



Conference for
Federal Studies

Fall 1978
Volume 8, Number 4

TABLE OF CONTENTS

Center to Host a Dialogue on Political Culture.....1
New Publication.....2
Announcement of Graduate Research Assistantships.....2
Agenda of February Workshop on the Covenant as a Political
Concept.....3
Conference Announcement.....5
Educational Policymaking 1977-78: A Snapshot From the
States.....6

* * * * *

CENTER TO HOST A DIALOGUE ON POLITICAL CULTURE

On February 7, 1979, the Center for the Study of Federalism will host the fourth in its series of Dialogues commemorating the tenth anniversary of the founding of the Center. The theme of the Dialogue will be Political Culture, one of a group of topics that have been at the core of the Center's work and activities during the past decade. Earlier Dialogues focused on Comparative Federalism (November 1977), Federal Theory (November 1977), and the Practice of American Federalism (February 1978).

Like the earlier Dialogues, the upcoming session will bring together several scholars for the purposes of assessing the progress that scholarship on Political Culture has made in the last ten years and building the basis of a research agenda for the future. Among the individuals participating in this gathering will be Ira Sharkansky, University of Wisconsin and the Hebrew University; Frederick Wirt, University of Illinois; Alan Monroe, State University of Illinois at Normal, Robert Savage, University of Arkansas; and R. Michael Stevens, University of Texas at San Antonio. Daniel Elazar will chair the Dialogue and make the initial presentation.

The Center hopes that the session will produce a record that is as equally clear and significant as those of the earlier Dialogues which are currently in the process of becoming important Center publications. Anyone interested in more details about the forthcoming Dialogue should contact Ms. Linda Reichl, Conference Coordinator at the Center (Telephone (215) 787-1480).

NEW PUBLICATION

The Center for the Study of Federalism announces the publication of a working paper by Alexandre Marc entitled, "Federalism Old and New."

Professor Marc is emeritus director of the Centre International de Formation Europeene in Nice, France and for many years has been a leader in the movement for European Federalism.

This new publication, adapted from the French by Vukan Kuic of the University of South Carolina, provides one of the clearest and most succinct English introductions to the concept of "integral federalism." "Integral federalism" is an idea that Professor Marc and his colleagues have been developing for several years and which has recently received increased attention, especially in Europe, as countries on that continent search for new forms of political association and cooperation. We believe that most people with an interest in federalism and its underlying principles will find Professor Marc's paper to be a very valuable contribution to the literature in this field.

"Federalism Old and New" is available to all Conference for Federal Studies members who request it. For non-members the cost is two dollars (\$2.00). Address all requests to the Publications Department, Center for the Study of Federalism.

ANNOUNCEMENT OF GRADUATE RESEARCH ASSISTANTSHIPS

Two graduate research assistantships will be available at the Center for the Study of Federalism during the 1979-80 academic year. The positions are open to qualified starting or advanced graduate students with an interest in pursuing one or more of the Center's several areas of research concentration. The Center provides an excellent environment for serious students to gain a wide

range of research experience under expert supervision while coming in contact with well-known scholars and practitioners through its ongoing seminar and conference programs. Applicants must meet the admission requirements of Temple University's Department of Political Science and be enrolled in one of the Department's M.A., M.P.A., or Ph.D. programs.

.....
: CFS NOTEBOOK is published by the ..:
: Center for the Study of Federalism, ..:
: Temple University, Gladfelter Hall, ..:
: Philadelphia, Pennsylvania 19122. ..:
.....
: Editor: Benjamin R. Schuster ..:
.....
: Production: Ellen S. Goldberg ..:
.....
: CFS NOTEBOOK is distributed on a ..:
: quarterly basis to members of the ..:
: Conference for Federal Studies. ..:
.....

Individuals interested in these positions should address their inquiries to Dr. Ellis Katz, Acting Director at the Center.

AGENDA OF FEBRUARY WORKSHOP ON THE COVENANT AS A POLITICAL CONCEPT

In the last issue of the NOTEBOOK (volume 8, number 3), it was reported that a Workshop on "The Covenant as a Political Concept" was scheduled for February of 1979. We can now pass along more details of that meeting for those persons interested in attending and/or keeping better informed of the progress of this project.

The Workshop will be held on Thursday, February 8, 1979, from 9:30 a.m. to 4:30 p.m. in Room 560 of Gladfelter Hall at Temple University, Philadelphia.

This seminar promises to offer important and substantive advancements on the work begun in previous meetings. Three excellent papers will be presented covering theoretical-conceptual aspects of the covenant idea as well as historical applications on the American scene. In addition, the last quarter of this meeting will be used to bring everyone up to date on Workshop developments and to discuss research ideas and proposals.

