Part III

Frontier Shifts and Efficiency Evaluations

Chapter 8

Estimating production frontier shifts: An application of DEA to technology assessment

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Evaluating the separate impacts of factors which affect the productive efficiency of organizations is difficult. This is because the impact of a factor is often contingent on other organizational, managerial or environmental characteristics. Standard econometric methods are limited in their ability to discriminate between efficient and inefficient units, and often impose considerable structure in parametrically specified functional forms. We show how a nonparametric data envelopment approach can be employed to focus on the best that can be achieved, with and without the key characteristic of interest. We illustrate the approach with real data from the service sector requiring the evaluation of the impact of a new information technology. The analytical technique estimates the annual savings in materials cost for an average store using the information technology to be over \$4,000 (2.04% of materials cost), well in excess of the amortized annual cost for its installation. Establishing the separation in the production frontier in different regions, we show that the information technology had a substantially larger impact for the bigger stores. The savings were about 80% greater in the larger volume stores than in the smaller volume operations, an important consideration in setting the priorities for installation. The illustration underscores the flexibility of DEA in detecting different impacts of a new technology in different environments.

Keywords: Innovation impact, nonparametric estimation, efficiency analysis, data envelopment analysis, production frontier, cost-effectiveness.

1 Introduction

In many empirical applications, it is important to identify and evaluate the factors affecting the efficiency of individuals, teams or other operating units. Hypotheses regarding the sources and causes of inefficiency in organizations abound. They range from access to management, presence of a labor union, nature of decision-making

process, method of compensation, extent of job security, and of automation.¹⁾ Unfortunately, it is difficult in practice to resolve such conjectures based on empirical data. This is especially true when the impact of a factor varies substantially across different demographic, competitive or other contingent or specific environments. Another difficulty arises because different operating units often exhibit different levels of efficiency and do not reap the full potential of the distinguishing characteristic.

Econometric methods have been commonly employed for evaluating factors affecting efficiency. They are, however, limited in their ability to discriminate between inefficient and efficient units. This is because they either rely on prices or subjective weights to tradeoff the relative importance of various outputs, or utilize optimal cost share conditions to estimate the model's parameters; the latter approach assumes that all of the units are operating efficiently.²⁾ These methods also impose untested a priori structure in using parameter estimates, often yielding results that violate regularity conditions. 3)

The flexibility provided by a nonparametric method like Data Envelopment Analysis (DEA) is important because the effect of a factor on productivity is often linked to the environment of an operating unit. For instance, in a branch banking network, an automatic teller machine (ATM) may improve productivity in large operations but not in small ones. The impact of new management procedures on hospital efficiency may depend on the hospital's teaching mission, its size (in terms of the number of beds), or the severity of its case mix. Therefore, the analytical tools used to evaluate such hypotheses must be able to distinguish between possibly different impacts in different environments.

The DEA approach models multiple outputs and multiple inputs directly without requiring any aggregation of outputs, or use of price data. Further, the Farrell (1957) radial contraction method is invariant to the scale used to measure the various inputs and outputs.⁴⁾ It utilizes linear programs to estimate the maximum outputs that can be obtained from a given set of input resources, or alternatively, the minimum inputs needed to achieve a given level of outputs. This is in marked contrast to the multivariate regression approaches, which estimate the "average" amount of inputs required to produce given outputs. Furthermore, DEA can assess the (possibly different) impacts of a factor in different environments.

 $\frac{1}{1}$ Banker and Datar (1987), for instance, examine the impact of a new incentive plan in a unionized plant, Banker and Kemerer (1989) study scale effects on productivity of software development project teams, Banker et al. (1990) study gains in efficiency from installing information technology, Bowlin (1989) studies efficiency of air force accounting offices, and Sinha, in the next chapter of this volume, studies high-technology manufacturing.

²⁾ Alternative approaches, such as the one described by Banker et al. (1986) requires considerable additional structure.

³⁾ See Caves and Christensen (1980), Barnett and Lee (1985), and Banker and Maindiratta (1988).

⁴⁾ See Charnes and Cooper (1989) for a proof of the invarianee.

