubt participate in a choice plan if the conditions imposed by law were not incompatible with their goals."<sup>36</sup> That there will be some conditions or controls is almost assured. Friedman has been a strong proponent of unregulated choice,<sup>37</sup> but even he stated that "...the voucher would have to be spent in an approved school..." and "true, this does mean some government regulation..."<sup>38</sup> There are many different views on what these regulations would be and how many of them there would be.

Jencks, in his plan, listed the following:  
 accepting the voucher for full payment; accepting any applicant if there is space; only fill half the openings so as to use the other half to match the percentage of minorities accepted with the percentage of minority applicants; uniform standards of suspension and expulsion;

<sup>35</sup>Coons and Sugarman, op. cit., p. 31.

<sup>36</sup>Ibid, p. 155.

<sup>37</sup>Friedman, Capitalism and Freedom, p. 89.

<sup>38</sup>Friedman, "The Voucher Idea," p. 65.

and meeting existing standards for private schools on staffing, curriculum, etc.<sup>39</sup>

William Kelly, Superintendent of the Christian Unified Schools of San Diego, listed two factors that he feels are key areas. First is open enrollment, as most of his schools screen academically by test. Secondly, he is concerned about due process on expulsion.<sup>40</sup> Coons and Sugarman gave an indication of what might be expected on minority enrollment quotas, "A school which, for example, failed for three years to achieve some minimum nonwhite enrollment--say, ten percent--would be ineligible for future participation."<sup>41</sup> Joseph McElligott of the California Catholic Conference made note that several authors have confirmed that "...specific safeguards might have to be legislated to prevent voucher usage by segregationists."<sup>42</sup>

From these concerns, it is obvious that different authorities feel different restrictions will be important in determining private/parochial school participation. There

<sup>39</sup>Christopher Jencks, "Pro Voucher Senate Testimony" in Education Vouchers: From Theory to Alum Rock, ed. James A. Mecklenburger and Richard W. Hostrop (Homewood, Illinois: ETC Publications, 1972, p. 110.

<sup>40</sup>California Legislature, Senate Committee on Education, Subcommittee on Educational Vouchers, Local Issues Associated With Education Vouchers, Hearing, October 10, 1979 (Walnut, California, 1979), p. 144.

<sup>41</sup>Coons and Sugarman, op. cit., p. 126.

<sup>42</sup>Joseph McElligott, "The Voucher System," Momentum, X (May, 1979), 27.

seems to be no question that there will be some controls posted before schools may participate. There, also, seems to be no question that private schools are not willing to tolerate all of the controls mentioned; nor do true supporters of alternatives wish them to tolerate all controls. Attorney John Elson expressed the concern "that controls...will force nonpublic schools to become more and more like public schools and thereby reduce or eliminate their usefulness."<sup>43</sup> It remains for the private/parochial schools to determine which controls they can accept and still retain their purpose as an alternative.

#### Summary

The review of literature related to voucher plans leaves many questions unanswered. Many conclusions can be drawn from the literature.

It is apparent, for instance, that the idea is not a new one and that there are many different types of plans. It is also apparent that there has not been any real pilot program from which to collect data. Only the Alum Rock program came close to a pilot and it was missing many key elements.

<sup>43</sup>John Elson, "State Regulation of Nonpublic Schools: The Legal Framework" in Public Controls for Nonpublic Schools, ed. Donald A. Erickson (Chicago: The University of Chicago Press, 1969), p. 112.

There appears to be consensus that private/parochial schools should participate in order to have a complete program. There does not appear to be consensus on whether significant numbers of private/parochial schools would participate nor which controls they would be willing to accept. It is this uncertainty that validated the need for the study.

The research design and procedures used in this study are detailed in the next chapter.

## CHAPTER 3

### RESEARCH DESIGN AND PROCEDURES

This chapter presents the research design and procedures used in the study. A short description of the study, subject identification, the research instrument used, including its development, distribution, collection, and tabulation, are included in this chapter. In addition, the methods of analyzing the data collected are presented.

#### Description of the Study

The study was a survey conducted to determine the willingness of private/parochial schools to participate in a voucher plan as well as to identify those potential controls which could affect a school's decision to participate or not. The study also surveyed whether the size of the school or the type of sponsorship of the school affected the decision to participate.

#### Subject Description

All nonpublic high schools in the state of California whose grade enrollments average greater than 30 students served as the subjects for the study. Since there are approximately 255 nonpublic secondary schools in California, it was determined to use only those schools with greater than 120 students in grades 9-12, greater than 150

students in grades 8-12, and greater than 180 students in grades 7-12. This large sample might serve as a representative group for all secondary schools in the United States even though the study was directed towards California.

The list of schools was obtained from the California Private School Directory.<sup>1</sup> All California high schools which have twelfth grade students and not lower than seventh grade students, and meeting the enrollment restrictions listed above, were included in the study. In total, 183 schools were contacted.

### Methodology

Envelopes containing an introductory letter of explanation from the researcher (see Appendix A); the questionnaire with an explanation sheet (see Appendix B); and a self-addressed, stamped return envelope were sent to 183 private/parochial schools meeting the established criteria for selection. A follow-up letter was sent approximately six weeks after the first mailings to those schools which had not responded to the first request (see Appendix C).

<sup>1</sup>California Private School Directory (Sacramento: Bureau of Publications, California State Department of Education, 1981).



### Research Instrument

A self-report questionnaire was used to collect the information for the study. The other possible methods of gathering the data needed were the personal interview and telephone interview, but neither of these were practical because of distance, time, and expense.

Delineation of voucher plan controls. The first step was to delineate as many as possible of the controls that might affect the private schools' decision to participate in a voucher plan. The list of controls was compiled by reviewing the literature of as many of the writers on vouchers as possible. Certain key restrictions appeared in most of the literature. Many of the controls originate from requirements placed on public schools by the State Constitution or the Education Code. These were summarized by the researcher into one list and categorized into areas. The final list contained 19 controls to which the principals of the schools were asked to respond.

One or more of the 19 questionnaire responses were requested on the following control areas: (1) religious controls (questions 1, 3); (2) admission and fees control (questions, 2, 3, 4, 5, 6, 8, 9); (3) discipline and dismissal controls (questions 7, 8, 16); (4) curriculum and working conditions controls (questions 10, 12, 13, 14, 15, 17, 18); and (5) program and faculty controls (questions 5, 6, 11, 19).

A summary of the reasons for including each control in the questionnaire follows:

1. Religious instruction would be prohibited. This is considered a key area in voucher plans because most writers believe it is unconstitutional to use public funds in schools which have religious instruction. This is the major attraction of religious schools to many parents and a compromise appears unlikely. A favorable court ruling will probably be necessary if a voucher plan is to include religious schools.

2. The ethnic background of the school population would reflect that of the general population. A major concern of voucher plan writers is that voucher plans would result in private schools becoming all-white schools with the public schools becoming segregated minority schools.

3. Admission could not be limited to those with certain religious beliefs. There is a concern among some writers that voucher plans will provide public funding for churches to offer schools solely for their own denomination. This would prevent religious schools from being available to students with a different or no religious affiliation.

4. Admission of students by minimum test scores would be prohibited. Many private schools presently admit students only after the students reach a minimum level on an entrance test. Some writers fear that private schools would only be available to high academic achievers.

5. Special education applicants must be admitted and programs provided. State laws have mandated that public schools provide facilities and programs for identified special education students. These are expensive programs and there is concern that private schools might choose to omit them if they are not required. This would greatly decrease the expenses of operating the private schools.

6. Limited and non-English speaking applicants must be admitted and programs provided. Many of the same concerns listed in control number five would apply here also. In addition, staffing becomes a much greater problem with this type of program because bilingual teachers are difficult to locate.

7. Students may be dismissed only under Education Code expulsion policies. Public schools presently can only expel students under strict guidelines and procedures. Private schools may dismiss students at any time for whatever reasons they choose. If dismissal rules are not similar, public schools could develop into "dumping grounds" for private schools.

8. Dismissed students must be refunded their unused tuition funds. If students are to finance their education by a voucher, it would be important for them to be refunded unused tuition fees if they were dismissed from a school. This would enable them to finance their education for the rest of the school year at a new school.

9. Tuition fees may not be charged in excess of the voucher amount set by the State. Many writers fear that private schools would charge fees above the voucher amount which would prevent poor students from attending that school. Wealthy students would have a free choice of schools with the financial assistance of a voucher while poor students would only have the choice of a public school.

10. Graduation requirements must equal or exceed existing Education Code standards. One concern with this control is that new private schools without existing standards would emerge primarily as profit-making organizations. Schools could operate much less expensively if they had few requirements with many students. Also, many requirements that are viewed as important to the public through the Education Code might not be viewed as important by an individual private school.

11. Teachers must be credentialed according to existing Education Code standards. Fully credentialed teachers are more expensive and better qualified. There is concern that schools might sacrifice quality of instruction in order to decrease expenses.

12. Public schools' collective bargaining laws must be followed. Wages and working conditions are affected by collective bargaining. This could be an area where private schools could decrease expenses by providing less than adequate working conditions.

13. Minimum daily class time must meet existing Education Code requirements. There is concern that private schools might decrease the amount of classroom time in order to reduce expenses. This could have a negative effect on the student's education.

14. Maximum class sizes shall not exceed totals designated by the State. The concern is again related to schools attempting to decrease costs. Private schools could raise class sizes in order to save money. This generally has a negative impact on instruction.

15. Curriculum offerings must meet State requirements. As discussed in control number ten, minimum curriculum requirements might not be followed by all private schools. Schools attempting to decrease expenses might choose to eliminate courses if the courses are expensive to offer.

16. Disciplining of students must be within the Education Code requirements for suspension. Some writers have expressed concern that private schools might take severe disciplinary action against students without the due process that public schools must follow. Undesirable students might be eliminated from an education by long periods of suspension for minor violations.

17. The school would be required to contribute to a retirement plan for teachers. In addition, to the concern

for teachers' welfare, there is concern about private schools using this as another area to reduce expenses.

18. School facilities must meet specific state regulations. There are two areas of concern generally expressed here. There is concern that private school buildings might not meet the earthquake standards that are required of public schools, and there is concern that private schools would not provide access for handicapped students. The latter concern could lead to the elimination of programs for special education students as discussed in control number five.

19. The school must follow the Affirmative Action regulations of the State. There is concern that private schools might not choose to pursue staffing procedures that seek to hire appropriate percentages of women and minority employees.

