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COOPERATION TO COLLABORATION: A SURVEY OF SELECTED
MUNICIPAL RECREATION AND COMMUNITY EDUCATION JOINT
EFFORTS THROUGHOUT THE UNITED STATES

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THE UNIVERSITY OF OKLAHOMA

GRADUATE COLLEGE

COOPERATION TO COLLABORATION: A SURVEY OF SELECTED

MUNICIPAL RECREATION AND COMMUNITY EDUCATION

JOINT EFFORTS THROUGHOUT THE UNITED STATES

A DISSERTATION

SUBMITTED TO THE GRADUATE FACULTY

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BY

WAYNE ALAN RAGSDALE

Norman, Oklahoma

1981

COOPERATION TO COLLABORATION: A SURVEY OF SELECTED MUNICIPAL RECREATION AND COMMUNITY EDUCATION JOINT EFFORTS THROUGHOUT THE UNITED STATES

APPROVED BY

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DISSERTATION COMMITTEE

DEDICATION

I wish to dedicate this dissertation to V. Kent and Betty Ragsdale, this researcher's parents. Their sacrifice and support allowed for the pursuit of an education that would have otherwise not been possible. Years of patience, love, and limitless understanding inspired this researcher to excell far beyond earlier dreams. With this dedication, I express my love, respect, and appreciation. May God's love and blessings fill your lives.

Additional dedication is extended to this researcher's grandparents, Virgil K. and Mildred Ragsdale, whose belief in the opportunities offered from an education spurred this researcher to continue reaching and striving for the utmost point of achievement. For their love and support, I am extremely grateful.

ACKNOWLEDGEMENTS

ABSTRACT

The purpose of this study was to take identified programs of community education and recreation, determine the extent of their cooperative partnership, whether cooperation, coordination, or collaboration, and identify elements common to these specific three groups.

The instrument chosen for the study was a mailed questionnaire consisting of forty-two response items. Of the one hundred sixty-three community education/recreation programs surveyed, ninety-four community education directors and forty recreation directors responded which produced an 82.2 percent return rate. Since questionnaires were mailed to both community education and recreation directors, it was necessary to duplicate questions in addressing the proper administrator. In order to shorten the length of the survey, two questionnaires, identical in all respects except the director's administrative title, were produced (Survey-A Community Education and Survey-B Recreation).

In analyzing the data, three basic research objectives were present.

1. Surveys were analyzed by computer tabulation of the frequency and percentage of response items to determine similarities and differences of elements. Prior to statistical analysis, questionnaires were separated into one of the three categories of cooperation, coordination, and collaboration using criteria established by noted authorities in the field of interagency partnerships.

2. A comparison of Survey-A and Survey-B was made to determine if community education and recreation director program components were the same as those identified in computer tabulation of surveys from the total sample.

3. Nine hypotheses were tested using Chi Square tests to determine strength and probability of relationships between the independent and dependent variables.

Analysis of data for the first stage indicated a significant relationship for nineteen elements which are listed according to the following program areas: (1) Structure of the interagency partnership as it relates to director meetings, problem solving, joint planning, employees, and interagency guidelines; (2) Director Interaction as illustrated through communication and professional contact; (3) Cooperative Agreements, either written or verbal, in the areas of facility usage, program development, employees, funding, budgeting, purchasing, and janitor services and maintenance; (4) Interdependence of Organizations as indicated by both organizations in a need for combined resources for the successful delivery of services and the continuance and expansion of programs; (5) Evaluation of the efficient use of funds and the continuous reassessment of community needs and goals; and (6) Community Involvement in the form of advisory councils and in support of cooperative partnerships.

The second stage of data analysis was a comparison of Survey-A and Survey-B responses to determine whether elements identified in stage one were in agreement with directors of both agencies. Differences in responses for community education and recreation directors were found on four items. Recreation directors indicated a higher percentage of their programs having specific guidelines showing steps to be followed in joint planning. Community education directors reported differences in responses on the efficient use of public and private funds, existence of a district wide advisory council, and the

continuous reassessment of community needs and goals. The comparison of Survey-A and Survey-B did not reveal any additional elements of significance other than what was reported in stage one.

In the third stage of data analysis, hypotheses one through nine were tested using Chi Square tests. Seven of the study's hypotheses were found to be significant at the .05 level. There was a significant positive relationship between the following variables: (1) coordination and collaboration and formal written agreements for the joint use of facilities; (2) collaboration and employee training sessions in cooperative partnerships, (3) collaboration and the joint building of multi-service resource centers, (4) collaboration and joint budgeting, (5) collaboration and the joint hiring of employees, and (6) coordination and collaboration and the ability of an agency to secure support for the continuance or expansion of programs. There was a significant negative relationship between cooperation and formal structure of community schools and recreation cooperative partnerships.

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CHAPTER I

THE PROBLEM

Introduction

At a time when our nation is confronted with spiraling inflation and an unstable economic forecast, administrators and professionals alike must combat economic cutbacks and pressures to evaluate programs and projects strictly according to cost/benefit ratios. City officials are calling for more efficient and economic delivery of public services. Politicians are concerned with public coercion to cut spending, decrease taxes, and justify governmental expenditures.

While economic adjustments are initiated by public and private agencies, an acceptable level of quality must be carefully maintained in the delivery of services. As inflation increases, the cost of sustaining the existing level and quality of community services also increases. Administrators and executives are, therefore, continually searching for an effective means to comply with decreased budgets without terminating either programs or employees.

In the area of local educational systems, the community school concept utilized by community educators and park and recreation professionals has provided a viable solution to this economic dilemma. The community school concept was put into practice in 1953 at Flint, Michigan, when Frank Manley approached Charles S. Mott about opening five public schools for the purpose of providing after hours recreation to the children of the community. Since that time, the concept has gained widespread acceptance across the United States. At the present time, all fifty states are engaged in some type of community education programming.

While on the upward climb to nationwide acceptance, the community school was met with opposition from already existing community service organizations. Conflicts began to develop between school based community education and existing formalized recreation programs. Skeptical of the intentions and ramifications of such a community education program, established community organizations opposed any change that might eventually jeopardize their position.

The continuing process of community education depends, therefore, upon the successful interaction of many variables to achieve the desired outcome of satisfying and serving the needs of the entire community. The developmental process of community education involves the identification of community needs and/or problems, the organization of all available human, physical, and financial resources, and the development of an interworking network of these resources to serve community needs. Without the cooperation and coordination of agencies and their resources, an ineffective delivery system, resulting in unnecessary competition and duplication, will occur. Faced with the problem of inflation, demands for economic cutbacks, and a more efficient delivery system of public

services, agencies cannot afford the unnecessary duplication of programs, equipment, and facilities.

Developing interagency cooperation and collaboration is, thus, a common problem in community planning for many cities in the United States. Superficially, the solution appears to be a simple one. But when involving the complexities of managers and employees of both organizations, many other problems may arise to further confuse the situation:

> Arguments over lack of funds, liability, maintenance supervision, and sponsorship continually hamper the cooperative efforts, but the major obstacle is usually the lack of cooperation between top administrative officials and board members.[1]

National recognition of the need to promote agency relationships appeared in February 1974, with the establishment of the National Joint Continuing Steering Committee on Community Education, comprised of the Adult Education Association/USA, the American Association for Leisure and Recreation, the American Association of Community and Junior Colleges, the National Association for Public Continuing and Adult Education, the National Community Education Association, and the National Recreation and Park Association. The organizational membership jointly shares a variety of common goals and objectives in conjunction with its efforts to serve effectively the needs of the total community. The NJCSC identifies its position as follows:

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[1] Kinney, Dan. "School/Park and Recreation Agency Cooperation," *Explorer*, Publication of Missouri Parks and Recreation Association (1976): 10.