The agenda for the meeting is as follows:

- 9:30 am Convening of Seminar and Introductions
Dr. Daniel J. Elazar
Director: Center for the Study of Federalism, and
Workshop on Covenant as a Political Concept,
Temple University.
- 10:00 am Dr. John F. A. Taylor: "Path, Covenant, and Contract."
Department of Philosophy, Michigan State University.

Professor Taylor will discuss two kinds of questions typically raised in any serious reflection upon the social condition of human beings. The first kind may be described as Questions of Path, and the second as Questions of Covenant. Questions of Path and Questions of Covenant correspond to two distinct orders of obligation. Therefore, in the conduct of a science of political relations, it is indispensable to distinguish the two kinds of questions that will arise. A critical analysis, then, will be developed in terms drawn from Kant and Buber.

Every conception of justice in society is based upon an implicit distribution of rights which the members of the society regard as normative. Justice consists in producing this distribution and, having produced it, in conserving it. Let this distribution be called the normative equilibrium of the society. Then every statutory contract will be found to presuppose the covenant in which this equilibrium is affirmed. In a contract, rights are redistributed,

but the normative equilibrium is by consent of the parties preserved.

Dr. Daniel J. Elazar: Commentator.
Center for the Study of Federalism.

11:15 am Dr. Morton J. Frisch: "The Natural Law Tradition and Politics."
Department of Political Science, Northern Illinois University.

Professor Frisch will discuss the natural law tradition in an effort to further our understanding of the differences and similarities in the natural law and covenantal traditions of political thought. He will endeavor to distinguish between the classical and modern natural law teachings, explain how the modern democratic state was erected on the basis of natural law or natural right, and clarify the causes of the crisis of modern natural right which leads, then, to a consideration of the covenantal tradition.

Dr. Norbert Samuelson: Commentator.
Department of Religion, Temple University.

12:30 pm Break for Lunch

1:30 pm Dr. Rozann Rothman: "The Impact of Covenant and Contract Theories on Conceptions of the Constitution."
Department of Political Science, University of Illinois at Urbana-Champaign.

Professor Rothman will explore the interaction between theories of covenant and contract and their impact on conceptions of the Constitution. Being familiar with both theories, the Framers used one or the other depending on the needs of the moment. In the process of constitution-making the theories were sometimes blurred, but at other times, used in ways that illustrated their distinctive aspects. Madison's reliance on contract theory to provide the rationale for both the delegation of powers to the proposed government and the assertion that a residuary and inviolable sovereignty over other objects was left to the States contrasts sharply with the rhetoric elicited by recognition of the need for a fundamental law. Attempts to secure this status for the Constitution introduced elements of covenant theory into the process of constitution-making. The ability to move between levels of relationship is one source of the confusion about covenant and contract. Clarification of when and how covenant and contract theories were used in constitution-making is needed because the consequences of confusion continue to shape and influence constitutional theory.

Dr. Vincent Ostrom: Commentator.
Department of Political Science and Co-Director:
Workshop for Political Theory and Policy Analysis,
Indiana University.

2:45 pm Dr. Daniel J. Elazar: "Workshop Developments and
Research Directions."

Mr. John Kincaid: "Bibliographic Resources."

General discussion of research ideas and proposals
and suggestions for future papers and seminar top-
ics.

4:30 pm Close

Of course, all interested CFS members are cordially invited
to attend the Workshop. Our only request is that you notify John
Kincaid at the Center ((215)787-1480) so that he can plan properly.

* * * * *

CONFERENCE ANNOUNCEMENT

The Public Administration Program of the Department of Political
Science at the University of Houston announces a major confer-
ence, The Sun Belt Metropolis: Outlook for the 1980s, scheduled for
February 12, 1979 at the University's Continuing Education Center.

The Conference program is as follows:

8:00-9:00 Registration (Continuing Education Center,
Virgo Room)

MORNING SESSION: THE NATIONAL GOVERNMENT IN THE SUN BELT

9:00-12:30 Introductory Remarks
Barry Munitz, Chancellor, University of Houston.
Robert D. Thomas, Director, Master of Public
Administration Program, University of Houston.

"The Emerging Urban Partnership: Prospects for
Success."
Daniel J. Elazar, Director, Center for the Study
of Federalism, Temple University.

"Federal Aid for Healthy Cities."
Richard P. Nathan, Senior Fellow, Brookings
Institution.

"National Urban Policy: Outlook for Southern Cities."
Thad Beyle, Professor of Political Science,
University of North Carolina at Chapel Hill.