Content validity. The validity of each item in the questionnaire was determined in two stages. First, a group of doctoral students at the University of the Pacific, Stockton, California, who were all educators, reviewed the list of controls to determine (1) if the items were all valid controls, and (2) that no key controls were omitted. Revisions were made, where necessary, after analyzing their recommendations.

Secondly, the questionnaire was administered to a sample of five private/parochial school principals and one

public school principal with constructive criticism solicited (see Appendix D). Revisions were again made where appropriate.

Format of the questionnaire. Each respondent was first asked to indicate, by checking a box, the type of school, size of school, and whether or not the school is coeducational. Each was asked if the school would participate in a voucher plan. If the answer was no, each was asked the reasons for non-participation. If yes, each was asked which controls were acceptable.

Each item in the questionnaire was written as a statement of a possible control to be imposed on private/parochial schools in a voucher plan, and was followed by a Likert-type scale with five assigned responses identical in every item. The subjects were asked to circle the appropriate response for each item. The format of the questionnaire is shown here with the complete questionnaire in Appendix B. The format appears as follows:

Circle One Response for Each Item Below

Please indicate below the controls which would prevent your school from participating if each were a condition for receiving state funds:

	DEFINITELY PARTICIPATE	PROBABLY PARTICIPATE	UNCERTAIN	PROBABLY <u>NOT</u> PARTICIPATE	DEFINITELY <u>NOT</u> PARTICIPATE
1. Religious instruction would be prohibited.	1	2	3	4	5
2. The ethnic background of the school population would reflect that of the general population.	1	2	3	4	5
3. Admission could not be limited to these with certain religious beliefs.	1	2	3	4	5
4. Admissions of students by minimum test scores would be prohibited.	1	2	3	4	5
5. Special education applicants must be admitted and programs provided.	1	2	3	4	5

Scoring method. As shown in the format, each respondent was asked to circle the number of the response



selected for each item. The numbered responses allowed the answers to be weighted according to Edwards' suggested method of summated ratings.<sup>2</sup> Each response was numbered from 1 to 5 with Definitely Participate given a weight of 1, Probably Participate a weight of 2, Uncertain a weight of 3, Probably Not Participate a weight of 4, and Definitely Not Participate a weight of 5. Any item having more than one response or no response was not scored.

Data collection. Since a self-report questionnaire was selected as the instrument of data gathering for this study, a large problem was motivation for responding. In constructing the statements, each one was written in a brief and precise manner. It was felt that by keeping the questionnaire as short as possible while still receiving the essential information, a high percentage return would be possible.

The explanation and directions were stated as clearly as possible. A brief indication of the purposes of the study was included with a statement that it was a survey of professional judgments and opinions. All of the respondents were high school principals or equivalents, and they were requested to give their expert opinion of how the

<sup>2</sup>Allen L. Edwards, Techniques of Attitude Scale Construction (New York: Appleton-Century-Crofts, Inc., 1957), Chapter 6, pp. 149-171.

person(s) who control(s) their school would respond to the question.

Time line for collection of data. All schools were mailed a stamped, self-addressed return envelope with the questionnaire in April of 1983. Six weeks later, in June of 1983, a follow-up letter was mailed to non-respondents. Four weeks later, in July of 1983, the data gathering was terminated.

Data organization. The responses were coded with weighted point values for scoring as indicated previously. The results were key-punched onto IBM cards in preparation for the computer. The data was then run at the Computer Services Department at the University of the Pacific, using the Statistical Package of the Social Sciences.

Data analysis. Since the main purpose of the study was to determine if private/parochial schools would participate in a voucher plan. the number of schools responding yes and no were tabulated and converted to percentages.

The study was also designed to show which controls would prevent schools from participating in a voucher plan. Since each response was scored on a 1 to 5 basis, the mean and standard deviation were calculated for each question or control. Any mean over 3.0 meant the schools would probably not participate with that particular

control. The closer the means approached 5.0, the greater the chance that schools would definitely not participate. The standard deviation indicated how much of a variance there was among responding schools on each item. From the various mean scores, groupings were made to show which group of controls would most likely lead to non-participation, and which group of controls were most likely not to affect participation. The controls were also ranked from 1 to 19 according to the mean scores.

Additionally, the study showed which controls were the reasons the unwilling schools would not participate. The mean and standard deviation for each reason were also calculated for unwilling schools as was done with all the responding schools.

Finally, the responses were separated by types of schools, including religious, non-religious, Catholic and non-Catholic, as well as size of schools. Mean scores of these groups were compared to see if they elicited different responses. Some of the results were illustrated with bar graphs to show the overall results more clearly.

In addition to finding the means and standard deviations for the 19 controls, the T-test was used to determine whether significant differences exist in the comparison of different groups. The .05 level of significance was used as the most appropriate to balance the possibilities of both Type I and Type II errors.

### Questions to be Answered

The study was based on the following questions to be answered:

1. Are private/parochial schools willing to participate in a voucher plan where all students are given a cash voucher to spend at the school of their choice?

2. What are the controls that private/parochial schools are unwilling to accept in order to participate in a voucher plan?

3. For those schools which are not interested in participating, what are the reasons that prevent them from participating?

4. Are there any significant differences in the responses of Catholic schools and all other religious sponsored schools?

5. Are there any significant differences in the responses of religious schools and non-religious schools on the controls that would prevent schools from participating in a voucher plan?

6. Are there any significant differences in the responses of Catholic and non-Catholic schools on the controls that would prevent schools from participating in a voucher plan?

7. Are there any significant differences in the responses of schools of under 500 students enrolled in grades 10-12 and schools with over 500 students enrolled in

grades 10-12 on the controls that would prevent schools from participating in a voucher plan?

### Summary

The design of the research and the procedures followed were presented in this chapter. The problem was stated in question form and data was gathered by the use of a self-report questionnaire mailed to selected schools with the follow-up procedures. The schools were selected for the study according to the criteria of size and secondary school classification.

The data was entered into the computer at the University of the Pacific's Computer Services Department, utilizing the Statistical Package of the Social Sciences for tabulating responses. The analysis and interpretation of the data will be covered in Chapter 4. The summary and conclusions will be presented in Chapter 5.

## CHAPTER 4

### ANALYSIS AND INTERPRETATION OF THE DATA

The purpose of this study was to determine if private/parochial schools were interested in participating in a voucher plan where all students are given a cash voucher to spend at the school of their choice. The study also attempted to identify the controls that participating schools were willing to accept as well as the controls non-participants could not accept.

#### Questionnaire Response Rates

Questionnaires were sent to all private/parochial secondary schools, grades 7-12, which offer twelfth grade classes and average 30 or more students per grade. Table 1 shows that a total of 183 schools were mailed questionnaires. The number of returns received was 115, or 62.8 percent of all questionnaires sent. Three of the questionnaires were returned by the postal service because the schools had closed, and three more were returned after the data had been entered into the computer. The 109 usable returned questionnaires represented 60.6 percent of the 180 schools remaining in operation at the time of the survey.

Of the 180 functioning schools contacted, 111 were Catholic with 65 returning questionnaires or 58.6 percent. Non-Catholic schools totaled 69 with 44 responses or 63.8 percent. The 109 total returned questionnaires were used as the basic data for statistical analysis for this study.

Table 1

Summary of the Responses by Number and Percentage  
of Questionnaires Returned From  
Private/Parochial Schools

School Type	Number Sent	Number Returned	Return Percentage
All Schools - Usable	180	109	60.6%
Catholic Schools	(111)	(65)	58.6%
Non-Catholic	(69)	(44)	63.8%
Returned - School Closed	3	3	--
Returned - After Deadline	--	3	--
Total Mailed/Returned	183	115	62.8%

Since the study also compared the responses of different religious controlled schools, Table 2 summarizes the number of returns by different school control groups. There were a total of 91 responses by schools under the control of some religious group and 18 without any religious affiliation. A total of 65 of the religious controlled schools were Catholic and 26 were Protestant controlled.

Table 2

## Number of Returns by Religion

Group	Number of Responses	Percent of Total
Religious	91	83.5%
Catholic	(65)	59.6%
Non-Catholic	(26)	23.9%
Non-Religious	18	16.5%
TOTAL	109	100.0%

The study also compared the responses according to the size of the school. Table 3 shows that there were 68 responses from schools with enrollments of 0-500 students (62.4 percent), while a total of 41 schools larger than 500 responded (37.7 percent).

Table 3

## Number of Returns by Enrollment

Enrollment	Number of Responses	Percent of Total
0 - 500	68	62.4%
501 - 1000	32	29.4%
1001 - 1500	9	8.3%
1501 and up	0	0%



The final classification of the returns was listed in Table 4 by student body composition. Of the total of 109 returns, 15 were from all boys' schools (13.8 percent); 23 responses were from all girls' schools (21.1 percent); and 51 were from coeducational schools (46.8 percent). Twenty respondents did not indicate the composition of the school.

Table 4

## Number of Returns by Student Body Composition

Student Body	Number of Responses	Percent of Total
All Boys	15	13.8%
All Girls	23	21.1%
Coeducational	51	46.8%
Did Not Indicate	20	18.3%

Since the questionnaires were mailed to principals or equivalents of each school, there was some concern as to whether the respondents could answer the survey in a manner which reflected the view of the person or persons in control of the school. In some cases this might be the church or a high ranking official in the church, while in other cases it might be a board of trustees. The questionnaire asked if the individual could represent the group controlling the

school, and Table 5 indicated that 90.8% could answer for the control group of the school.

Table 5  
Ability of Respondent to Answer for Person(s)  
in Control of the School

Response	Number of Responses	Percent of Total
Yes	99	90.8%
No	4	3.7%
No Response	6	5.57%

#### Analysis of Participation and Controls

The first question to be answered in the study was the major one; "Are private/parochial schools willing to participate in a voucher plan where all students are given a cash voucher to spend at the school of their choice?" In direct response to this question 74 of the 109 respondents answered that they would participate in a voucher plan (67.9 percent), while 23 said they would not participate (21.1 percent). Twelve respondents (11 percent) chose not to respond to this question. This indicated that approximately two-thirds of the schools would participate if no requirements were placed upon their participation. Table 6 summarizes the responses.