> One overall common goal shared by these six organizations is to mobilize available community resources to provide services that offer opportunities for education, recreation and social services to citizens of all ages, in order to cultivate and enhance the human and environmental potential of our society.
>
> We recognize the urgency of jointly developing, improving and expanding effective interagency cooperation and working relationships if common goals are to be attained, and it is further recognized that if the total community is to be served in the most efficient manner, these interagency efforts must be successful.
>
> We jointly recommend that all communities and states engaged in community education establish a strong formal system of interagency communication, coordination, and cooperation between and among education, recreation and park, and other community service systems. This would provide for the joint planning, development and operation of programs, facilities and services and would aid in preventing duplication.[1]

Creating cooperation between agencies is one of the basic developmental processes of the community education concept. But initiating and sustaining cooperation, which desirably develops into collaboration, is a complex process; and consequently, not all interagency programs result in success or achieve their desired potential.

Interagency cooperation, coordination, and collaboration are terms used many times interchangeably. Yet community educators, such as Cook, Cookingham, Eyster, and Lauffer, advocate a distinction between these terms using collaboration to imply more comprehensive long-term planning than either coordination or cooperation. Further explanation delineates these terms by placing each one on a scale or continuum indicating different levels of agency relationships. Cooperation is considered the beginning point on the continuum followed by coordination and then collaboration as the final phase of the total process.

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[1]Blumenthal, Kent J. The Ultimate - To Serve II, (Arlington, VA: The National Recreation and Park Association, 1980), p. 1.

The methods used for achieving interagency cooperation, and ultimately collaboration, vary with each community and each community education coordinator. The successful endeavors and the unsuccessful attempts in establishing interagency partnerships have similar elements but organization, implementation, and utilization of different combinations of these elements determine the outcome of each community education program.

Need for Study

Inflation, static or decreased budgets, and the increased cost of supplying goods and services greatly hamper any one agency's attempt to serve adequately the needs of its clientele. Working toward a common goal, agencies can jointly maximize their return for limited resources. But without the cooperation, coordination, and collaboration required of an effective delivery system for community services, unnecessary competition and duplication will exist.

It is well established by professionals in the field of recreation and community education that multi-agency partnerships are an integral part of the on-going process of community education. The problem, however, is the lack of appropriate guidance for the process from cooperation to collaboration. Ringers contends that, "There is no single model for interagency programs."[1] Until more concrete examples of procedures are developed, it will be the responsibility of the community education coordinators to utilize existing ideas and use trial and error techniques in promoting the interagency cooperative process.

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[1]Ringers, Joseph. Creating Interagency Projects. (Charlottesville, VA: Community Collaborators, 1977), p. 10.

Statement of Problem

This study was based on the assumption that interagency cooperation, coordination, and collaboration are not synonymous but distinct identifiable stages in the process of achieving comprehensive multi-agency relationships. Successful community school and recreation programs, where any form of cooperative effort has been employed to develop and perpetuate effective use of available human and economic resources, may have certain recognizable characteristics which make the program a success and at the same time distinguish it from those that have failed.

This study was an attempt to identify the common elements in the developmental process of cooperative endeavors between selected programs of school based community education and municipal recreation. The analysis of this information will result in a guide or pattern for the sequential steps in developing cooperative multi-agency relationships.

Hypotheses

H_1 Community schools and municipal recreation interaction will have formal structure at the cooperation level.

H_2 Community school and municipal recreation agencies that have been engaged in cooperative agreements for less than one year will be at the cooperation level of interagency partnerships.

H_3 Formal written agreements for joint use of facilities between community schools and municipal recreation will indicate development of interagency coordination.

H_4 The level of interagency collaboration will have employee training sessions in cooperative relationships.

H_5 The joint building of multi-service resource centers will exist when there is interagency collaboration between agencies.

H_6 Joint budgeting between community schools and municipal recreation will exist if there is interagency collaboration.

H_7 Joint hiring of employees for positions in community schools and municipal recreation agencies will be present if interagency collaboration exist.

H_8 Agencies are motivated to enter into cooperative arrangements by their inability to secure sufficient support for the continuance or expansion of programs.

H_9 Agencies are motivated to enter into cooperative arrangements by pressures brought to bear by the community it serves or by the larger unit of which it is a part.

Limitations of Study

The community school and municipal recreation programs sampled in this study consisted only of those programs that are currently in a cooperative partnership.

This study is also limited only to communities that have community education programs and municipal forms of recreation.

Definition of Terms

Community education is a process of encouraging lifelong learning experiences by involving a defined community in the identification of its needs, wants, and concerns and in the effective utilization and development of all existing human, physical, and financial resources within and outside the community to satisfy these needs, wants, and concerns.

Municipal recreation refers to a program of public recreation provided by the corporate body for persons residing in any one of the several types of governmental units having the power of local self-government.

Community school is a school serving a grouping of residents in a community that makes its facilities available for citizens use; organizes the participation of citizens in assessing local conditions and needs, establishing priorities to meet their needs, program planning, identifying and utilizing resources; facilitating joint planning by local agencies; and initiating new and/or improved programs—in an effort to improve opportunities for all residents.

Community school director refers to the person assigned the responsibility of directing the programs and activities in a community school as such, he/she is responsible for initiating and facilitating the increasing involvement of the members of the community in these activities.

Community education coordinator refers to the person assigned the responsibility of directing the community education program within a particular school district. That program may include any number of community schools and involve the coordination of efforts of many individual community school directors.

Director of recreation refers to the chief administrative officer responsible for the carrying out or implementing the policies of a public, private, or commercial park and recreation department.

Interagency cooperation was defined as agency relationships with informal structure allowing for mutual respect and personal interaction in communication, program development and problem solving.

Interagency coordination was defined as agency relationships which are more formally structured to regulate action for harmonious results. Includes

formal written agreements regarding facility usage, joint administrative functions such as purchasing or joint offering of programs.

Interagency collaboration was defined as requiring both informal and formal structures of cooperation and coordination. Collaboration is long-term and involves the concerted efforts of organization for intensive planning and includes personnel, administration, and financial matters.

Linkage was defined as interaction. It indicates some form of contact between agencies which can be formal or informal, strong or weak; the term itself does not infer any particular set of characteristics.

Cooperative was defined as an all encompassing term used to describe any effort or agreement in the area of multi-agency partnerships. These efforts or agreements may be at any level of cooperation, coordination, or collaboration.

Cooperation to collaboration continuum was defined as the progressive levels of multi-agency partnerships from beginning efforts to the ultimate degree of long-term comprehensive planning. This continuum is composed of the following levels:

1. Cooperation level is identified as the initial working agreements on an informal basis and is in the form of communication, program development and problem solving.

2. Coordination level is identified as a more advanced form of multi-agency partnership than cooperation and is recognized by formal written agreements and joint administrative functions.

3. Collaboration level is identified as the last and most advanced phase of multi-agency partnership and includes both informal and formal structures of cooperation and coordination. This level is recognized as long-term comprehensive planning in the areas of personnel, administration, and financial matters.

Organization of Study

Beginning with Chapter 1, this study has introduced the process of developing multi-agency partnerships and how the process relates to community education and recreation programs. In reviewing the selected literature, a need is determined because of the lack of relative information concerning the developmental procedures involved in establishing multi-agency partnerships. Included in this chapter are the hypotheses to be tested, followed by the limitations that could affect the outcome of the study. The definitions of the basic terms to be used in the study are also identified.

Chapter 2 is an examination of the development of cooperative partnerships among agencies, an investigation of the beginning problems and conflicts, an analysis of the changes responsible for creating an atmosphere conducive to establishing cooperative agreements, a description of the advantages for developing multi-agency partnerships, and an identification of common factors in cooperative arrangements as described in existing literature.