In this paper, we employ DEA methodology to estimate the separation between two frontiers; this separation is then used as a key input in a cost effectiveness assessment.⁵⁾ For this purpose, we consider the DEA model of Banker, Charnes and Cooper (1984) that focuses on technical efficiency so that a decision making unit (DMU) is not penalized or rewarded for its actual scale of operation (as the scale size affects its average productivity, but is not within the DMU's control, at least in the short term).

Figure 1 depicts the basic intuition underlying our approach. The observed input consumption (x) is plotted against the observed output level (y) for several DMUs. The dummy variable reflects the two level of treatment: $w = 0$ denoting the level that

Figure I. Separation of frontiers.

is believed to improve productivity, relative to the one presented by $w = 1.6$ We modify the DEA model to estimate the two frontiers (for $w = 1$ and $w = 0$). The flexibility of DEA allows us to identify where (if ever) the separation is large (for example, for the low output levels in figure 1).

 $⁵$ Other efforts involving a comparison of efficiency frontiers include Morey et al. (1992), Bowlin (1989),</sup> and Sinha in the next chapter of this volume.

 6) The reason for this choice becomes clear in constraint (2.2) of section 2; the basic motivation is that for an outlet without a new technology, its peer members can only come from other units that operate without the technology present. For units with the technology present, there is no restriction on the choice of peer members.

We illustrate our approach for evaluating such hypotheses with actual data obtained from Hardee's, a fast food chain based in Rocky Mount, North Carolina. This same data set was used in Banker et al. (1990), but the focus of that paper was on the results of *various formal statistical hypothesis tests,* where the store's dependence on breakfast sales was varied. The focus of this paper is very different. It discusses the estimation of the *degree of observed shifts in the production frontier* as the new technology is introduced. The extent of this shift or separation in the production frontier, due to the introduction of the new technology, will be shown to depend on the size (i.e., total of breakfast and other sales) of the store. More information on Hardee's, particularly from a site location decision perspective, can be found in Banker and Morey (1993).

The model described in this paper evaluates the impact of a new information technology (installed in a sample of outlets) on reducing the cost of materials (food and paper); such costs typically constitute about 35% of the sales. The equipment, known as Positran, is a computerized device attached to a cash register which utilizes CRT displays to aid the clerk in recording the order correctly and transmitting that order to the production side of the operation. This device is expected to reduce the possibility of an incorrect order, typically discarded, which contributes to materials "shrinkage".

The available data set consists of 89 company-owned restaurants, of which 48 had the technology in place,^{7} and 41 did not. Data on the quantities of the two outputs (dollar levels of breakfast sales, and other sales), the total cost of materials, and the presence or absence of the new technology, were collected for each outlet, for the same quarter of the same year. It is important to maintain the distinction between the two types of sales inasmuch as key variables such as profit margins, staffing requirements, and cost of materials are quite different for breakfast and other sales.

Summary statistics for the 89 restaurants are described in table 1. Total quarterly sales ranged between \$74,200 and \$291,900, with mean sales of \$145,356. Of the 89 stores, 25% had sales below \$112,800, and 25% had sales exceeding \$174,900.

Table 1

Summary statistics for the 89 retail outlets. (All amounts are in thousands of dollars and are for one quarter.)

 $⁷$ Only the 48 restaurants that had the Positran in place for at least one month before the quarter being</sup> studied were included in the sample in order to eliminate possible distortions due to degraded performance in the break-in period.

The remainder of this paper is structured as follows. Section 2 describes the problem at hand and our basic model. Section 3 reports the estimation results for the separation of frontiers for all stores and evaluates the cost-effectiveness of the Positran. Concluding remarks are presented in section 4.