Table 6

Willingness of Private/Parochial Schools  
to Participate in a Voucher Plan

Group	Yes	No	No Response
Religious	64	15	12
Catholic	(54)	( 6)	( 5)
Non-Catholic	(10)	( 9)	( 7)
Non-Religious	10	8	0
Totals	74	23	12
Percent	67.9%	21.1%	11%

The second question to be answered was, "What are the controls that private/parochial schools are unwilling to accept in order to participate in a voucher plan?" The means and standard deviations of the 19 questionnaire items which were potential controls are tabulated in Table 7 and illustrated in Figure 1.

Table 7

Summary of the Means and Standard Deviations of  
the Nineteen Potential Controls for  
Participation in a Voucher Plan

Voucher Controls	Mean	Standard Deviation
1. Religious instruction would be prohibited.	4.64	1.03
2. The ethnic background of the school population would reflect that of the general population.	2.36	1.37
3. Admission could not be limited to those with certain religious beliefs.	3.32	1.62
4. Admission of students by minimum test scores would be prohibited.	3.95	1.20
5. Special education applicants must be admitted and programs provided.	4.19	0.92
6. Limited and non-English speaking applicants must be admitted and programs provided.	3.93	1.14
7. Students may be dismissed only under Education Code expulsion policies.	4.25	1.08
8. Dismissed students must be refunded their unused tuition funds.	2.49	1.42
9. Tuition fees may not be charged in excess of the voucher amount set by the state.	3.92	1.16
10. Graduation requirements must equal or exceed existing Education Code standards.	1.41	0.90
11. Teachers must be credentialed according to the existing Education Code standards.	2.92	1.50

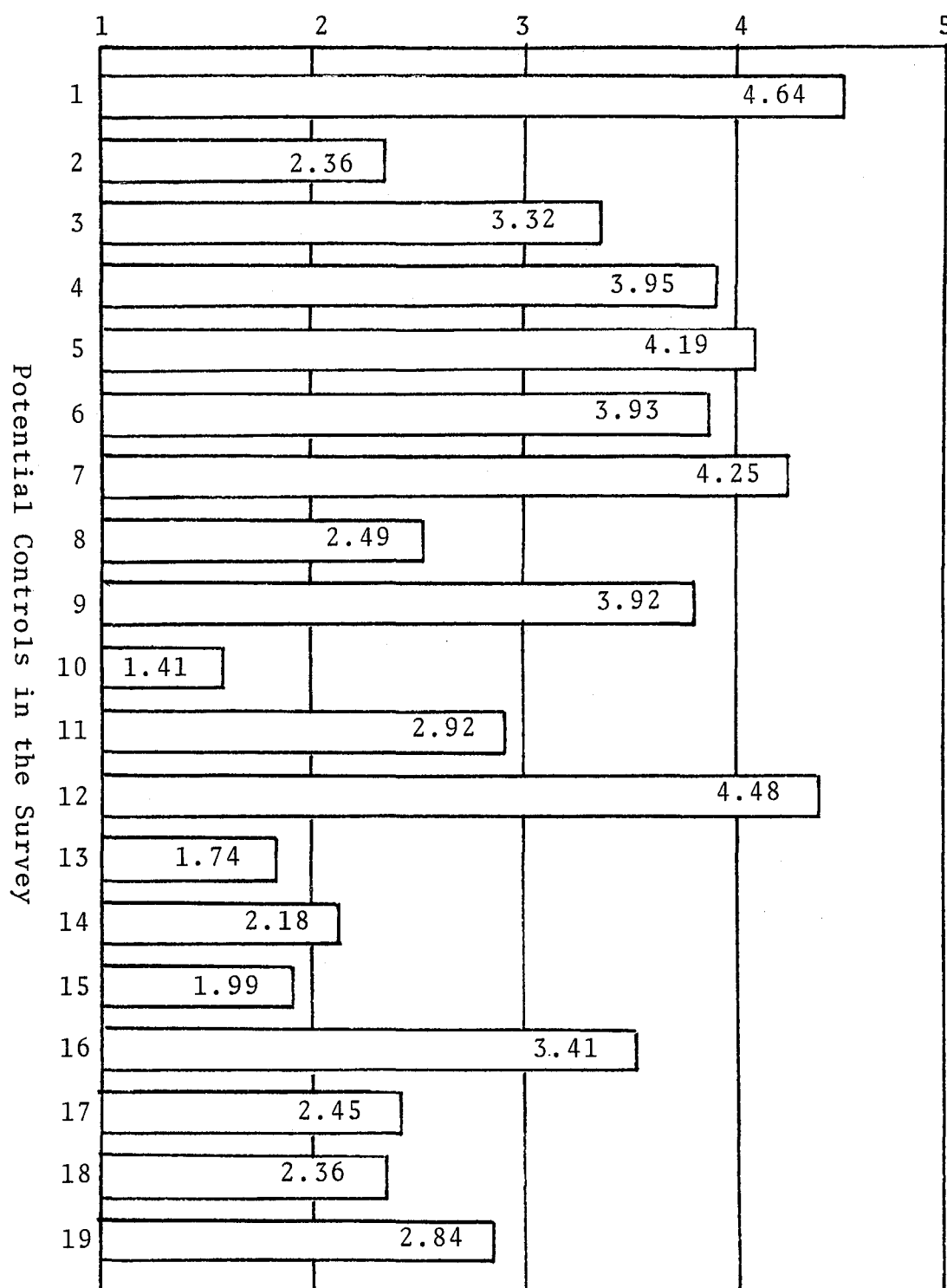
Table 7, continued

Voucher Controls	Mean	Standard Deviation
12. Public schools' collective bargaining laws must be followed.	4.48	0.87
13. Minimum daily class time must meet existing Education Code requirements.	1.74	1.19
14. Maximum class sizes shall not exceed total designated by the state.	2.18	1.28
15. Curriculum offerings must meet state requirements.	1.99	1.41
16. Disciplining of students must be within the Education Code requirements for suspension.	3.41	1.43
17. The school would be required to contribute to a retirement plan for teachers.	2.45	1.42
18. School facilities must meet specific state regulations.	2.36	1.13
19. The school must follow the Affirmative Action regulations of the state.	2.84	1.31

Since a mean of 5 indicated definitely not participate and a mean of 1 indicated definitely participate, 4.50 to 5.00 could be interpreted as definitely not participate; 3.50 to 4.49 as probably not participate; 2.50 to 3.49 as uncertain; 1.50 to 2.49 as probably participate; and 1.00 to 1.49 as definitely participate. Table 8 groups the 19 survey items' means according to the above ranges. All responding schools were included in these calculations.

Figure 1. Means for Each of the 19 Controls

Means of the Controls for All Respondents



From this data grouping, there was only one control whose mean fell within the definitely not participate range. This was item 1, "Religious instruction would be prohibited," with a mean of 4.64. There were six controls whose means fell within the probably not participate range. These were: item 12, "Public schools' collective bargaining laws must be followed," with a mean of 4.48; item 7, "Students may be dismissed only under Education Code expulsion policies," with a mean of 4.25; item 5, "Special education applicants must be admitted and programs provided," with a mean of 4.19; item 4, "Admission of students by minimum test scores would be prohibited," with a mean of 3.95; item 6, "Limited and non-English speaking applicants must be admitted and programs provided," with a mean of 3.93; and item 9, "Tuition fees may not be charged in excess of the voucher amount set by the state," with a mean of 3.92. These seven items were the controls which the responding schools indicated would prevent them from participating in a voucher plan.

Table 8

Grouping of Means of Responses in Rank  
Order by All Respondents

---

<u>I. Definitely Not Participate</u>	
<u>Means of 4.50 - 5.00</u>	
1. Religious instruction would be prohibited.	4.64
<u>II. Probably Not Participate</u>	
<u>Means of 3.50 - 4.49</u>	
12. Public schools' collective bargaining laws must be followed.	4.48
7. Students may be dismissed only under Education Code expulsion policies.	4.25
5. Special education applicants must be admitted and programs provided.	4.19
4. Admission of students by minimum test scores would be prohibited.	3.95
6. Limited and non-English speaking applicants must be admitted and programs provided.	3.92
9. Tuition may not be charged in excess of the voucher amount set by the state.	3.92
<u>III. Uncertain</u>	
<u>Means of 2.50 - 3.49</u>	
16. Disciplining of students must be within the Education Code requirements for suspension.	3.41
3. Admission could not be limited to those with certain religious beliefs.	3.32
11. Teachers must be credentialed according to existing Education Code standards.	2.92



Table 8, continued

III. Uncertain, continuedMeans of 2.50 - 3.49

- |   |      |
|---|------|
| 19. The school must follow the Affirmative Action regulations of the state. | 2.84 |
|---|------|

IV. Probably ParticipateMeans of 1.50 - 2.49

- |   |      |
|---|------|
| 8. Dismissed students must be refunded their unused tuition funds.                              | 2.49 |
| 17. The school would be required to contribute to a retirement plan for teachers.               | 2.45 |
| 2. The ethnic background of the school population would reflect that of the general population. | 2.36 |
| 18. School facilities must meet specific state regulations.                                     | 2.36 |
| 14. Maximum class sizes shall not exceed totals designated by the state.                        | 2.18 |
| 15. Curriculum offerings must meet state requirements.  | 1.99 |
| 13. Minimum daily class time must meet existing Education Code requirements.                    | 1.74 |

V. Definitely ParticipateMeans of 1.00 to 1.49

- |   |      |
|---|------|
| 10. Graduation requirements must equal or exceed existing Education Code standards. | 1.41 |
|---|------|

At the other end of the range, only one control fell within the definitely participate category. Item 10, "Graduation requirements must equal or exceed existing Education Code standards," had a mean of 1.41. There were

seven controls whose means fell within the probably participate range. These were: item 13, "Minimum daily class time must meet existing Education Code requirements," with a mean of 1.74; item 15, "Curriculum offerings must meet state requirements," with a mean of 1.99; item 14, "Maximum class sizes shall not exceed totals designated by the state," with a mean of 2.18; item 18, "School facilities must meet specific state regulations," with a mean of 2.36; item 2, "The ethnic background of the school population would reflect that of the general population," with a mean of 2.36; item 17, "The schools would be required to contribute to a retirement plan for teachers," with a mean of 2.45; and item 8, "Dismissed students must be refunded their unused tuition funds," with a mean of 2.49.

These eight items were the controls which the responding schools indicated would not prohibit them from participating in a voucher plan.

The other four controls in the questionnaire all fell within the uncertain range. Their means ranged from 2.84 to 3.41 indicating that the responding schools were not sure if these controls would affect participation in a voucher plan.