Patricia Dusenberry, Research Associate,
Southern Growth Policies Board.

"National Programs and Policies for Houston."
Louie Welch, President, Houston Chamber of Commerce.

Discussion

12:30-1:30 Lunch (Continuing Education Center, Leo Room)

AFTERNOON SESSION: STATE AND LOCAL ISSUES IN THE SUN BELT

1:30-4:30 "Urban Land and Growth Management."
John DeGrove, Director, Urban and Environmental
Center, Florida Atlantic University.

"The Texas Perspective on Urban Land and Growth
Management."
Robert Armstrong, Texas Land Commission.

Discussion

"The Tax Revolt in Healthy Cities."
Victor Jones, Professor of Political Science,
Institute of Governmental Studies,
University of California at Berkeley.

"The Tax Revolt in Houston."
Robert Collie, Houston City Attorney.

Discussion and Summary

Special rates for conference participants are available at
the University of Houston Hilton Hotel. For more details about
rates and the conference in general, call Dr. Robert D. Thomas,
Conference Director, or Ms. Mary H. Dipboye, Conference Coordina-
tor, at (713)749-7261. Mail inquiries should be sent to:
Dr. Robert D. Thomas, Director, Master of Public Administration
Program, 447 C & O Building, University of Houston, Houston,
Texas 77004.

* * * * *

EDUCATIONAL POLICYMAKING 1977-78:
A SNAPSHOT FROM THE STATES*

What are the important educational issues in the states?
What policy matters command the attention of state-level decision-
makers? Does each state have its own unique concerns or is there
a common set of issues facing them? How will the states deal with

*Reprinted from Monthly Memo, no. 47 (Washington, DC: Institute
for Educational Leadership, The George Washington University,
November 1978).

these issues? What does the future hold for state-level governance and policymaking in education?

Ellis Katz, TAP Pennsylvania Associate and the Acting Director of the Center for the Study of Federalism at Temple University, offers some answers to these questions in a forthcoming report commissioned by The Associates Program (TAP) of the Institute for Educational Leadership (IEL). Katz interviewed each of the 22 Associates who comprised the TAP network in the fall and winter of 1977, seeking to gain a comprehensive picture of the policy issues facing the states and an understanding of the processes used to address these issues.

What did Katz find out? He learned that the several states are indeed dealing with a variety of issues. He also found there are more commonalities than differences among them--in terms of both the issues that command attention and the persons who are important actors in the policy process.

While the major part of Katz's report is devoted to a discussion of his findings--the issues, the actors, and the processes--in the final section he speculates on what the future may bring.

First, with regard to educational issues, Katz believes that:

- .most states will adopt competency-based graduation requirements;
- .competency-based graduation requirements will encounter numerous legal difficulties;
- .the state's share of the cost of education will continue to increase, partly as a result of litigation in the state courts and partly as a result of growing inability of local property tax revenues to support educational costs, including perhaps the impact of Jarvis-Gann-type property tax limitations;
- .future school finance litigation will stress the concept of educational need rather than mere fiscal neutrality;
- .with the decline of state budget surpluses, increased state taxes will be necessary to bear the cost of school reform;
- .the "trade-off" for increased state taxation will be state-imposed limitations on local taxation;
- .collective bargaining will continue as an issue, but one without resolution. At the same time, the range of local options will narrow because of increased state involvement in educational decisions;

- 'the states may be unable to cope with the costs of education for the handicapped, leading to either a relaxation of federal standards or an increase in federal funding;
- 'numerous law suits will be filed challenging the adequacy of educational programs for the handicapped;
- 'the state's "managerial" role in postsecondary education will increase;
- 'the issues and problems of declining enrollments may outstrip the local districts' ability to cope with them, thus bringing about state action.

And with regard to governance and policy-making, Katz believes that:

- 'we will see continued decline of party discipline, making policymaking more difficult;
- 'you will see continued public support for the "idea" of education, but with considerable skepticism about existing institutions and personnel;
- 'overall, the state's role in educational governance will expand, thus increasing state/local tensions over educational matters;
- 'education will be seen more as a social service, thus bringing new actors into the making of educational policy;
- 'the gubernatorial role in education will emerge as a managerial one as education becomes merged with other human services;
- 'efforts to unite the traditional educational community will meet with only limited success because of the diversity in the system and increasing competition for scarce resources.

The reader may or may not agree with Katz's predictions--but they do offer an interesting set of speculations about the future. The full report is titled: Educational Policymaking 1977-78: A Snapshot From the States and is available to interested persons. Requests should be addressed to: Institute for Educational Leadership, Suite 310, 1001 Connecticut Avenue, N.W., Washington, DC 20036.