2 The basic model

We consider observed cross-sectional data on two different outputs, breakfast sales (y_{1i}) and other sales (y_{2i}) , the total input cost of materials (x_i) , and the presence $(w_i = 0)$ or the absence $(w_i = 1)$ of Positran for each of the $j = 1, \ldots, 89$ restaurants (see table 2 for raw data). Our choice in setting the value of the categorical variable w_i to be zero when the new technology is present at the jth outet will become clear in the linear programming formulation to follow. The input cost of materials is modeled as a function of the two outputs and the technology variable, and we write

$$
x_j = f(y_{1j}, y_{2j}, w_j) + \varepsilon_j,
$$
 (1)

where ε_i is the *deviation* from the functional value for observation *j*. Our objective is to determine if $x^*(w = 0) \equiv f(y_1, y_2, w = 0)$ is strictly less than $x^*(w = 1)$ $f(y_1, y_2, w = 1)$. That is, we are comparing the *best* that can be accomplished without the technology to the *best* that can be accomplished with the technology. This type of analysis is especially valuable if the implementation or training associated with the installation of the new technology was somehaw flawed in some situations. It is similar in spirit to the paper by Charnes et al. (1981), who assess the impact of the educational Program Follow Through (PFT), where some of the PFT executions were believed inefficient.

In the usual econometric methods, considerable additional structure is imposed on the relation in (1). Two important parametric assumptions are usually made. First, the function $f(\cdot)$ is specified using a parametric form. Furthermore, a specific parametric form is assumed for the probability distribution of ε in order to test the hypotheses of interest. Specifying a parametric form for the function $f(\cdot)$ requires that the same value for each parameter (especially those related to the impacts of the *wj* variable) be estimated across *all* observations, unless variations in impacts across observations are known and modeled as such. But, in this setting, it is possible that Positran results in considerable benefits for some types of DMUs, but none for others. Such insights would be particularly valuable from a managerial viewpoint, especially in determining priorities in implementing the new information technology; hence, this possibility is explored via flexible methods in the next section.

Considerable attention has been paid in recent years to the econometrics literature, particularly that related to production economics, about the restrictiveness of the parametric specification of the production function. See, for instance, Hildenbrand (1981), Varian (1984), and Banker and Maindiratta (1988). Implicit in a parametric

Table 2

	Quarterly	Quarterly	Actual	Presence of
Store	breakfast	other	cost of	Positran
no.	sales	sales	sales	(yes/no)
1	40.879	114.229	55.012	Y
$\overline{\mathbf{c}}$	26.375	74.834	36.061	N
3	32.698	153.780	68.158	N
4	111.459	57.400	57.400	Y
5	35.500	173.784	77.488	N
6	52.672	108.448	56.710	N
7	33.034	85.111	42.776	N
8	42.402	177.471	74.347	Y
9	50.002	66.303	44.564	N
10	29.746	83.038	43.215	N
11	42.123	132.799	61.042	N
12	54.245	149.541	70.261	Y
13	32.327	74.681	40.477	Y
14	39.601	137.539	59.068	Y
15	44.648	247.207	99.091	N
16	42.704	128.989	59.210	N
17	36.791	108.169	48.107	N
18	44.701	124.006	62.729	Y
19	40.361	104.301	42.704	Y
20	41.948	80.564	43.191	N
21	40.957	175.371	73.507	Y
22	36.295	93.826	47.073	N
23	29.025	45.989	25.672	N
24	27.592	76.046	37.744	N
25	25.692	101.165	41.633	Y
26	28.814	74.222	38.140	N
27	35.585	97.039	49.076	N
28	44.287	141.882	62.958	N
29	25.060	83.220	40.563	N
30	38.375	98.028	48.745	Y
31	41.799	111.336	54.098	N
32	40.977	75.968	39.650	N
33	25.974	105.448	45.546	N
34	26.943	90.568	44.452	Y
35	26.179	68.609	37.378	N
36	49.953	154.970	69.526	Y
37	38.789	66.301	37.322	Y
38	38.173	148.637	62.031	Y
39	41.322	102.247	52.617	N
40	35.195	83.948	40.745	N
41	26.470	63.822	32.534	N
42	26.454	133.664	67.782	Y
43	32.026	98.565	47.038	Y
44	34.817	61.282	34.040	N

Raw data. (All amounts are in thousands of dollars).