#### Analysis of Participating and Non-Participating Schools' Responses

In the initial part of the questionnaire, participants were asked to respond as to whether their

school would be willing to participate in a voucher plan without any controls mentioned. Those respondents answering "yes" were asked to indicate which controls they would tolerate and still participate in a plan. Those that answered "no" were then asked to indicate which controls were the reasons they would not participate. Table 9 is a comparison of the means for each control between the "yes" respondents and the "no" respondents. Each of the pairs of item means were subjected to a T-test.<sup>1</sup>

Group differences significant to the .05 and .01 levels were considered after calculations of the T-value for difference in each pair of means. Nine controls had means with T-values which made them significantly different at the .05 level. In all of these nine controls the "no" respondents had means higher than the "yes" respondents which meant they were more inclined to not participate in a voucher plan with these controls. The nine controls were concerned with: (5) special education programs; (7) student dismissal policies; (8) tuition refunds; (11) teacher credentials; (12) collective bargaining laws; (13) minimum daily class time; (15) curriculum offerings; (16) student discipline policies; and (17) teacher retirement plans.

<sup>1</sup>Norman H. Nie and others, Statistical Package for the Social Sciences (2nd ed.; New York: McGraw-Hill, 1975), p. 267.

Table 9

Comparison of Means Between "Yes" Answers and "No"  
Answers for Participation in a Voucher Plan

Item	Yes Means	No Means	T Value	p
1	4.66	4.48	0.70	.487
2	2.35	2.64	-0.88	.381
3	3.18	3.76	-1.48	.143
4	3.85	4.39	-1.91	.059
5	4.08	4.65	-2.73	.007**
6	3.85	4.26	-1.51	.134
7	4.12	4.74	-2.47	.015*
8	2.36	3.22	-2.59	.011*a
9	3.91	4.17	-1.02	.311
10	1.36	1.48	-0.56	.574
11	2.64	3.57	-2.63	.010**a
12	4.42	4.83	-2.20	.031*
13	1.61	2.27	-2.36	.020*
14	2.08	2.48	-1.23	.220
15	1.81	2.59	-2.36	.021*
16	3.09	4.36	-3.83	.000**
17	2.14	2.81	-2.03	.045*
18	2.34	2.57	-0.86	.391
19	2.66	3.24	-1.79	.078a
	n=74	n=23		

\*significant at the .05 level

\*\*significant at the .01 level

<sup>a</sup>difference in means from participate to not participate

Of these nine controls, only three were significantly different to the .01 level. They were: (5) special education programs; (11) teacher credentials; and (16) student discipline policies. This indicated that the "no" respondents felt stronger than the "yes" respondents about not participating in a voucher plan on these three controls than any one of the others.

One other important statistic concerned those controls which had means below 3.00 for "yes" respondents while the "no" respondents had a mean above 3.00. This was a difference from the "participate" side to the "not participate" side of uncertain. There were three controls with means in this category. One of these controls, (19) affirmative action regulations, did not have a difference which was significant to the .05 level, and control (8) tuition refunds, was significant to the .05 level. Control (11) teacher credentials, was the most significant, having means of 2.64 and 3.57 and being significant to the .01 level.

Table 10 groups the means of all respondents who indicated a unwillingness to participate in a voucher plan. The ranges were the same as indicated in Table 8 and the results can be compared to Table 8. Table 8 contained the grouped means of all respondents while Table 10 reports only the means of those "no" respondents.

There were three controls which fell in the definitely not participate range. These were concerned

with: (12) collective bargaining laws; (7) student dismissal policies; and (5) special education programs. These three would appear to be the main reasons why non-participants would not choose to participate in a voucher plan.

Table 10

Grouping of Means in Rank Order by Those Respondents  
Unwilling to Participate in a Voucher Plan

N=23

I. Definitely Not Participate

Mean of 4.50 - 5.00

- |  |      |
|--|------|
| 12. Public schools' collective bargaining laws must be followed.           | 4.83 |
| 7. Students may be dismissed only under Education Code expulsion policies. | 4.74 |
| 5. Special education applicants must be admitted and programs provided.    | 4.65 |

II. Probably Not Participate

Means of 3.50 - 4.49

- |   |      |
|---|------|
| 1. Religious instruction would be prohibited.   | 4.47 |
| 4. Admission of students by minimum test scores would be prohibited.                        | 4.39 |
| 16. Disciplining of students must be within the Education Code requirements for suspension. | 4.36 |

Table 10, continued

II. Probably Not Participate, continuedMeans of 3.50 - 4.49

- |  |      |
|--|------|
| 6. Limited and non-English speaking applicants must be admitted and programs provided. | 4.26 |
| 9. Tuition fees may not be charged in excess of the voucher amount set by the state.   | 4.17 |
| 3. Admission could not be limited to those with certain religious beliefs.             | 3.77 |
| 11. Teachers must be credentialed according to existing Education Code Standards.      | 3.57 |

III. UncertainMeans of 2.50 - 3.49

- |   |      |
|---|------|
| 19. The school must follow the Affirmative Action regulations of the state.                     | 3.24 |
| 8. Dismissed students must be refunded their unused tuition funds.                              | 3.22 |
| 17. The school would be required to contribute to a retirement plan for teachers.               | 2.81 |
| 2. The ethnic background of the school population would reflect that of the general population. | 2.64 |
| 15. Curriculum offerings must meet state requirements.  | 2.59 |
| 18. School facilities must meet specific state regulations.                                     | 2.57 |

IV. Probably ParticipateMeans of 1.50 - 2.49

- |   |      |
|---|------|
| 14. Maximum class sizes shall not exceed total designated by the state. | 2.48 |
|---|------|

Table 10, continued

IV. Probably Participate, continuedMeans of 1.50 - 2.49

- |  |      |
|--|------|
| 13. Minimum daily class time must meet existing Education Code requirements. | 2.27 |
|--|------|

V. Definitely ParticipateMeans of 1.00 -149

- |   |      |
|---|------|
| 10. Graduation requirements must equal or exceed existing Education Code standards. | 1.48 |
|---|------|

There were seven controls with means in the probably not participate range. These were concerned with: (1) religious instruction prohibited; (4) admission by minimum test scores; (16) student discipline policies; (6) limited and non-English speaking students' programs; (9) maximum tuition fees; (3) admission limited by religious beliefs; (11) teacher credentials. These seven controls with means ranging from 3.57 to 4.47 were also major reasons why non-participating respondents would not choose to participate in a voucher plan.

At the other extreme, only one control was ranked under definitely participate. This control was concerned with graduation requirements meeting Education Code standards which was item 10 with a mean of 1.48. There were two items in the probably participate range. These were concerned with: (14) maximum class sizes with a mean of 2.48, and (13) minimum daily class time with a mean of 2.27. These



were the only controls acceptable to those schools who responded that they would not participate in a voucher plan. The other six controls had means falling in the uncertain range with means from 2.57 to 3.24.

#### Analysis of Religious and Non-Religious Schools' Responses

Another area the study addressed was the difference in the responses of religious and non-religious schools. Table 11 compares the response mean on each control for these two groups. The pairs of means were subjected to a T-test, and differences were tested for significance at the .05 and .01 levels.

Eleven controls had means with T-values which made the differences significant at the .05 level. Eight of these eleven were also significantly different at the .01 level. The three having a significant difference at the .05 level only were concerned with: (5) special education programs, and (6) limited and non-English speaking students' programs, both of which had higher means for the non-religious sponsored schools; and (19) affirmative action regulations in which the religious sponsored schools had a higher mean. The higher mean indicated a stronger feeling for not participating in a voucher plan.

Table 11

Comparisons of Means Between Respondents of Religious  
and Non-Religious Sponsored Schools

Item	Religious Schools	Non-Religious Schools	T Value	p
1	4.98	2.75	-12.56	.000**a
2	2.36	2.35	-0.02	.986
3	3.56	2.00	-3.76	.000**a
4	3.86	4.44	1.91	.058
5	4.11	4.61	2.15	.034*
6	3.81	4.50	2.39	.019*
7	4.10	5.00	3.38	.019*
8	2.20	3.94	5.31	.000**a
9	3.74	4.83	3.92	.000**
10	1.43	1.25	-0.75	.457
11	2.60	4.50	5.54	.000**a
12	4.37	5.00	2.89	.005**
13	1.67	2.12	1.43	.155
14	2.26	1.75	-1.47	.146
15	1.95	2.24	0.78	.439
16	3.16	4.71	4.43	.000**
17	2.52	2.06	-1.19	.235
18	2.36	2.31	-.061	.871
19	2.96	2.19	-2.20	.030*
	n=91	n=18		

\*significant at the .05 level

\*\*significant at the .01 level

<sup>a</sup>difference in means from participate to not participate

For the eight controls which were significantly different at the .01 level, the religious sponsored schools had higher means on two. These were: (1) religious instruction prohibited and (3) admission limited by religious belief. The other six for which the non-religious sponsored schools had higher means were: (7) student dismissal policies; (8) tuition refunds; (9) maximum tuition fees; (11) teacher credentials; (12) collective bargaining laws; and (16) student discipline policies. In all of these items, the responses by the two groups were different enough to be significant.

There were four controls which had differences between the "participate" and the "not participate" side of uncertain. All four of these differences were also significant to the .01 level. In two of them, the religious sponsored schools' means were on the "not participate" side. These were: (1) religious instruction prohibited, and (3) admission limited by religious belief. In the other two controls, the non-religious schools' means were on the "not participate" side. These were: (8) tuition refunds, and (11) teacher credentials. These four controls were the major areas of difference between the responses of religious and non-religious sponsored schools.

In Table 12, the means of responses from non-religious sponsored schools were ranked in a similar manner to earlier groups. There were seven controls whose means fell in the definitely not participate range. These were:

(7) student dismissal policies, with a perfect 5.00 mean; (12) collective bargaining laws, also with a perfect 5.00 mean; (9) maximum tuition fees; (16) student discipline policies; (5) special education programs; (6) limited and non-English speaking students' programs; and (11) teacher credentials. These were the main controls that would prevent non-religious sponsored schools from participating in a voucher plan.

Two controls which had means within the probably not participate range were: (4) admission by minimum test scores; and (8) tuition refunds for dismissed students. The above two controls would also be strong reasons for non-religious sponsored schools to not participate.