Chapter 3 explains the methodology used in the study. Included is the identification of the population and sample, the type of survey instrument to be used in data collection and testing of hypotheses, and a description of the methods employed in analyzing the collected data.

Chapter 4 is devoted to analyzing the findings of the study in relation to the tested hypotheses.

Chapter 5 summarizes the study, add conclusions, and describe the researcher's recommendations.

CHAPTER II

REVIEW OF SELECTED LITERATURE

Introduction

Beginning to establish a community education program brings forth a
need to effectively mobilize all available human, physical, and financial
resources inside and outside of the community. Contributing resources are in the
form of teachers, social workers, city employees, volunteers, public school
buildings, recreation centers, churches, city buildings, etc.

The human, physical, and financial resources are the building blocks of
any community education program. Throughout this study the terms agency and
interagency were used numerous times to depict the involvement of organiza-
tions in certain occurances and developments taking place in the community
education process. Agency was defined here as a public business or firm, or an
administrative division of government with specific functions. Interagency was
defined as a cooperative consolidation, or alliance of two or more public
functions.

According to Hicks, all agencies have five characteristics in common:

> They involve people; the people interact; interactions are to some
> degree ordered and prescribed; each individual sees the organization as
> in some way helping him; the interactions help to achieve some joint
> objectives that are related to individual goals. From these
> characteristics, ten generic types of agencies are evident:

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1) educational 2) social, 3) civic, 4) health, 5) governmental, 6) recreational, 7) cultural, 8) religious, 9) business and industrial, 10) service.[1]

Community agencies are each set up in response to the needs of specific populations or service sectors; therefore, in order to mobilize all existing community service agencies to meet the needs and demands of the public, community education leadership must know and understand the complexities and differences of each organization, enabling them to involve the entire organization, not just parts or a few individuals. Without involvement of the entire organization, there would only be partial support, or a fraction of the amount of available resources contributing to serving the needs of a given community. Lauffer adds:

> In effect, a comprehensive social service system at the local level requires the coordination of agencies that receive their mandates, authority, and funds from a multiplicity of local, state, and national sources, both public and voluntary. Some of these agencies are in the business of providing direct services to client populations, others deliver supportive or coordinating services to direct service providers. Each of these organizations lives in its own task environment, responsive to its particular publics-those who provide its essential resources; those who provide auspices and legitimacy; those who are the recipients of its services, and those who compete for legitimacy, resources, or consumers.[2]

The levels of agency partnerships were previously identified as cooperation, coordination, and collaboration. Early authors used the terms interchangeably; however, recent literature indicates a distinction between these terms and, additionally, aligns them in a hierarchy. Cook, Cookingham, Lauffer, et al., begin the hierarchy, with cooperation and continue with the more advanced levels of coordination and collaboration. Loughran and Reed, at the

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[1]Nancy C. Cook, Interagency Relationships, (Charlottesville, VA: The Mid-Atlantic Center for Community Education, University of Virginia, 1979), pp. 23-24.

[2]Armand Lauffer, Social Planning at the Community Level, (Englewood Cliffs, NJ: Prentice-Hall, 1978), p. 224.

University of Massachusetts, suggests that there is a continuum, however, they begin with coordination as the basic level of agency partnerships and place cooperation in the mid-level. This researcher feels that the majority of the literature does not support the latter view. Fortunately the differences among authors is only in terminology. Without the terms cooperation, coordination, and collaboration, the operational definitions supplied by each author brings harmony and agreement to the identifiable levels of interagency partnerships.

The literature indicates that communication, either formal or informal, is a prerequisite to the cooperation level of interagency efforts. A new term has been recently introduced to expand upon the idea of communication as being the starting point for the process of interagency relationships. Networking is a broad term which refers to interaction among persons and agencies. Reed further explains in terms of networking skills:

> Networking skills include the ability to: see how people in other agencies might be useful to oneself; conceive of many resources you might offer to others; persuade others to stay in contact; communicate easily and effectively; and conceive of useful, non-threatening communication vehicles.[1]

Networking implies that the efforts of one or more people result in forming a network among agencies. There is no risk involved for an agency being a part of a network and calls for no working or interacting commitment on the part of the involved agencies. Loughran continues:

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[1]Horace B. Reed, "Concepts for a Staff Development Design on Networking," paper prepared for the Federal Community Education Grant, "National Management Training in Interagency Collaboration for SEA Community Leaders, 1980-81," Community Education Resource Center, University of Massachusetts at Amherst, May 1981.

A network primarily facilitates communication among individuals. It requires only very loose linkages among participants and is often not very noticeable to the outside world. The agencies to which the participants belong are only minimally involved and lose none of their autonomy. The network's purpose is largely exchange of information or other nonmaterial resources.

Networking is an activity largely carried on by individuals. These individuals may network as part of the role they play in their agency but nonetheless the activities involve them personally and do not demand extensive participation by their agencies.[1]

The introduction of this chapter delineates the levels of cooperation, coordination, and collaboration and provides an explanation of networking. The remainder of the review of literature will focus on conflicts encountered in community education, problems and barriers associated with interagency alliances, benefits of interagency alliances, followed by legislative benefits, and the direction in which cooperative planning is moving.

Conflicts in Community Education

The approach used to develop a community education program varies with each community education director and his or her experience base. Parson cites beginning conflicts as a result of inappropriate procedures as follows:

The historical development of the community education concept has been clouded with a certain amount of professional feuding, not the least of which has taken place between community educators and leaders from recreation and leisure services.

The point of contention has been found in some communities where community schools have developed recreation programs in competition with local recreation agencies.[2]

Community education programs were not greeted with open arms by parks and recreation professionals. Conversely, dealings with community

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[1]Elizabeth Lee Loughran, "Networking, Coordination, Cooperation, and Collaboration: Different Skills for Different Purposes," Community Education Resource Center, University of Massachusetts at Amherst, May 1981.

[2]Steve R. Parson, Emerging Models of Community Education, (Midland, Michigan: Pendell Publishing Co., 1976), p. 17.

education personnel prompted feelings of fear, animosity, and misunderstanding. Initial problems created an atmosphere of distrust and sometimes hostility between the two agencies. There are many factors which contributed to this problem, two of which are quoted by Gerson in the following illustrations:

> In 1972 in California, a community education financing bill was defeated, partially through efforts of the California Park and Recreation Society (CPRS) whose opposition to the bill was the unfortunate result of poor communication.

> Several years ago at the National Recreation and Park Association (NRPA) Conference in Anaheim, a recreation professional from Maine stood up in a community education session and emotionally claimed that the community school with its superior facilities and power was trying to put him out of business, and he and his municipal program could not compete.[1]

Rosendin, in the capacity of a Municipal Recreation Superintendent, addresses the controversy surrounding the community school concept by expressing two major reasons for beginning conflicts between recreators and community education, he states that, "Some recreation professionals have not changed with the times," and "Some practices of Community School professionals breed mistrust." He offers further explanation in the following statements:

> Another contribution to the conflict in question by community educators is the failure of many present community school coordinators to remember that the process of involvement is an ongoing process and to include agencies with common objectives or potential interest as well as the people to be served.

> The True Community School Coordinator remembers that his primary role is to be a catalyst – a coordinator – a helper. His job is not be a "doer." He is not to become a recreation leader. He should endeavor to tap community resources continuously to help other agency leaders.