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... continues

Table 2 (continued)

specification of the production frontier are maintained assumptions about its form, which can be tested only within the framework of a larger inclusive model. Any test of hypothesis, therefore, must be regarded as a joint test of the hypothesis of interest and implicit restriction on the form of the production function. In fact, in many instances the estimates of commonly employed parametric forms violate such regularity properties as monotonicity and convexity (or concavity), see Caves and Christensen (1980), and Barnett and Lee (1985).

An alternative approach, known as Data Envelopment Analysis (DEA) has been developed in the management science/operations research tradition. It imposes minimal and justifiable restrictions on the production function, and estimates it via a linear programming model. It is also flexible, and can be modified easily to suit specific settings such as exogenously fixed inputs (Banker and Morey (1986a)). Following the axiomatic framework of Banker (1993) and Banker, Charnes and Cooper (1984) (BCC), the production correspondence $f(\cdot)$ in (1) is specified to be monotone increasing and convex, and $\varepsilon_i \geq 0$ are distributed independently (but not necessarily identically) of each other and of (y_{1i}, y_{2i}) .

DEA estimates the functional value $x_{j_0} = f(y_{1j_0}, y_{2j_0}, w_{j_0})$ for a DMU j_0 (j_0 is varied one at a time from 1 to 89) via the following linear program with two outputs, one controllable input, and one environmental variable: 8)

$$
x_{j_0}^* = \min x \tag{2.0}
$$

subject to
$$
\sum_{j=1}^{89} y_{rj} \lambda_j \ge y_{rj_0} \qquad r = 1, 2,
$$
 (2.1)

$$
\sum_{j=1}^{89} w_j \lambda_j \ge w_{j_0},\tag{2.2}
$$

$$
\sum_{j=1}^{89} x_j \lambda_j \le x,\tag{2.3}
$$

$$
\sum_{j=1}^{89} \lambda_j = 1, \tag{2.4}
$$

$$
x, \lambda_j \ge 0 \qquad (j = 1, 2, \dots, 89). \tag{2.5}
$$

If it is assumed in addition that the e_i are distributed in accordance with a probability density function that is non-increasing, then Banker (1993) has shown that the above method yields maximum likelihood estimates of the residual deviations $\varepsilon_j = x_j - x_j^*$.

⁸⁾ We remark that the LP formulation in (2.0)-(2.5) is a variation of the BCC model because it excludes any use of the non-Archimedean variable found in the standard DEA models. This is consistent with our focus on the minimum cost needed under two different scenarios involving whether the technology of interest is present or not.

The constraint in (2.2) embodies the assumption that the existence of a Positran will not lead to increased consumption of materials, and in fact may lead to a decrease. This constraint (2.2) permits all DMUs as referents when the Positran is present $(w_{j_0} = 0)$, but only DMUs *j* without Positran (i.e., for which $w_j = 1$) when the DMU j_0 under consideration is in the more difficult environment $(w_{j_0} = 1)^{9}$ (see Banker and Morey (1986b)).

Since our objective is to assess whether or not proper installation and use of the Positran had an impact on reducing materials consumption, we need to compare the production frontier when the Positran technology is absent and with the frontier when it is present. In other words, we want to compare the DEA frontier estimates $x_{i}^{*}(w = 1)$ $\equiv f(y_{1j_0}, y_{2j_0}, w = 1)$ with $x_{j_0}^*(w = 0) \equiv f(y_{1j_0}, y_{2j_0}, w = 0)$ to determine if the frontier shifts down when Positran technology is present. We can accomplish this by solving the optimization problem in (2) for each observation $j_0 = 1, \ldots, 89$, first with the righthand side of the constraint (2.2) set equal to one, and then with it set equal to zero, to yield the two values $x_{j_0}^*(w = 1)$ and $x_{j_0}^*(w = 0)$, respectively. We observe, of course, that it is possible that $x_{j_0}^*(w_{j_0} = 0) < x_{j_0}^*(w_{j_0} = 0)$ for some values of (y_{1j_0}, y_{2j_0}) but not for all.