There were eight controls whose means were within the probably participate range. These were: (2) student ethnic make-up; (18) school facility regulations; (15) curriculum offerings; (19) affirmative action regulations; (13) minimum daily class time; (17) teacher retirement plans; (3) admission limited by religious beliefs; and (14) maximum class sizes. There was only one control whose mean fell in the definitely participate range which was (10) graduation requirements. It is to be noted that this control is the same as in the previous groupings. In the last two ranges, there were a total of nine controls which

would not prevent non-religious sponsored schools from participating in a voucher plan.

Table 12

Grouping of Means in Rank Order by Respondents  
of Non-Religious Sponsored Schools

---

<u>I. Definitely Not Participate</u>		
<u>Mean of 4.50 - 5.00</u>		
7.	Students may be dismissed only under Education Code expulsion policies.	5.00
12.	Public schools' collective bargaining laws must be followed.	5.00
9.	Tuition fees may not be charged in excess of the voucher amount set by the state.	4.83
16.	Disciplining of students must be within the Education Code requirements for suspension.	4.71
5.	Special education applicants must be admitted and programs provided.	4.61
6.	Limited and non-English speaking applicants must be admitted and programs provided.	4.50
11.	Teachers must be credentialed according to existing Education Code standards.	4.50
<u>II. Probably Not Participate</u>		
<u>Means of 3.50 - 4.49</u>		
4.	Admission of students by minimum test scores would be prohibited.	4.44

Table 12, continued

II Probably Not Participate, continuedMeans of 3.50 - 4.49

- |  |      |
|--|------|
| 8. Dismissed students must be refunded their unused tuition funds. | 3.94 |
|--|------|

III. UncertainMeans of 2.50 - 3.49

- |   |      |
|---|------|
| 1. Religious instruction would be prohibited. | 2.75 |
|---|------|

IV. Probably ParticipateMeans of 1.50 - 2.49

- |   |      |
|---|------|
| 2. The ethnic population of the school population would reflect that of the general population. | 2.35 |
| 18. Curriculum facilities must meet specific state regulations.                                 | 2.31 |
| 15. Curriculum offerings must meet state requirements.  | 2.24 |
| 19. The school must follow the Affirmative Action regulations of the state.                     | 2.19 |
| 13. Minimum daily class time must meet existing Education Code requirements.                    | 2.12 |
| 17. The school would be required to contribute to a retirement plan for teachers.               | 2.06 |
| 3. Admission could not be limited to those with certain religious beliefs.                      | 2.00 |
| 14. Maximum class sizes shall not exceed totals designated by the state.                        | 1.75 |

V. Definitely ParticipateMeans of 1.00 - 1.49

- |   |      |
|---|------|
| 10. Graduation requirements must equal or exceed existing Education Code standards. | 1.25 |
|---|------|

Analysis of Catholic and All Other Religious  
Sponsored Schools' Responses

Table 13 compares the means of the nineteen controls for Catholic schools with those of all other religious sponsored schools. Each pair of means was subjected to the T-test with differences tested for significance at the .05 and .01 levels.

Eight controls had means whose T-values made their differences significant to the .05 level, with six of the eight significant to the .01 level. All eight controls had higher means for the "other" religious sponsored schools which indicated they were unwilling to participate in a voucher plan. The two controls whose differences were significant only to the .05 level were: (3) admission limited by religious beliefs; and (7) student dismissal policies. The six means which were significantly different at the .01 level were: (11) teacher credentials; (12) collective bargaining laws; (15) curriculum offerings; (16) student discipline policies; (17) teacher retirement plans; and (19) affirmative action regulations. These responses indicate a clear difference of viewpoints by the two types of religious sponsored schools in four areas.

Table 13

Comparison of Means Between Respondents of Catholic  
and All Other Religious Sponsored Schools

Item	Catholic Schools	All Other Schools	T Value	p
1	5.00	4.92	1.59	.114
2	2.19	2.80	-1.90	.060
3	3.30	4.19	-2.58	.001*
4	3.82	3.96	-0.51	.610
5	4.06	4.23	-0.77	.445
6	3.78	3.88	-0.38	.704
7	3.94	4.50	-2.19	.031*
8	2.25	2.08	0.58	.565
9	3.63	4.00	-1.38	.172
10	1.33	1.69	-1.67	.099
11	2.32	3.31	-3.27	.002**a
12	4.15	4.92	-3.90	.000**
13	1.58	1.88	-1.19	.236
14	2.13	2.58	-1.57	.121
15	1.66	2.65	-3.31	.001**
16	2.85	3.92	-3.48	.001**a
17	2.17	3.38	-4.09	.000**a
18	2.26	2.62	-1.34	.183
19	2.55	3.96	-5.38	.000**a
	n=65	n=26		

\*significant at the .05 level

\*\*significant at the .01 level

<sup>a</sup>difference in means from participate to not participate



In Table 14 the means of respondents of Catholic schools were grouped in rank order in similar ranges as other groupings. The only control whose mean was within the definitely not participate range was (1) prohibiting religious instruction, and it had a perfect 5.00 mean. This would indicate that all Catholic schools would not participate in a voucher plan if this control were imposed upon them. Since 59.6 percent of the respondents were from Catholic schools, this is a highly significant fact.

There were six controls with means within the probably not participate range. These were: (12) collective bargaining laws; (5) special education programs; (7) student dismissal policies; (4) admission by minimum test scores; (6) limited and non-English speaking students' programs; and (9) maximum tuition fees. These six controls, plus (1) above, would tend to make Catholic schools unwilling to participate in a voucher plan.

There were eight controls with means within the probably participate range. These were: (11) teacher credentials; (18) school facility regulations; (8) tuition refunds; (2) student ethnic make-up; (17) teacher retirement plans; (14) maximum class sizes; (15) curriculum offerings; and (13) minimum daily class time.

Table 14

Grouping of Means in Rank Order by  
Respondents of Catholic Schools

---

I. <u>Definitely Not Participate</u>	
<u>Means of 4.50 - 5.00</u>	
1. Religious instruction would be prohibited.	5.00
II. <u>Probably Not Participate</u>	
<u>Means of 3.50 - 4.49</u>	
12. Public schools' collective bargaining laws must be followed.	4.15
5. Special education applicants must be admitted and programs provided.	4.06
7. Students may be dismissed only under Education Code expulsion policies.	3.94
4. Admission of students by minimum test scores would be prohibited.	3.82
6. Limited and non-English speaking applicants must be admitted and programs provided.	3.78
9. Tuition fees may not be charged in excess of the voucher amount set by the state.	3.63
III. <u>Uncertain</u>	
<u>Means of 2.50 - 3.49</u>	
3. Admission could not be limited to those with certain religious beliefs.	3.30
16. Disciplining of students must be within Education Code requirements for suspension.	2.86

Table 14, continued

III. Uncertain, continuedMeans of 2.50 - 3.49

- |   |      |
|---|------|
| 19. The school must follow the Affirmative Action regulations of the state. | 2.55 |
|---|------|

IV. Probably ParticipateMeans of 1.50 - 2.49

- |   |      |
|---|------|
| 11. Teachers must be credentialed according to existing Education Code standards.               | 2.32 |
| 18. School facilities must meet specific state regulations.                                     | 2.26 |
| 8. Dismissed students must be refunded their unused tuition funds.                              | 2.25 |
| 2. The ethnic background of the school population would reflect that of the general population. | 2.19 |
| 17. The school would be required to contribute to a retirement plan for teachers.               | 2.17 |
| 14. Maximum class sizes shall not exceed totals designated by the state.                        | 2.13 |
| 15. Curriculum offerings must meet state requirements.  | 1.66 |
| 13. Minimum daily class time must meet existing Education Code requirements.                    | 1.58 |

V. Definitely ParticipateMeans of 1.00 - 1.49

- |   |      |
|---|------|
| 10. Graduation requirements must equal or exceed existing Education Code standards. | 1.33 |
|---|------|

As with all other previous groupings, there was only one control whose mean fell within the definitely

participate range which was (10) graduation requirements. The nine controls in the last two groups were the ones Catholic schools indicated they would be willing to accept in a voucher plan.

Analysis of Catholic And Non-Catholic  
Schools' Responses

Table 15 compares the means of the controls for Catholic schools with those of non-Catholic schools. Again, each pair of means was subjected to the T-test with differences tested for significance to the .05 and .01 levels.

Ten controls had means whose T-values made their differences significant to the .05 level, and eight of these were further significant to the .01 level. The two controls which were significant only to the .05 level were concerned with: (8) tuition refunds; and (17) teacher retirement plans. In both cases, the non-Catholic schools had higher means which indicated they were more inclined not to participate in a voucher plan if these controls were imposed.

Table 15

Comparison of Means Between Respondents of Catholic  
and Non-Catholic Schools

Item	Catholic Schools	Non-Catholic Schools	T Value	p
1	5.00	4.10	4.89	.000**
2	2.19	2.62	-1.59	.114
3	3.30	3.36	-0.19	.852
4	3.82	4.16	-1.47	.145
5	4.06	4.39	-1.83	.070
6	3.78	4.14	-1.60	.113
7	3.94	4.70	-3.85	.000**
8	2.25	2.84	-2.15	.033*
9	3.63	4.34	-3.29	.001**
10	1.33	1.52	-1.09	.277
11	2.32	3.80	-5.73	.010** <sup>a</sup>
12	4.15	4.95	-5.29	.000**
13	1.58	1.98	-1.70	.093
14	2.13	2.26	-0.54	.592
15	1.66	2.49	-3.10	.002**
16	2.86	4.23	-5.52	.000** <sup>a</sup>
17	2.17	2.88	-2.58	.011*
18	2.26	2.50	-1.06	.291
19	2.55	3.29	-2.92	.004** <sup>a</sup>
	n=65	n=44		

\*significant at the .05 level

\*\*significant at the .01 level

<sup>a</sup>difference in means from participate to not participate

With one exception the eight controls which were significant to the .01 level also had higher means for the non-Catholic schools. This one exception was, (1) prohibiting religious instruction. The other seven with the higher means for non-Catholic schools were: (7) student dismissal policies; (9) maximum tuition fees; (11) teacher credentials; (12) collective bargaining laws; (15) curriculum offerings; (16) student discipline policies; and (19) affirmative action regulations. These were controls which non-Catholic schools felt stronger about not participating than did Catholic schools.