> Another very basic concern is the fear that the Community School Program will take previously allocated revenues for recreation away

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[1]Gus J. Gerson, "Community Education and Recreation: Partners in Service," Published by Office of the Los Angeles County Superintendent of Schools, Downey, CA., (August, 1977): 1.

from the recreation agency. Since this might be true, care must be taken to make the recreation agency feel that they are an integral part of the community school and that there is a vital role for them to contribute.[1]

Henry Swan, Director of the Phoenix, Arizona Parks and Recreation Department, reflected upon the threat community education has posed to some municipal agencies:

Community recreation service is the 70 year old stepchild of local government. The "community school program" is the very recently acquired stepchild of education. Community recreation service professionals have watched as schools have stood empty and unused, as school bond elections have failed and as schools have lost contact with people. School administrators and board members have watched as community recreation and park bond elections succeeded and as the community recreation image has steadily improved. Community recreation service professionals have watched as school administrators grasped for lifesaving devices to regain their good public image; as they reached out to the community - school concept; as the community - school program has provided a focal point for the community. The community school program is in direct competition with community recreation for the public dollar available for community activities.[2]

The philosophy and goals of community education were basically accepted by recreation, but implementation procedures warranted more of a wait and see attitude by recreation professionals. Dwight F. Rettie, Executive Director of the National Recreation and Park Association, expressed the NRPA's position of the matter in July 1973 in testimony given before a Senate Subcommittee studying legislation for funding community education programs. Mr. Rettie expressed the following concerns:

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[1] Henry A. Rosendin, "A Municipal Recreation Superintendent Looks at Community Education," Community Education Journal, 3 (January 1973): 37.

[2] James C. Greiner, "Cooperation - or - Conflict," Community Education Journal, 4 (September/October 1974): 14.

It has been the real life experience of NRPA professionals, however, that effective implementation of these goals depends heavily on a spirit of positive cooperation between the several agencies and groups involved. A number of community-school programs have begun by immediately establishing recreation programs not in cooperation with local park and recreation agencies, but in competition with them. Thus, instead of multiplying the possible services to a community, the program has immediately duplicated activities, reproduced facilities already available and replicated programs already being provided by trained recreation professionals.[1]

Community education is not the only culprit in duplicating recreation programs and activities. Other educational agencies began offering recreation programs, and a need for cooperation and coordination became more evident. The National Joint Continuing Steering Committee (NJCSC) at the March 1974 "Super Seminar" held in Flint, Michigan, voiced its sentiments regarding competition in the leisure field:

It soon became readily apparent that many agencies other than parks, recreation, and community education were providing community leisure services. In many cases, community and junior colleges, university extension services, adult education units were competing with and duplicating both recreation and community education programs.[2]

There are numerous examples of competition and duplication among local service organizations. As Shoop states: "There is more need for service in any community than there are services available."[3] The many services offered by agencies have a logical relatedness, but without organization and coordination of services many community needs are only partially served.

Decker had this comment concerning the problem of duplication:

[1]Ibid, p. 141.

[2]"NJCSC Growth Reflects Awareness of Human Service Needs," Beyond Competition, Special Edition (Summer 1977), p. 1.

[3]Robert J. Shoop, Developing Interagency Cooperation (Midland, Michigan: Pendell Publishing Co., 1976), p. 10.

To avoid duplication of programs and facilities, many local community groups cooperate with the school administrators and city staff in the coordination of programs and services. Pooling strengths in interagency coordination and cooperation results in programs and services designed to meet the wide variety of needs and wants that exist in a community.[1]

Minzey made the following statements on why there is duplication and why it continues:

In the past, we have tended to operate on a symptoms approach to problem solving and community development. As a specific problem manifests itself, we create an agency to deal with it and pump in enough money to build facilities, open offices, and provide staff. Each new problem begets a new agency, and often times, the agency or institution is duplicated and reduplicated as federal, state, and local governments create similar groups to attempt to find solutions. The result is a complicated, confusing bureaucracy of agencies, groups and roles, necessitating the development of directories and other agencies in order to be aware of what exists and what each does.[2]

Community education attempts to take each involved agency that has previously existed as a separate entity and offers an alternative to competing for clients and resources. Once committed to change and the community education process, they gradually become a part of a network of organizations working for a common goal.

Problems and Barriers of Interagency Alliances

When organizations agree to change without commitment there is only surface change and no actual change in attitude. Superficial change increases the likelihood of problems occuring from the onset of cooperative agreements. Further explanation is offered by Hutton:

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[1]Larry E. Decker and Barbara H. Pass, "Community Human Resource Centers," Community Education Journal, 4 (November/December 1974): 8.

[2]Jack D. Minzey, "Community Education: The Facilitator for Others to do Their Thing," Journal of Health, Physical Education and Recreation, 45 (July 1980): 20.

The pooling together of resources and nonduplication of effort are discussed and usually agreed upon. But few agencies will actually commit themselves to these ideas if they can see in advance that collaboration will diminish their programs. Few remain committed to the idea that the whole can be greater than any of the parts once they find out that their part is going to have to be trimmed back in order for the whole to be greater.[1]

Such skepticism by existing organizations toward a concept that previously existed in theory but is now going to combine the efforts of all agencies allows for additional reasons for ineffective cooperative attempts, as reported by Cwik, King, and Van Voorhees:

. . . definite patterns of behavior emerged in the area of interagency cooperation. Such behavior took the form of obsession with the organizations own survival, the natural competition between agencies, and the fear of and/or reluctance to change.[2]

A threat to organizational survival of cooperative extensions is related by Steve Parson, Director of the Cooperative Extension Program for Community Education at Virginia Tech University, who adds, "Cooperative Extension staffs tend to fear that community school will 'run them out of business,' for they are providing programs that extension has always offered."[3]

Fears and animosities of existing community agencies are, however, ill-directed if they are concentrated at the concept of community education. These concerns relate more to the abilities and attitudes of the program director or coordinator. Greiner makes the following observation:

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[1]Rebecca Hutton, "Collaboration: Problems and Opportunities," Community Education Journal, 7 (July 1980): 20.

[2]Peter J. Cwik, Marilyn J. King, and Curtis Van Voorhees, Community Education and Recreation - 1975, Community Education Research Monograph Series, Vol. 2, No. 1 (Ann Arbor, Michigan: Office of Community Education Research), p. 1.

[3]Steve R. Parson, "Community Education and Cooperative Extension," Community Education Journal, 5 (September/October 1975): 22.

It is interesting to note that most of the resentments now felt by established community organizations are not directed toward a concept or the community, but toward the professionals operating the program.[1]

Problems associated with the implementation of cooperative efforts relate more directly to the organizational structure of agencies and their administrators. This is apparent in this statement by Eyster:

One result of differences in organization and in community status is a problem in approaching the proper level of administrator in each institution to effect collaboration. Planning and understanding of organizational differences are necessary to avoid (1) going over the head of the appropriate person; (2) trying to combine forces between a lower echelon person and a higher echelon person; or (3) approaching the wrong functionary and raising territorial hostilities.[2]

The views of leisure service personnel, as expressed by Virginia Decker, feel that before the benefits of cooperative efforts can be accomplished, problems that slow progress must be overcome. Some problem identified by leisure service agents which influence the implementation of community education include:

*Turf protection
*Exclusion of segments of the community
*Duplication of service offerings
*Inaccurate definition or lack of definition of roles
*Lack of citizen involvement in the program development
*Lack of interagency cooperation[3]

With little motivation for agencies to cooperate, the process of developing multi-agency partnerships can be extremely slow. Agencies with substantial resources have little reason to cooperate since their own existence is

[1]James C. Greiner, "Cooperation - Or - Conflict," Community Education Journal, 4 (September/October 1974): 14-16, p. 62

[2]George W. Eyster, "Interagency Collaboration. . . the Keystone to Community Education," Community Education Journal, 5 (September/October 1975): 25.