Before discussing the results for all 89 DMUs in the next section, in table 3 we describe the results for two DMUs: DMU 22 and DMU 34, the first without the Positran, and the other with the Positran. DMU 22 had breakfast sales of \$36,295, other sales of \$93,826, and actual materials cost of \$47,073. Since it did not have the Positran, its reference group (from constraint (2.2)) was forced to be composed of only DMUs without the Positran, and actually included outlets 17, 23, and 69.

The efficient cost without Positran is estimated to be $x_{22}^*(w = 1)$ or \$43,295, compared to actual cost of \$47,073. When the Positran is present, the efficient consumption of materials is estimated to be $x_{22}^* (w = 0) = $42,719$, a further reduction of \$576 from the efficient consumption in the absence of the Positran. Also, its reference group, when the Positran is available, actually consisted of stores both with and without the Positran.

To complete table 3, next consider the case fro DMU 34, one that did indeed have the Positran present. The efficient materials cost $x_{34}^* (w = 0)$ is \$38,760 versus $x_{34}^*(w = 1) = $40,211$, when the Positran is assumed to be absent, for a frontier separation of \$1,451.

3 Discussion of estimation results

The data envelopment analysis models described in section 2 provide two sets of frontier values $x_{i_0}^*(w = 0)$ and $x_{i_0}^*(w = 1)$ for each observed vector (y_{1i_0}, y_{2i_0}) which

 9) If it is not known a priori which category has an advantage, then we may want the selection of referent DMUs to be restricted to only those having the same distinguishing characteristic. This is accomplished easily by changing the constraint (2.2) to $\sum_{j=1}^{89} (w_j - w_j) \lambda_j = 0$, or equivalently $\sum_{j=1}^{89} w_j \lambda_j = w_j$.

Data and results for two stores.

correspond to the frontier with and without Positran, respectively. The linear programs for estimating the frontier were infeasible for 16 of the 89 units, all with Positran actually present, if the Positran was assumed *not* to be available.¹⁰⁾ Hence, although we can estimate what the efficient cost is when the Positran is present, it is impossible to estimate what the cost would have been if there had been no Positran for these 16 stores. $^{11)}$

¹⁰⁾Infeasibility occurs in the above cases because it is not possible to envelope (from above) the observed outputs for a DMU which actually had a Positran with a *convex* combination of observed outputs of only 41 of the 89 units (i.e., λ_i 's in the linear program (2.0)-(2.5) were allowed to be strictly positive for only 41 of the 89 DMUs) that were *without* the Positran.

¹¹⁾The sixteen stores, all with Positran, for which reference group members could not be found (when limited to only stores *without* a Positran) were characterized as very large stores with a mean of \$204.81 thousand, compared with an overall mean of \$145.5 thousand.

As a consequence, the results described in table 4 are *averaged across the remaining 73 feasible separations.* They indicate that the separation $(\Delta_{j_0} = x_{j_0}^*(w = 1))$ $-x_h^*(w = 0)$) between the two frontiers is \$1,046, which is about 2.04% of the actual average materials cost. For 5 of the 73 feasible cases, the frontier values were the same for $w = 1$ and $w = 0$. The average separation between the frontiers for the remaining 68 observations was \$1,123, which is 2.19% of the actual average materials cost.

The separation between the two frontiers is not uniform across all outlets with different sales volumes (see table 4). For example, the mean of the frontier separation for the 44 stores with the lowest total sales is \$815, compared to the mean separation of \$1.046 overall. Also, the average of the percent separation (i.e., the separation between the two frontiers divided by the frontier level without the Positran present) is 2.05% for the smaller stores versus 2.54% for the larger stores. Because the larger stores tend to have more confusion to manage, with more demanding matching of orders and production delivery, the installation of Positran results in greater gains in the larger outlets.

This insight is confirmed by regressing the frontier separation (D_j) against total sales $(y_{1j} + y_{2j})$ for the 73 observations: $D_j = -1.467 + 0.019(y_{1j} + y_{2j})$; $R^2 = 0.333$. The standard error of the coefficient related to total sales (namely, 0.019) is 0.003, indicating that the coefficient is statistically significant at the 1% level. (We caution the reader that this inferential interpretation may not be appropriate if the distributional assumptions of the regression are not valid.) Thus, each increase of \$1,000 in total quarterly sales is associated with a \$19 increase in the separation between the frontiers. Notice that the flexibility of DEA models has enabled us to identify a specific characteristic of DMUs (namely its total sales) which experienced greater gains from the installation of the Positran technology than other DMUs.