There were three controls whose means were significantly different at .01 level and whose means indicated that Catholic schools would participate and non-Catholic schools would not participate in a voucher plan. These were: (11) teacher credentials; (16) student discipline policies; and (19) affirmative action regulations. These were the controls in which Catholic and non-Catholic schools differed most significantly in their willingness to participate in a voucher plan.

#### Analysis of Small and Large Schools' Responses

Table 16 compares the means of the responses for small schools (0-500 enrollment) with those of large schools (over 500 enrollment). Each pair of means was subjected to

the T-test with differences tested for significance to the .05 and .01 levels.

Six controls had means whose T-values were large enough to make their differences significant to the .05 level, and only one of these was significant to the .01 level. The one control was: (1) prohibiting religious instruction which had a significant difference to the .01 level with the large schools having the larger mean of 5.00.

Two of the controls with mean differences at the .05 significance level were greater for the large school respondents. Large schools appear more unwilling to participate with these controls than the small schools. The two controls were: (3) admission limited by religious beliefs; and (14) maximum class sizes.

Three of the controls with means differing at the .05 significance level were greater for the small school respondents. These controls were: (9) maximum tuition fees; (11) teacher credentials; and (12) collective bargaining laws. These controls indicated that small schools were more unwilling to participate in a voucher plan than large schools with such controls imposed upon them.

Table 16

Comparison of Means Between Respondents of Small  
(0-500 enrollment) and Large (over 500) Schools

Item	Small Schools (0 - 500)	Large Schools (over 500)	T Value	p
1	4.42	5.00	-2.91	.004**
2	2.41	2.28	0.49	.629
3	3.08	3.73	-2.03	.045*
4	3.85	4.12	-1.13	.261
5	4.24	4.12	0.62	.535
6	3.90	3.98	-0.34	.734
7	4.21	4.32	-0.52	.605
8	2.52	2.44	0.29	.769
9	4.12	3.59	2.38	.019*
10	1.35	1.50	-0.84	.405
11	3.15	2.54	2.09	.039*a
12	4.60	4.27	1.98	.050*
13	1.67	1.85	-0.77	.442
14	1.94	2.56	-2.50	.014*
15	2.01	1.95	0.23	.821
16	3.49	3.27	0.79	.431
17	2.49	2.39	0.36	.721
18	2.26	2.51	-1.13	.261
19	2.76	2.98	-0.83	.406
	n=60	n=41		

\*significant at the .05 level

\*\*significant at the .01 level

<sup>a</sup>difference in means from participate to not participate

There was only one control whose means differed significantly at the .05 level and whose means indicated



that small schools would not participate and large schools would participate. This control was: (11) teacher credentials.

### Summary

The response rate for the survey was 62.8 percent. Of the 109 usable returns, 59.6 percent were from Catholic schools. A total of 83.5 percent were from schools with some religious sponsorship. A total of 62.4 percent of the respondents were from schools with less than 500 enrollment. A total of 90.8 percent of the respondents indicated that they felt they were able to respond to the questionnaire as the person or persons in control of their school would respond.

In analyzing the willingness of schools to participate in a voucher plan, 67.9 percent indicated they would be willing to participate. Analyzing the controls which all respondent schools were willing or unwilling to tolerate in a voucher plan, it was found that the following controls would discourage schools from participating in a voucher plan:

- 1) prohibiting religious instruction.
- 4) prohibiting admission by minimum test scores.
- 5) requiring special education programs.
- 6) requiring programs for limited and non-English speaking students.

- 7) Education Code student dismissal policies.
- 9) prohibiting tuition fees above the voucher amount.
- 12) requiring public school collective bargaining laws.

The following controls would not prevent schools from participating:

- 2) requiring the school population ethnic background to reflect that of the general population.
- 8) refunding dismissed students their unused tuition funds.
- 10) meeting Education Code graduation requirements.
- 13) meeting Education Code minimum daily class time.
- 14) not exceeding state designated maximum class sizes.
- 15) meeting state curriculum requirements.
- 17) requiring a retirement plan for teachers.
- 18) meeting state regulations for school facilities.

When the means of respondents who answered "yes" to participation were compared with respondents who answered "no," there was a larger mean, significant to the .05 level, by those who answered "no" in the following items:

- 5) requiring special education programs.
- 7) Education Code student dismissal policies.
- 8) refunding dismissed students their unused tuition funds.
- 11) teachers credentialed by Education Code standards.
- 12) requiring public school collective bargaining laws.
- 13) meeting Education Code minimum daily class time.
- 15) meeting state curriculum requirements.
- 16) student discipline by Education Code suspension rules.
- 17) requiring a retirement plan for teachers.

In analyzing the responses of those schools who were unwilling to participate in a voucher plan from the outset, it was found that the following controls would prevent them from participating in a voucher plan:

- 1) prohibiting religious instruction.
- 3) limiting admission by religious beliefs.
- 4) prohibiting admission by minimum test scores.
- 5) requiring special education programs.
- 6) requiring programs for limited and non-English speaking students.
- 7) Education Code student dismissal policies.

- 9) prohibiting tuition fees above the voucher amount.
- 11) teachers credentialed by Education Code standards.
- 12) requiring public school collective bargaining laws.
- 16) student discipline by Education Code suspension rules.

The only controls which were acceptable to these respondents were:

- 10) meeting Education Code graduation requirements.
- 13) meeting Education Code minimum daily class time.
- 14) not exceeding state designated maximum class size.

In comparing the responses of religious schools with non-religious sponsored schools, there was a significant difference in response at the .05 level in eleven items. For those eleven listed below, items 1, 3, and 19 had larger means for the religious schools:

- 1) prohibiting religious instruction.
- 3) limiting admission by religious beliefs.
- 5) requiring special education programs.

6) requiring programs for limited and non-English speaking students.

7) Education Code student dismissal policies.

8) refunding dismissed students their unused tuition funds.

9) prohibiting tuition fees above the voucher amount.

11) teachers credentialed by Education Code standards.

12) requiring public school collective bargaining laws.

16) student discipline by Education Code suspension rules.

19) following affirmative action regulations.

In analyzing the responses of non-religious sponsored schools, it was noted that the following controls would discourage them from participating in a voucher plan:

4) prohibiting admission by minimum test scores.

5) requiring special education programs.

6) requiring programs for limited and non-English speaking students.

7) Education Code student dismissal policies.

8) refunding dismissed students their unused tuition funds.

- 9) prohibiting tuition fees above the voucher amount.
- 11) teachers credentialed by Education Code standards.
- 12) requiring public school collective bargaining laws.
- 16) student discipline by Education Code suspension rules.

The controls which were acceptable to these respondents were:

- 2) requiring the school population ethnic background to reflect that of the general population.
- 3) limiting admission by religious beliefs.
- 10) meeting Education Code graduation requirements.
- 13) meeting Education Code minimum daily class time.
- 14) not exceeding state designated maximum class sizes.
- 15) meeting state curriculum requirements.
- 17) requiring a retirement plan for teachers.
- 18) meeting state regulations for school facilities.
- 19) following affirmative action regulations.

In comparing the responses of Catholic schools with all other religious sponsored schools, there was a larger

mean, significant to the .05 level, by the other religious sponsored schools in the following items:

- 3) limiting admission by religious beliefs.
- 7) Education Code student dismissal policies.
- 11) teachers credentialed by Education Code standards.
- 12) requiring public school collective bargaining laws.
- 15) meeting state curriculum requirements.
- 16) student discipline by Education Code suspension rules.
- 17) requiring a retirement plan for teachers.
- 19) following affirmative action regulations.

In analyzing the responses of Catholic schools, the controls which would prevent them from participating in a voucher plan were:

- 1) prohibiting religious instruction.
- 4) prohibiting admission by minimum test scores.
- 5) requiring special education programs.
- 6) requiring programs for limited and non-English speaking students.
- 7) Education Code student dismissal policies.
- 9) prohibiting tuition fees above the voucher amount.

12) requiring public school collective bargaining laws.

The controls which were acceptable to these respondents were:

2) requiring the school population ethnic background to reflect that of the general population.

8) refunding dismissed students their unused tuition funds.

10) meeting Education Code graduation requirements.

11) teachers credentialed by Education Code standards.

13) meeting Education Code minimum daily class time.

14) not exceeding state designated maximum class size.

15) meeting state curriculum requirements.

17) requiring a retirement plan for teachers.

18) meeting state regulations for school facilities.

In comparing the responses of Catholic schools with non-Catholic schools, there was a significant difference in response at the .05 level in the following items:

1) prohibiting religious instruction.

7) Education Code student dismissal policies.



8) refunding dismissed students their unused tuition funds.

9) prohibiting tuition fees above the voucher amount.

11) teachers credentialed by Education Code standards.

12) requiring public school collective bargaining laws.

15) meeting state curriculum requirements.

16) student discipline by Education Code suspension rules.

17) requiring a retirement plan for teachers.

19) following affirmative action regulations.

In comparing the responses of small schools (enrollment 0-500) with large schools (enrollment over 500), there was a significant difference in response at the .05 level in the following items:

1) prohibiting religious instruction.

3) limiting admission by religious beliefs.

9) prohibiting tuition fees above the voucher amount.

11) teachers credentialed by Education Code standards.

12) requiring public school collective bargaining laws.

14) not exceeding state designated maximum class sizes.

The major results of the study including the summary, conclusions, and recommendations are presented in Chapter 5.

## CHAPTER 5

### SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

This study was concerned with the willingness of private/parochial schools to participate in a voucher plan. A voucher plan, in its simplest form involves the state issuing each school-aged child a voucher worth the cost of one year's education to be used at the public or private school of his/her choice. The different plans have included many types of government controls which could be required of the schools before they could participate in a voucher plan and accept public funds.

#### Summary of the Study

This study attempted to identify the controls private and parochial schools probably would accept or not accept for participating in a voucher plan. If they were unwilling to participate, the study identified the controls they were willing to accept and still participate. If any schools were opposed to a voucher plan from the outset, the study identified the reasons for their reluctance to participate. If private/parochial schools are willing to participate only under certain conditions, it is important to identify those conditions.

In addition, the study identified any differences in the responses of religious and non-religious sponsored schools; Catholic and non-Catholic schools; Catholic and all other religious sponsored schools; and small (0-500 enrollment) and large (enrollment over 500) schools.