[3]Virginia A. Decker, Leisure Services Personnel and Community Education, Role Guide Series, No. 9 (Charlottesville, VA: The Mid-Atlantic Center for Community Education, University of Virginia, 1979), pp. 15-16.

not threatened. Breaking down barriers of unnecessary competition, distrust, and "turfism" can be complex problems for community education directors and coordinators.

Cook has synthesized the findings of a number of community educators (Baille, et al., 1972; Eyster, 1975; Minzey, 1974; NJCSC, 1977; Shoop, 1976; Seay, 1974) in identifying roadblocks or potential conflict areas of interagency partnerships as follows:

Some institutions are resistant to change (bureaucratic immobility);
Some agencies are building empires;
Many agencies have a high level of autonomy and are not willing to make concessions;
Many are competing for funds from the same fiscal agencies;
Many agencies suffer from the "bigger is better" syndrome;
Many agencies are not clear on their relationships with related organizations;
Some agencies are steeped in tradition ("we've always done it this way" syndrome);
There is often a lack of understanding of the role of related agencies
Some agencies fear more entrenchment through further centralization of power;
Within some agencies personality conflicts may exist between and among agency personnel;
Some agencies may suffer real or imaginal loss of credibility in providing services (passive resistance from community);
There are no specific procedures for resolving interagency disputes;
Some agencies practice alliances on paper only;
There are few (if any) working agreements between agencies;
There is a general lack of leadership at all levels to foster partnerships;
Many agencies fear loss of identity.
Some agencies are skeptical of enthusiasm on the part of others;
Pressures of daily work can create barriers;
Vested interests of various groups can inhibit communication;
Differences in the organizational structures;
Some agencies do not desire citizen participation in planning;
Some agencies have anti-outreach orientations;
Some agencies have minimally trained staff;
Some have varying degrees of commitment to services;
Some are entrenched in politics;
Some agencies lack awareness of problems and resources of the community;
Some agency personnel think only "they" know what is best for the community - - - professionalization.[1]

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[1]Cook, Interagency Relationships, pp. 34-35.

Lauffer, in discussing factors which facilitate or inhibit linkages between services, states that, "A planner's ability to either circumvent or overcome the resistance of some service providers to engage in exchanges with others is largely related to the planner's perceived leverage over those providers."[1] If an agency cannot see the significance of an interagency exchange or how it will meet the needs of its service clientele, it will many times not be motivated to support interagency efforts.

Seven categories are identified by Lauffer which can either inhibit or facilitate interagency exchanges:

(1) the capability of the social planner. When resources to compel agencies to engage in exchange relationships are lacking, the informal leadership provided by the social planner is often a critical factor.

(2) the availability of fiscal and related resources. In general, linkages are promoted when: (a) supportive funds are flexible and open ended; (b) funders specify exchange or cooperation as requirements of a grant or fiscal support; and (c) the local planner can be helpful in securing funds for service providers.

(3) public and environmental support. Both public and voluntary agencies are subject to political influence applied by various local influentials and, to a greater or lesser degree, by the users of their service.

(4) complementarity with agency objectives. Service agencies need not have the same goals; it is only necessary that the exchange be perceived as mutually beneficial. It does not matter if one agency is perceived as gaining more than another; it's important that there be gains for all parties involved.

(5) complementarity with policies and procedures that govern the functions of service agencies. Agency willingness to engage in inter-organizational exchanges may be subverted by internal policies and procedures. Inflexible eligibility requirements and divergent sources of funding can easily subvert efforts at interorganizational cooperation. Some agencies are funded on the basis of numbers of clients served; others on the basis of staff size; still others on the number of cases closed or tasks accomplished. These differences may make it virtually impossible to engage in personnel exchanges or in any forms of joint budgeting and funding.

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[1] Lauffer, Social Planning at the Community Level, p. 216.

(6) the existence of a support system. Task forces and advisory committees composed of consumer population, agency representatives, and community influentials are useful in maintaining open communication and in further highlighting problems in the overall service delivery system.

(7) a mixture of other variables. Variables that may affect the potential for effective coordination include the extent to which staff in each of the agencies subscribes to similar professional values and standards; the expertise of that staff in negotiating and in cooperation; the extent to which the agencies involved hold a monopoly over access to clients, provision of certain services, facilities, or other necessary resources; or the trust or mistrust that may exist because of previous experiences.[1]

Shoop suggests that we begin efforts aimed at simplifying our time by assigning community educators the task of defining how the various agencies are responsible to their communities. He has also identified nine assumptions that underlie the acceptance of a need for cooperative alliances between the agencies of a community, as follows:

1. Economically it is often unsound to duplicate existing facilities in a community.
2. Cooperation is preferable to competition.
3. It is more logical to serve one specific need well, than to partially serve many needs.
4. There is more need for service in any community than there are services available.
5. Needs change within a community.
6. Needs within a given community differ from person to person.
7. There are many services that have a logical relatedness.
8. The people for whom the service is designed should be provided with the opportunity to participate in the decisions affecting the delivery system.
9. Services should be provided at a location that is convenient to the people.[2]

There is a segment of community service professionals who argue that there can be no success in bringing community resources together for a common purpose or benefit. Supportive literature suggests that, ". . . the service system

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[1] Ibid., pp. 216-218.

[2] Shoop, Developing Interagency Cooperation, p. 10.

is made up of active elements rather than inactive component parts, it cannot be made to fit a preconceived pattern or central plan."[1] The literature shows, however, that these community planners are in the minority compared to the vast number of professionals who do advocate the feasibility of a model or guide for interagency cooperative efforts.

Benefits of Interagency Alliances

Recreation and leisure professionals have gradually changed their views on community education. Most of the change occurred in the 1970's as a result of clarification of policies and procedures in programming and in defining roles of community education personnel.

A changing society, further, necessitated attitude changes of leisure professionals. Technological and economic developments affecting population life-styles dictated adjustments and adaptations that enabled leisure service agents to evolve out of old traditions and prepare for the new wave of profound changes occuring in today's society. Ted Gordon, et al., explains the "new life-style" and how recreation and leisure professionals are to meet the demand:

> Hand in hand with the emerging leisure ethic is a companion need for revision of value judgements. Changing values are a part of this ethic because, if society is to retain its traditional concept (that work is all-important), the new leisure ethic will not be understood. If work is necessary but not all that important, then the ultimate maturation of the leisure ethic is likely to be expressed in the human values of a harmonious combination life-style in which work, recreation, education, and creature comforts blend into a conscious existence more compatible with human nature than any plan so far designed by the mind of man. Thus the new leisure force may result in the future recreator being viewed as a master educator who helps people open a thousand doors to life enrichment.
> The old recreation programs were for "keeping kids off the street," "preventing juvenile delinquency," or "providing therapy." But

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[1]Lauffer, Social Planning at the Community Level, p. 225.

that's traditional thinking. The prime reason for the new leisure ethic is to offer activities which contribute to the growth and development of an individual. This is community education in the finest sense.[1]

There are many negative aspects associated with implementing interagency partnerships which deal with interagency cooperation, coordination, and collaboration. Community educators are met with resistance, competition, tradition, fear, skepticism, and numerous other barriers that hinder the process of developing interagency alliances. As real as these obstacles are, there is, nevertheless, a positive side to the process. Professionals such as Shoop, Ringers, Hutton, Lauffer, Eyster, et al., all argue that in effective interagency alliances, gains and benefits greatly surpass the negative aspects previously mentioned.