Next, to enable us to assess the cost-effectiveness of a Positran deployment, consider the following simplified cost-benefit analysis of the Positran unit. Its cost (in 1986) was about \$2,500 per installation, over and above the cost of standard cash registers. The useful life of the Positran (for depreciation purposes) was 7 years, and Hardee's internal opportunity cost of capital was 15% per annum at that time. Hence, the amortized annual cost of a Positran installation was about \$732, comprising a straight line annual depreciation of \$357 (\$2500/7), plus the annual opportunity cost of capital of \$375 (0.15 \times \$2500). Thus, in order for the equipment to be costeffective, the annual savings in the cost of materials would need to be at least \$732 annually, or \$183 per quarter. Because the average quarterly materials cost averaged \$51,161 (ranging between \$25,652 and \$77,488), the break-even percent savings for the average store is about 0.36% (i.e., \$183/\$51.161).

Recall that average quarterly savings (i.e., the difference between the two frontiers) is \$1,046 (or 2.04% of the average quarterly materials cost), which is about 5.7 times the break-even threshold for the average store. Therefore, it appears from this "backof-the-envelope" analysis that the Positran is very cost-effective. Alternatively, we observe that the payback period for the \$2500 investment is only about 2.4 quarters.

Table 4

Estimated technically efficient frontier values with and without Positran for each store, and the estimated separation. (All dollar amounts are in thousands.)

... continues

43.526

42.317

infeasible

43.439

45.51

41.079

68.285

41.881

1.016

1.238

NA

1.558

44.006

43.184

68.285

44.592

Table 4 (continued)

 $\overline{}$

86

87

88

89

yes

yes

yes

yes

129.54

124.959

207.791

127.600

Table 5

Differences in frontier separation for large and small volume stores.

It was feasible to estimate separation for only 29 of the 44 high volume stores. The standard deviation of the separation between the two frontiers was \$1,301 for the high volume stores and \$541 for the low volume stores.

The standard deviation of the percentage separation between the two frontiers was 1.40% for the high volume stores and 1.26% for the low volume stores.

We have also observed that the mean of the frontier separation for the 44 low volume stores is \$815, still well in excess of the \$183 break-even point. At the same time, the mean of the frontier separation for the 44 high volume stores is \$1,482, nearly 82% more than that for the smaller stores. Hence, while ultimately the Positran should be installed in all stores, the highest priority is for the larger stores.

4 Concluding remarks

Based on the results of some pilot installations of Positran, Hardee's was interested in determining the extent of the impact of the Positran technology in reducing the cost of materials. Since the Positran device costs about \$2,500 more than a standard cash register, and Hardee's operated about 2,600 stores at the time of the study, at risk was a possible \$6.5 million investment in information technology. Of particular interest was the setting of managerial priorities, since Hardee's was interested in identifying whether the benefits of Positran were linked to particular characteristics of the stores. The conclusion of our analysis, namely that the savings were much more pronounced for larger stores, was particularly useful to the management in planning the investment and installation of Positran in the approximately 700 stores owned by Hardee's and in advising its franchisees.

There are some caveats associated with the DEA method described here to assess the impact of a specific factor. Important among them is its sensitivity to outliers and measurement errors. More recent work, such as Banker (1989), Banker and Maindiratta (1992), Retzlaff-Roberts and Morey (1993) have provided useful extensions to address situations where the deviations ε_i result from both inefficiencies and random factors, which parallels similar work in econometrics (see Aigner et al. (1977)). These methods are not discussed here, but the basic ideas extend directly.

This and other caveats notwithstanding, the separation-in-frontiers approach provides a fresh approach for assessing impacts, especially when improper use or management of resources may result in inefficiencies, and when then impact of the factor of interest may depend on the environment or other characteristics of the DMUs.

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