The format of the study was a survey of private/parochial secondary schools which met minimum size criteria. The questionnaire was designed to identify the size of the school responding; if the school had religious sponsorship and what kind; and whether or not the school was willing to participate in the voucher plan or not. The questionnaire then listed 19 potential controls about which the respondents were asked to indicate their willingness to tolerate for participation in a voucher plan. A 1 to 5 scale ranging from "definitely participate" to "definitely not participate" was used. A high score indicated they would not participate while a low score indicated they would participate. The questionnaire was administered in the late spring and early summer of 1983 to a group of 183 private/parochial schools in California. The total response rate was 62.8 percent.

The data were analyzed statistically though the use of a computer program at the University of the Pacific, Stockton, California. The findings were summarized into tables to indicate which controls were acceptable and which were not, and to indicate the differences in responses of

the different school sponsoring groups. A total of 16 tables and one graph were used in Chapter 4 to demonstrate the results.

### Conclusions

Question 1: Are private/parochial schools willing to participate in a voucher plan where all students are given a cash voucher to spend at the school of their choice?

A total of 74 respondents of the 109 who returned the survey indicated they would participate in a voucher plan when no controls were present. This computes to 67.9 percent or approximately two-thirds. It appears that a substantial percentage of the schools would be willing to participate in a voucher plan of some type. However, it is important to note that 21.1 percent indicated they would not participate, which is one school in every five. Another ten percent appears undecided which means if they decided not to participate, one school in every three would reject a voucher plan. If the undecided all chose to participate, the percentage of participation would approach 80 percent, which would mean four of every five schools would be willing to accept a voucher plan. This difference in percentages would be significant, and the types of controls that might be placed on a plan would become extremely important.

Question 2: What are the controls that private/parochial schools are unwilling to accept in order to participate in a voucher plan?

For all respondents considered as a whole, only one control produced a mean which indicated that private/parochial schools definitely would not participate in a voucher plan. This was the control where religious instruction (1) would be prohibited. With a mean of 4.64 on the 1 to 5 scale, it gives a strong indication that the courts will need to approve the legality of public funds being given to private schools which include religious instruction in their curriculum. With a large majority of the private schools having religious sponsorship, this is expectedly the crucial issue that must be solved to get any consideration for parochial school participation. The religious sponsored schools had a near perfect 4.98 mean on the control while the non-religious sponsored schools had a mean of only 2.75. This would indicate that non-religious schools would probably not be affected by this control.

The second group of controls which have significance to this question were the six controls which fell within the probably not participate range. Two of these were concerned with the admission and dismissal of students. Private/parochial schools probably do not want to lose the right to control admissions of students by a minimum score on a test (4) which they choose to administer. They, also, did not

want to be restricted by the Education Code expulsion policies (7) in the dismissal of students. The responses indicate that the private/parochial schools wish to retain control of those whom they admit, and be able to dismiss them according to their own guidelines.

Another related control which falls within this range is that of restricting tuition fees (9). If a voucher plan was enacted, a dollar amount would have to be set which would be awarded to each student. This amount would then be the value of the voucher that students and parents would present to the school of their choice to pay for one year of education. Private/parochial schools apparently want to be able to charge more than this amount, if they choose, with the parents paying the excess amount. This could be highly significant in the voucher plan goal of making every school available to every child, regardless of the parents' financial ability to pay.

There were two controls which dealt with programs to be offered by the schools. Private/parochial schools did not want to be required to offer programs for special education students (5) or for limited and non-English speaking students(6). This is significant in that these two programs are expensive to operate in terms of both staffing requirements and facility requirements. Laws have required expensive remodeling of public school facilities to accommodate handicapped students, and additional supplies,

aides, and staff to accommodate non-English speaking students.

The final control which would cause private/parochial schools not to participate in a voucher plan is the requirement concerned with accepting the public schools' collective bargaining laws (12). Private/parochial schools do not wish to be forced to use collective bargaining with their teachers.

On the other end of the scale, there was only one control which the respondents indicated they would definitely accept as part of a voucher plan. They had little objection with meeting the Education Code graduation requirements (10). Most indicated they exceeded them already. There were seven other controls which did not raise much concern among the respondents. Minimum daily class time (13) or maximum class sizes (14) were of little concern as were curriculum offerings (15). Surprisingly, state regulations governing school facilities (18) were of little concern, but apparently, if the control of accepting handicapped students was rejected, the respondents felt their facilities met all other needs.

Respondents also were not concerned with the ethnic population of the school reflecting that of the general population (2) with many of the Catholic schools indicating they already have significant minority student populations. Respondents further were not concerned with



refunding unused tuition funds of dismissed students (18) nor with providing a retirement plan for their teachers (17).

Question 3: For those schools which are not interested in participating in a voucher plan what are the reasons that would prevent them from participating?

A summary of the responses of schools which indicated that they would not participate in a voucher plan from the outset, provided the data for this question. 21.1 percent indicated that they would not participate in a voucher plan, and they were asked to indicate the reasons why they would not participate.

There were three major controls listed which respondents indicated would probably discourage from them participating. Collective bargaining laws (12) was the top reason followed closely by dismissal of students only under Education Code policies (7) and providing special education programs (5). In analyzing potential voucher plans, most writers do not list collective bargaining as the main reason for restricting participation, but apparently private/parochial schools are concerned with losing control of the decisions that are sometimes reached by collective bargaining.

Seven controls were listed for which respondents indicated they probably would not participate in a voucher plan. Most were listed in the previous table summarizing

the responses of all respondents, including the control listed as number one by all respondents, prohibiting religious instruction (1). Although the mean slipped somewhat to 4.47, it still ranked as the fourth highest reason for non-participation. Respondents were concerned with student admissions policies, citing prohibiting admission by minimum test scores (4) and prohibiting the restriction of admission of those with certain religious beliefs (3). Student discipline restrictions (16) and teacher credentialing requirements (11) were two controls which were not supported by the total respondent group but were significant with the non-participation group. Programs for limited and non-English speaking students (6) and prohibiting fees above the voucher amount (9) were also supported by both groups. The reasons for not participating in a voucher plan are varied with controls concerning admission and dismissal of students, program requirements, religious instruction and beliefs, fees, and teacher rights and requirements.

Under the acceptable controls, non-participants listed only three in total. Graduation requirements (10) were totally acceptable and maximum class sizes (14) and minimum daily class time (13) were probably acceptable. These were fairly non-restrictive and non-threatening to

private/parochial schools as most felt they already met such requirements.

Question 4. Are there any significant differences in the responses of Catholic schools and all other religious sponsored schools?

There were eight means which were significantly different at the .05 level. Only five of them had differences which were meaningful. The others had differences which only indicated the degree of willingness to participate in a voucher plan, but the differences did not change the view of whether or not they would participate.

In the five with meaningful differences, the other religious sponsored schools had higher means than Catholic schools. In fact, other religious sponsored schools had higher means in all but two of the nineteen controls which indicated the Catholic schools were slightly more willing to participate in a voucher plan than the other religious schools.

In four of the controls with meaningful, significant differences, Catholic schools indicated they would probably participate while other religious sponsored schools were leaning towards probably not participating. These were on the issues of following affirmative action plans (19), contributing to teacher retirement plans (17), disciplining of students by Education Code regulations (16), and

credentialing teachers by Education Code regulations (11). The differences were primarily concerned with regulations affecting teachers. One other significant difference was concerned with limiting admission to those with certain religious beliefs (3). Other religious schools were more concerned about this control than Catholic schools who were uncertain about participation. The other religious schools indicated they would probably not participate.

Question 5. Are there any significant differences in the responses of religious schools and non-religious schools on the controls that would prevent schools from participating in a voucher plan?

There were eleven controls which had means that were significantly different at the .05 level. Only five of the controls had differences which were meaningful as described previously.

Only two of the five with meaningful differences had higher means for the religious schools which indicated a stronger commitment for not participating in a voucher plan. Not unexpectedly, both had to do with religion in the schools. Prohibiting religious instruction (1) had a near perfect 4.98 mean for definitely not participating for the religious sponsored schools while the mean for the non-religious sponsored schools was between probably participate and uncertain. Limiting admission to those with certain religious beliefs (3) had a mean which was between uncertain

and probably not participate for religious schools while the non-religious schools indicated they would probably participate.

Non-religious schools indicated they would probably or definitely not participate if Education Code standards were required for teacher credentialing (11) while religious schools ranged from uncertain to probably participate. The non-religious schools were somewhat definite that they would not participate if student discipline requirements had to be within the Education Code guidelines (16) while religious schools were uncertain if they would participate.

Finally, non-religious schools indicated they probably would not participate if unused tuition fees had to be refunded to dismissed students (8) while religious schools indicated they would probably participate.

There were two means of controls worth noting for the non-religious sponsored schools in that both received perfect 5.00 means. Dismissing students only under Education Code expulsion policies (7) and following collective bargaining laws (12) were totally rejected by the non-religious schools. Religious schools, also, indicated they would probably not participate under these controls, but were not as strong in their agreement as the non-religious schools.

Question 6. Are there any significant differences in the responses of Catholic and non-Catholic schools on the controls that would prevent schools from participating in a voucher plan?

There were ten controls which had means that were significantly different at the .05 level. Only three of these had differences which were meaningfully significant as described earlier in the study. In all three cases, the non-Catholic schools had higher means which indicated a greater acceptance by the Catholic schools for a voucher plan. The only exception to this greater acceptance by Catholic schools was on the issue of religious instruction being prohibited (1). On this item, the Catholic schools had a perfect 5.00 mean for definitely not participating.

In the three cases where a significant difference existed, the Catholic schools would probably participate in a voucher plan while the non-Catholic schools indicated they probably would not participate. The three issues were involved with teacher credentialing with Education Code standards (11), affirmative action hiring regulations (19), and Education Code requirements for student discipline (16). Again, the major differences between Catholic and non-Catholic schools involve teacher regulations and disciplining of students.

Question 7. Are there any significant differences in the responses of small schools (under 500 enrollment) and

large schools (over 500 enrollment) on the controls that would prevent schools from participating in a voucher plan?

There were only six controls which had means that were significantly different at the .05 level. Only one of these had a meaningful, significant difference as described earlier in the study. This was concerned with the issue of teacher credentialing under Education Code regulations (11) where small schools were uncertain about participating, but leaning towards not participating. The larger schools would probably participate in a voucher plan with such control. This difference would be understandable as small schools generally face more difficulties in finding teachers who can teach more than one subject, and stricter credentialing requirements would only compound this issue.