In spite of the problems, barriers, and other variables that can inhibit the development of community education, the concept is spreading across the country and growing at a rapid rate. "It is working because the concept is sound, the public is demanding it, and the professionals on both sides have adopted a positive attitude of putting community first."[2] Supportive of this fact, Greiner quotes:

> Gordon Spraque, Chief of Recreation and Parks in Jacksonville, Florida, echoes the sentiments of many of his colleagues when he says, "If we were financially independent, had adequate staff and facilities, I would enjoy being independent from concert efforts; but education relates to recreation and recreation relates to education, so we have taken a positive leadership role in maximizing resources available."[3]

Initial efforts of parks and recreation to acquire access to public school buildings has, in many cases, led to frustration. Arguments over lack of funds,

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[1] Ted Gordon et al., "The Community Education View of Health, Physical Education, and Recreation," Phi Delta Kappan (November 1972): 180.

[2] Greiner, "Cooperation or Conflict," p. 15.

[3] Ibid., p. 15.

regulatory policies, liability, and maintenance continually hamper cooperative efforts. In discussing facility coordination between schools and recreation agencies, Parson suggests:

> . . . an alternative for recreation is to work with school districts to develop an organizational structure whereby school facilities could be used to meet some of the community's recreational needs without detracting from the "regular day program." This alternative is increasingly being seen as the first step in the development of community education programs. Also, in many cases the initial impetus for community education has come from professional recreation personnel, rather than public school people. A few new community education programs are being financed, staffed and operated totally by recreation agencies with the cooperation of the public schools.[1]

Rosendin, endorsing the community school concept, explains some of the benefits recreation agencies would receive from forming an interagency partnership with community education:

> 1. A more effective system for the recreation agency to communicate to the people to be served by being part of the Advisory Council.
> 2. The Recreation agency will receive a source of volunteers of all ages to help in all kinds of programs.
> 3. Facilities will be more readily available, and often responsibility for the facilities will be assumed by the Community School Director.
> 4. The process of arranging for facilities and the followup needed after problems are caused by the use of facilities will be simplified.
> 5. The Recreation agency will gain from improved public support by an enlightened community.
> 6. The community action programs developed by the community school program will help make additional community resources available to the recreation agency, providing expanded program possibilities.[2]

There are several factors in our communities that recreation professionals view as having a positive effect on the continued growth of community education and leisure partnerships. The development and functioning of the partnership, according to the leisure service professionals, will occur and be on firm ground if both partners are able to:

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[1]Parson, Emerging Models of Community Education, p. 18.

[2]Henry A. Rosendin, "A Municipal Recreation Superintendent Looks at Community Education," Community Education Journal, 3 (January 1973): 37-38.

1. Remove the "education" stigma and become more concerned with the delivery of needed services by whichever agency or organization can best do the job.

2. Facilitate mutual coordination or cooperation through a multi-agency approach utilizing formal agreements.

3. Create a support base within the community to facilitate the conversion of administrators and policy-makers and to broaden and strengthen the support for federal and state legislation.

4. Involve the citizenry in the decision-making process in such a manner as to gain some community control and to achieve the development of positive and comprehensive leadership.[1]

Lauffer describes five gains from the integration of services in the form of interagency partnerships:

(1) Availability; Purchase-of-service agreements in which one agency contracts with another to provide a service to a designated clientele can be used to increase the availability of services, as can joint budgeting and joint funding arrangements between agencies. Such arrangements frequently lead to joint program development or the sharing of information.

(2) Accessibility; Such mechanisms as stationing staff members from one agency on the premises of another brings a service directly to a population in need. Staff transfers between agencies or the establishment of loaner staff and liaison team arrangements increase accessibility on a structured and sustained basis.

(3) Effectiveness; Even the most qualitatively sound service can be ineffective if it is discontinuous with other needed services or if it treats one element of a client's problem without regard to other aspects of a total condition. Continuity refers to client movement within a system of services. In many cases, client flow is aborted because of the lack of integrating linkages between agencies.

(4) Efficiency; The development of linking mechanisms cannot always be justified in terms of dollar savings. To the extent, however, that they contribute to effectiveness and accessibility, they may represent a saving in terms of a coordinated flow of services applied to the total resolution of a client's problem(s).

(5) Responsiveness and accountability; Effective collaborative relationships require that an agency spell out its share of the agreement and its expectations of collaborators. Successful collaboration thus requires formal or informal contractual agreements that can be monitored and evaluated periodically to ascertain whether each partner is living up to his obligation, and whether the purposes of the agreement are being met. Agencies, therefore, become accountable to each other, just as they may also be accountable to an outside funder who may impose certain standards or obligations.[2]

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[1]Decker, Leisure Services Personnel and Community Education, p. 14.

[2]Lauffer, Social Planning at the Community Level, pp. 218-220.

A leisure service agent's involvement and identification with community education is in the form of a cooperative effort. Primarily acting to serve the recreation and leisure needs of the people, parks and recreation can accept other responsibilities which will enhance other services to the community as well as the community education process. The following are a few examples offered by Decker that suggest various types of expanded areas of responsibilities:

> 1. To act as a catalyst/facilitator for coordination and cooperation among community agencies and service providers. Helping to keep two-way communication channels open among agencies to air problems and to coordinate projects and maintaining an active role in an interagency council are two important areas where leisure service agents may accept additional responsibility. Through establishment of a cooperative climate, agencies can become partners in providing services to the community, agency expertise can be utilized fully, and facilities and resources can be shared.
> The cooperation among agencies also must involve the school system. The school is one of the service providers to the community. School boards have agents empowered to formulate service agreements among community agencies. It is the responsibility of the leisure service personnel to work with the school board and all partner agencies in the formation of such agreements.
> 2. To provide financial and technical support and to facilitate an increased sharing of resources. Written agreements between all agencies involved, documentation of cost-sharing factors, specification of all available resources, assistance in finding new sources of dollars, and making sure funds are expended in an accountable manner are all areas which can be addressed by leisure service agents.
> 3. To serve as provider/program developer. It is imperative to clarify responsibilities of all involved agencies to prevent duplication and to inventory existing programs in the community. The development of a comprehensive needs assessment for all human service agencies and the sharing of costs of publication, distribution, and evaluation of programs will provide a more complete understanding of community needs at less expense to the taxpayer.[1]

Legislative Benefits of Interagency Alliances

Federal and state agencies are not the only organizations feeling the repercussions of public sentiment. Inflation and economic changes have made all

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[1]Decker, _Leisure Services Personnel and Community Education_, pp. 11-12.

public and private organizations aware of the need to conserve resources and find alternative solutions to present economic circumstances.

Recognizing the importance of community education and the collaborative efforts required of an effective delivery system for public services, the 95th U.S. Congress enacted the "Community Schools and Comprehensive Community Education Act of 1978." The purpose of this title being as follows:

(1) to provide in collaboration with other public and non-profit agencies education, recreational, cultural, and other related community and human services, in accordance with the needs, interest, and concerns of the community through the expansion of community education programs;
(2) to coordinate the delivery of social services to meet the needs and preferences of the residents of the community served by the school;
(3) to provide for an efficient, energy-conserving use of school facilities; and
(4) to provide for a research and development emphasis in community education which can contribute to an improved formulation of federal, state, and local policy.[1]

The Commissioner of Education issues final regulations to govern the Community Education Program authorized by the Community Schools and Comprehensive Community Education Act.

The program provides financial assistance to State Educational Agencies, Local Educational Agencies, public agencies and nonprofit private organizations, and institutions of higher education for planning, establishing, expanding, and operating community education programs. Grants will also be awarded for promoting efficient use of school facilities, effective delivery of social services and the training of personnel involved in community education projects. Under the Rules and Regulations of Subpart A - General 163.4, in order to be considered for a grant under the act, the minimum elements of a community education program are:

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[1]Community Schools and Comprehensive Community Education Act of 1978, Public Law No. 95-561, Sec. 701, U.S. Code 3282 (1978).