In general, it appears the small schools would have similar responses as the larger schools concerning participation in a voucher plan indicating size would not generally affect participation. Some of the more significant differences in responses seem to reflect the same differences that were noticeable between Catholic and non-Catholic since the larger schools tend to be Catholic. In fact, the larger schools all responded that they would definitely not participate in a voucher plan if religious instruction were prohibited, the exact response that all Catholic schools gave.

### Concluding Summary

In summarizing the final conclusions which have been presented in this chapter, the following appear to be of the most significance:

1. Approximately two-thirds of all private/parochial schools indicated that they were willing to participate in a voucher plan when no controls are required. This percentage could change dramatically depending upon which controls are placed on the plan.

2. If religious instruction is prohibited, the religious sponsored schools would not participate. Every Catholic school that responded to the survey indicated they would not participate if religious instruction was prohibited.

3. There are certain other key controls which would probably eliminate most of the private/parochial schools if they are imposed upon a voucher plan. Most schools indicated that they want to control admission and dismissal of students and not be regulated by code. Other key issues are the right to charge fees in excess of the voucher amount and not being forced to provide special programs for special education and non-English speaking students. Another control which had not attracted much attention but was indicated as a crucial issue by private/parochial schools was the requirement to follow public schools' collective bargaining laws.



4. There was very little difference in the responses given by small schools (under 500 enrollment) and large schools (over 500 enrollment).

5. The major difference between the responses of religious sponsored and non-religious sponsored schools was the religious schools' strong support for not prohibiting religious instruction. In addition, there were some significant differences in requirements on teacher credentialing, tuition refunds, and student discipline.

### Recommendations

As a result of this study and the conclusions drawn from the data, the following are recommended:

1. A survey could be expanded to include elementary schools. While it is supposed that the issues presented in this study of secondary schools would be applicable to elementary schools, it is possible they would not be.

2. A final study should be made to determine if any additional controls would surface that were not included in this survey.

3. A strong effort should be made to obtain a legal opinion on the legality of using public funds, as the voucher plan would do, in schools which have religious instruction as part of their curriculum.

4. A resolution of the probable conflict between the Education Code and the initiative as to required controls should be sought before a voucher plan election.

5. Voters should be totally informed as to which controls would be a part of any proposed voucher plan, and information, such as this study provides, made available so that the voters would know beforehand what types of schools would plan to participate.

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## APPENDIX A

LETTER FROM RESEARCHER TO PRINCIPALS OF  
SELECTED CALIFORNIA PRIVATE/PAROCHIAL  
SECONDARY SCHOOLS

April 1983

To: Principals of California Private/Parochial High Schools

I, too, am a high school principal and need about five minutes of your professional time. I am conducting a study, and you, as a private school principal have the expert opinions that are needed.

Much has been said about the need to allow all families the choice of where to send their children to school. There is a movement beginning in our state to have state funded VOUCHERS which could be used at public OR PRIVATE schools.

A most important ingredient for making the voucher plan work would be the participation of private schools. To my knowledge, however, no one has determined whether the private schools would like to participate, and if so, under what conditions.

This survey will gather this information so that it can be duly summarized and allow the important position of the private school sector to be heard.

Would you be willing to complete the questionnaire now and return it to me in the enclosed, self-addressed stamped envelope? Your valuable opinions would be much appreciated!

Sincerely,

*Ray Crawford, Jr.*

Ray Crawford, Jr.  
Principal,  
Woodland High School  
Woodland, California



APPENDIX B  
EXPLANATION OF THE STUDY  
AND  
SELF-REPORT QUESTIONNAIRE

## SURVEY OF PRIVATE SCHOOL PARTICIPATION

For a number of years, an alternative to our public education system has been pursued by a number of people. A strong case has been made for a voucher system. The simplest form of the voucher involves giving parents or guardians of school-age children a certain amount of money which they could then use to finance their child's education at the school of their choice. To have a complete choice, the family would be able to use the voucher in a public or private school. A key question is whether private schools would be willing to participate under specified controls. Your response to this survey will help compile some data as to the willingness of private schools to accept vouchers with varying types of controls. Thank you for your help. All results will be held in strictest confidence.

### EXPLANATION

This questionnaire contains 19 key types of controls that might be placed on a voucher plan. Please give your expert opinion as to whether your school would choose to participate if each item were the only condition of participation. This should be your best opinion of how the person(s) who control(s) your school would respond.

### RESPONSES

- 1 Definitely participate indicates that you feel certain that your school would participate even though this control was imposed.
- 2 Probably participate indicates that you feel that your school would probably participate even though this control was imposed.
- 3 Uncertain indicates that you are not sure if your school would participate if this control was imposed.
- 4 Probably not participate indicates that you feel that your school would probably not participate if this control was imposed.
- 5 Definitely not participate indicates that you definitely feel that your school would not participate if this control was imposed.

## SURVEY

A. Please check the appropriate box below. My school is a:

☐

a. Catholic school.

☐

b. Protestant or other religious sponsored school.

Denomination \_\_\_\_\_.

☐

c. Non-religious sponsored school.

B. School size (Grades 10-12)

☐

a. 0 - 500 students

☐

b. 501 - 1000 students

☐

c. 1001 - 1500 students

☐

d. Over 1500 students

C. Student Body make-up (check one)

☐

a. All boys

☐

b. All girls

☐

c. Coed

D. Is it probable that your school would participate in a voucher plan where all students are given a cash voucher to spend at the school of their choice?

Yes

☐

No

☐

If YES, please indicate below which of the controls your school would be willing to accept and still participates

If NO, please complete the questionnaire in order to indicate the reasons (controls) below that your school would not participate.

CIRCLE ONE RESPONSE FOR EACH ITEM BELOW

Please indicate below the controls which would prevent your school from participating if each were a condition for receiving state funds:

1. Religious instruction would be prohibited.

1

2

3

4

5

2. The ethnic background of the school population would reflect that of the general population.

1

2

3

4

5

3. Admission could not be limited to those with certain religious beliefs.

1

2

3

4

5

4. Admission of students by minimum test scores would be prohibited.

1

2

3

4

5

DEFINITELY  
PARTICIPATE

PROBABLY  
PARTICIPATE

UNCERTAIN

PROBABLY NOT  
PARTICIPATE

DEFINITELY NOT  
PARTICIPATE

- |   |   |   |   |   |   |
|---|---|---|---|---|---|
| 5. Special education applicants must be admitted and programs provided.                     | 1 | 2 | 3 | 4 | 5 |
| 6. Limited and non-English speaking applicants must be admitted and programs provided.      | 1 | 2 | 3 | 4 | 5 |
| 7. Students may be dismissed only under Education Code expulsion policies.                  | 1 | 2 | 3 | 4 | 5 |
| 8. Dismissed students must be refunded their unused tuition funds.                          | 1 | 2 | 3 | 4 | 5 |
| 9. Tuition fees may not be charged in excess of the voucher amount set by the state.        | 1 | 2 | 3 | 4 | 5 |
| 10. Graduation requirements must equal or exceed existing Education Code standards.         | 1 | 2 | 3 | 4 | 5 |
| 11. Teachers must be credentialed according to existing Education Code standards.           | 1 | 2 | 3 | 4 | 5 |
| 12. Public schools' collective bargaining laws must be followed.                            | 1 | 2 | 3 | 4 | 5 |
| 13. Minimum daily class time must meet existing Education Code requirements.                | 1 | 2 | 3 | 4 | 5 |
| 14. Maximum class sizes shall not exceed totals designated by the state.                    | 1 | 2 | 3 | 4 | 5 |
| 15. Curriculum offerings must meet state requirements.                                      | 1 | 2 | 3 | 4 | 5 |
| 16. Disciplining of students must be within the Education Code requirements for suspension. | 1 | 2 | 3 | 4 | 5 |
| 17. The school would be required to contribute to a retirement plan for teachers.           | 1 | 2 | 3 | 4 | 5 |
| 18. School facilities must meet specific state regulations.                                 | 1 | 2 | 3 | 4 | 5 |
| 19. The school must follow the Affirmative Action regulations of the state.                 | 1 | 2 | 3 | 4 | 5 |

Please list any other controls that would cause your school to choose NOT to participate in a voucher plan. \_\_\_\_\_

Please RETURN to: Ray Crawford, 1356 Amherst Way, Woodland, CA 95695

Do you feel you were able to respond to the survey as the person or group in control of your school (Board, owner, church, etc.) would have responded?

YES ☐

NO ☐

If you would like a copy of the survey results, please list your name and address below.

APPENDIX C  
FOLLOW-UP LETTER TO NON-RESPONDENTS

June 14, 1983

To: Principals of California Private High Schools

I recently mailed a survey on Vouchers to private school principals. Although I have received a large number of them back, there seems to have been some confusion as to the purpose of the questionnaire.

I am a high school principal who is working on my dissertation to complete my doctoral degree at the University of the Pacific. My research is aimed solely at whether or not private schools are interested in participating in any voucher program that might be proposed in the near future. Whether you are or not, I am interested in the most common factors that influence your decision.

I am not interested in the pro's and con's of a voucher plan. I feel that if we do approve a voucher plan, we should have the private schools participating or else the people who voted it in will not be getting what they expected. Many people do feel that private schools will not accept certain restrictions that the government or courts might want to impose upon participants. I have tried to list the most commonly mentioned potential restrictions that someone might consider imposing upon participants. I'd like you to indicate which ones you feel your school could not accept. I'll compile it, give you a copy if you're interested and then complete my paper on this topic. I AM NOT EVALUATING THE VOUCHER PLAN!

Would you please help me by completing this short questionnaire and returning it in the enclosed, stamped envelope? I have communicated with Mr. Bruce Keuning, Chairman of CAPSO (California Association of Private School Organizations) and he has completed the survey for me. Thank you very much for your help.

Sincerely,

*Ray Crawford, Jr.*

Ray Crawford, Jr.  
Principal  
Woodland High School  
Woodland, California

APPENDIX D  
LETTER TO SELECTED PRINCIPALS FOR  
FIELD TEST OF QUESTIONNAIRE

Dear Friend:

I am conducting a survey about private school participation in a voucher plan as part of my dissertation.

I need a few principals to help me field test my survey. Would you be willing to complete this and make any suggestions right on the survey about any parts that are difficult to understand, etc.? I would appreciate any suggestions you might have before I submit this to a larger population of private schools.

I hope you are able to help me. If it appears to be satisfactory to you, just complete the survey and return it in the stamped return envelope.

Thank you for your time and help.

Sincerely

*Ray Crawford, Jr.*