(e) Community resources and cooperative arrangements.
(1) The program shall identify and use educational, cultural, recreational, and other existing and planned resources located outside of the school or other public facility - including, but not limited to, services of volunteers - to enhance the size and quality of the program.
(2) The program shall be designed to encourage cooperation among public and private agencies to -
(i) make maximum use of existing talents and resources; and
(ii) avoid, to the extent feasible, duplication of services.
(3) An LEA that plans, directs, or operates a program under this part shall show evidence of cooperation between the LEA and any other public agency conducting a similar program or activity.
(f) Program clients. The program shall be designed to serve -
(1) All age groups in the community, including preschool children, children and youth, adults, and senior citizens; and
(2) Groups within the community with special needs for community education activities, such as persons of limited English - speaking ability, mentally or physically handicapped persons, or other groups of persons.
(g) Community involvement in governance.
(1) In order to meet the needs, interests, and concerns of the population to be served, the program shall be planned and operated in cooperation with the community.
(2) The program shall provide for active and continuous involvement on an advisory basis of -
(i) Individuals, institutions and groups representative of the community, and
(ii) Parents of school children - in planning, development and implementation of programs.[1]

Direction of Cooperative Planning

The establishment of a need and legislative incentives for developing interagency cooperation, coordination, and collaboration have been previously identified. The remaining element necessary to begin the cooperative process is a proper sequence of steps or a guideline to ensure the adequate development of community education programs. According to Weiss, "Components for a model of cooperation should include: communication, program development and

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[1] U.S. Department of Education. Rules and Regulations, Vol. 45, No. 66, "Community Schools and Comprehensive Community Education Act of 1978," 3, April 1980.

promotion, shared facilities, shared funding, shared supervision and shared staff."[1]

Existing information on components of effective community service partnerships show similarities in many respects but they lack concrete explanations regarding the suggestion and guidelines offered. Cook continues:

> Several models for establishing and maintaining interagency linkages have been devised. Although there can be no universal "cookbook", these models provide general guidelines for development.[2]

Cook points out that Moon has identified seven guidelines for development of interagency partnerships:

> 1) Cooperation or interaction between agencies is vital to community education;
> 2) Communication is the heart of cooperation;
> 3) Organizations need adequate self perceptions. Continuous evaluation must occur to be certain the self perception is congruent with other perceptions;
> 4) If possible, common concerns and similarities between power and authority bases should be identified;
> 5) Each organization should emerge enhanced from a cooperative endeavor. Assurance must be given that preempting will not occur;
> 6) The community school is the logical common vehicle. It may provide facilities, coordinate, facilitate, or initiate action;
> 7) The community school coordinator and the teacher must be involved in the cooperation process.[3]

The lack of definite direction in cooperative planning often leaves community directors hesitant about beginning to develop multi-agency partnerships. The Process Facilitation Manual for Community Education Coordinators adds:

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[1] Marvin Weiss, "Cooperation is the Name of the Game," The Best of Community Education (1977): 35.

[2] Cook, Interagency Relationships, p. 37.

[3] Ibid., pp. 37-38.

> At the heart of Community Education is collaboration among individual community members and among community groups. Unfortunately, this critical element in Community Education is also the most difficult, and so it is often ignored or left as the last component to be dealt with.[1]

A uniform guide for cooperation to collaboration is essential for beginning the community education process. Without guidelines there is no conformity of procedures, and the success of programs may be drastically altered.

> Current statistics indicate that throughout the country there is cooperation between park and recreation agencies and local schools. Some 95 percent of the park and recreation agencies indicate some level of collaboration although only 58 percent report that these efforts were buttressed by formal written contracts or agreements. Furthermore, this cooperation is generally limited to recreational use of school buildings and grounds.[2]

Useful ideas are offered by Shoop, Ringers, and Parson concerning the elements of an effective model for cooperation. Their suggestions are similar and contain several of the same components, but overall they are incomplete because they do not offer step by step procedures for the "how to do it" aspect of cooperative planning. Robert Artz, in referring to the initial aspects of cooperation, states:

> A cooperative – coordinated program among all agencies involved in the delivery of community services must begin with mutual understanding, trust, respect, and support between and among all agencies involved.[3]

In reviewing the literature, this researcher found very little attention devoted to training needs for personnel of interagency partnerships. Yet a very important aspect of successful agency alliances is the development of an understanding of the functions and requirements of cooperating agencies.

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[1] Process Facilitation Manual for Community Education Coordinators. (U.S. Department of Education, 1980), p. 131.

[2] Robert M. Artz, The Ultimate – To Serve, (Arlington, VA: The National Recreation and Park Association, 1976), p. 19.

[3] Ibid., p. 7.

Decker, the only author to address the problem of training personnel by suggesting areas and types of training, offers the following suggestions:

> Community education training should be provided for (a) leisure services personnel and partner agency professional personnel, and (b) lay citizens. Training will be most effective if conducted by staff and peers who already are involved in the community education process and who have established a credibility base with their peers. Professional training needs include:
>
> 1. Initial training to gain an understanding of the philosophical and theoretical foundation of community education including goals, objectives, essential elements, and models.
> 2. Training to increase awareness of the human, physical and financial resources available to human service professionals.
> 3. In-service training regarding changes, trends, and new developments in community education.
> 4. Training regarding the role of the interagency resource council, including its development, implementation, benefits, and problems.
> 5. Training to increase understanding of the role of human service agencies' policy and/or advisory boards and of the benefits of linkages and partnerships among human service agencies.
> 6. Training to increase knowledge and skill in working through, for, and with citizen councils.[1]

The multi-agency approach to community planning is a major concern for community education directors and municipal recreation professionals, but recommendations are not enough to solve the problem. There must be an explicit example of a guide that these agencies can use to give them direction in patterning their cooperative efforts.

Review of the related literature identified two studies that dealt with interagency alliances. Tasse, University of Michigan, 1972, conducted, "A Study of the Key Elements of Agency-School Cooperation and Their Relationship to Community Education." The purpose of his study was to identify the key elements of agency-school cooperation and determine their relationship to community education. Tasse's research was limited to the city of Flint, Michigan and concentrated on the elements of: (1) community involvement, (2)

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[1]Decker, Leisure Services Personnel and Community Education, p. 17.

feasibility analysis, (3) community school director, (4) structure, (5) implementation, and (6) evaluation. The findings of the study identified areas that were important or vital to agency-school cooperation but were inconclusive on how these elements contribute to agency-school cooperation and on how they fit into the development or implementation process of agency-school cooperation. Listed below are noteworthy findings of interest in relation to the present research:

> 6. The community school director occupies a central role in agency - school cooperation. Although the role of the community school director in agency - school cooperation was not specifically established, evidence clearly indicated his role was central.
> 7. Community involvement is a vital element of agency - school cooperation.
> 8. The kind of structure for agency - school cooperation was not established. However, it is concluded that structure is an important element.
> 9. Community-based action projects which enlist community participation are important to agency - school cooperation.
> 10. Agency - school cooperation significantly improves services.
> 14. Implementation is an important element of agency school cooperation.
> 19. Feasibility analysis is an important element of agency - school cooperation.
> 20. The evaluation element was not statistically significant in this study.[1]

Tasse's study was replicated and expanded in 1978 by Joyce Hopson at the University of Tennessee, Knoxville. Hopson conducted, "A Study of the Key Elements of Interagency Collaboration and Their Relationship to Community Education Within the States of Alabama, Mississippi, and Tennessee."[2] Differences between the two studies lay in the use of the terms cooperation,

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[1]Louis J. Tasse, "A Study of the Key Elements of Agency-School Cooperation and Their Relationship to Community Education" (Ph.D. dissertation, Michigan State University, 1972), pp. 132-133.

[2]Joyce S. Hopson, "A Study of the Key Elements of Interagency Collaboration and Their Relationship to Community Education Within the States of Alabama, Mississippi, and Tennessee" (Ed.D. dissertation, University of Tennessee, Knoxville, 1978).

coordination, and <u>collaboration</u>. While Tasse used <u>cooperation</u> and <u>coordination</u> interchangeably and did not supply operational definitions for clarification, Hopson's study was supportive of Tasse's findings. However, both studies were inconclusive on how the identified elements contribute to agency-school cooperation or promote the implementation and development of the process of cooperation and/or collaboration.

Lauffer suggests that the controversy revolving around the desirability and feasibility of effective cooperation at the local level may continue to go unresolved for some time, however, there are three observable trends that indicate an increasing number of decisions regarding cooperative relationships will be delegated to the local level by federal authorities. These trends are evidenced in:

> (1) a progressive transfer of policy planning responsibilities from the federal to the sub-state and local levels; (2) a movement toward the functional and consolidation of both special districts and general-purpose local governments; and (3) the creation of programmatic and administrative mechanisms for the planning and coordination of area-wide and local services.
>
> All three trends are observable in such mechanisms as new multi-sectoral coordinating structures; grant-in-aid consolidation and simplification; revenue sharing; and in the reallocation of legal and administrative responsibilities for programs and program development.[1]

Summarizing the nature of cooperative relationships, Cook states:

> Interagency partnerships do not occur spontaneously; they are attained only through continuing and careful planning and effort. As is true of community education, these relationships are not static; they are organic and require nurturing to keep them alive and thriving.[2]

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[1]Lauffer, <u>Social Planning at the Community Level</u>, p. 226.

[2]Cook, <u>Interagency Relationships</u>, p. 37.

Speaking from the stand point of recreation and leisure agencies, Decker concludes:

> Leisure services have been prominent in the assessment of citizens' needs, and the recreation and parks professionals usually are the primary agents for the delivery of services to meet leisure needs. However, disjointed and segregated programs are inefficient and ineffective; and leisure programs must be integrated with other services to meet the total care of human needs in a community. In order to achieve the most efficient and effective delivery of services to all segments of the community, a cooperative and shared process must be developed. This process not only should encourage interagency cooperation but also provide for citizen input if their needs are to be addressed effectively.[1]

The future of cooperative efforts can be best summed up by Greiner in the following statement:

> The community-education movement's continuing success will not depend upon its acceptability as a concept, for that is well established. It will depend upon the people who espouse it, and operate it, and cooperate with it. Those people will make it work or fail, and the concept itself will have minimal effect on its fate. But, if the professionals truly understand the concept, they should not feel threatened. The understanding of that concept lies in the name. The key work is community.[2] It does not refer to who is doing the serving, but who is being served.

Summary

Current research and findings of community educators establish the fact that there are three levels of interagency cooperative efforts; cooperation, coordination, and collaboration. Recent literature suggests that these levels take the form of a hierarchy, ranking from the lowest level of cooperation to the highest level of collaboration. Preceeding the establishment of a cooperative partnership, it is suggested that a network system be initiated. The literature describes networking as the ground breaking phase of cooperation, during which

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[1] Decker, Leisure Services Personnel and Community Education, p. 7.

[2] Greiner, "Cooperation or Conflict," p. 62.

community resources are identified and communication channels are established before agencies become involved in a concerted effort. The total process of cooperative partnerships is theorized as evolving over a period of time beginning with networking and continuing through the levels of cooperation, coordination, and collaboration.

Interagency partnerships are a result of the community education process attempting to mobilize all available community resources to serve effectively the needs of the community. What sounds good in theory often meets resistance by existing community service agencies at the implementation stage. It is common for opposition to result when attempts are made to organize agencies and, to some extent, control the outcome of their efforts.

One powerful voice of objection has come from leisure service professionals. The literature shows that the majority of community education directors begin their programs by offering recreational activities. Recreation professionals contend that if recreation programs offered by community education are not in conjunction with existing leisure service agencies then they are in direct competition.

The problem becomes, then, how to develop community education and at the same time work with other agencies, combine forces, prevent duplication, prevent unnecessary competition, and produce the ultimate vehicle for serving the people of the community. Attempts at solving this problem are as different as the directors running the programs. Agencies suffer from fear of take over by community education, skepticism of long-term effects, administrative problems, etc. Many barriers and roadblocks are in the path of the community education director.

Community educators relate that successful interagency partnerships are often the result of the efforts of an industrious community education director. There are many reasons offered as to why interagency conflicts develop; however, on the other hand, there are just as many accounts of the tremendous benefits of cooperating and collaborating with other agencies. Combining facilities, equipment, personnel, and other resources has become an economically sound business practice for agencies suffering from inflation, budget cuts, and an unpredictable economy.

State and federal agencies have recognized that the importance of community education has long been established. Only recently, however, has the need for cooperative partnerships been recognized on a national scale. Nonetheless, it is one thing to recognize a need and another to find a means to satisfy it. At present there are only vague generalizations on how to begin and to develop interagency partnerships. Future efforts by community educators, therefore, must be directed to refining these generalizations into more specific guidelines that can be put into operation and utilized by community education directors.

CHAPTER III

METHODOLOGY

Population of the Study

The population of this study was defined as those municipal recreation and community education programs established in the continental United States that have entered into a formal or informal cooperative agreement. This study will examine components from all phases of cooperative partnerships, therefore, the length of time that a program has been in operation will not be a factor in restricting the examination. The specific joint community education/recreation programs to be studied were identified by (1) The National Recreation and Park Association, Arlington, Virginia, (2) The National Community Education Clearinghouse, Rockville, Maryland, (3) The National Community Education Association, Washington, D.C., and (4) State Directors for Community Education, as identified by the Community Education Resource Guide, and were personally contacted by telephone to assist in locating community education/recreation cooperative programs.

Description of the Sample

Program information provided by the national organizations of community education and recreation, plus the additional input of State Directors of Community Education, resulted in a survey population of one hundred sixty-three programs.

According to Babbie, "A sample will be representative of the population from which it is selected, if all members of the population have an equal chance of being selected in the sample."[1] However, for the purposes of this study it was not considered necessary to select a sample from the population. The detailed information sought through the research instrument required a large representation of programs; therefore, the entire population was surveyed.

The National Community Education Association, established for the purpose of resource development and dissemination of information, has developed a network of eight NCEA Regions throughout North America (see Figure 1). The sampling procedure for this study consisted of identifying community education/recreation programs established in the eight regions and surveying each program (see Table 1).

Instrumentation

The research instrument chosen for this study had to be able to select information essential to the purpose of the study, that is, the identification of common elements in cooperation, coordination, and collaboration phases of interagency partnerships between municipal recreation and community education programs.

The instrument chosen was a mailed questionnaire consisting of forty-two response items. The research design of the questionnaire had the specific purpose of identifying elements pertaining to one or more of the categories of interagency cooperation, coordination, and collaboration. Additionally, each questionnaire item was designed to elicit responses to specific hypothetical statements.

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[1]Earl R. Babbie, Survey Research Methods (Belmont, California: Wadsworth Publishing, Inc., 1973), p. 165.

NCEA Regions

Canada *Provinces placed in Regions I, VI, VIII

*I — New Brunswick, Newfoundland, Nova Scotia, Ontario, Prince Edward Island
III — Virgin Islands & Puerto Rico
*VI — Manitoba, Saskatchewan
*VIII — Alberta, British Columbia, Northwest Territory, Yukon
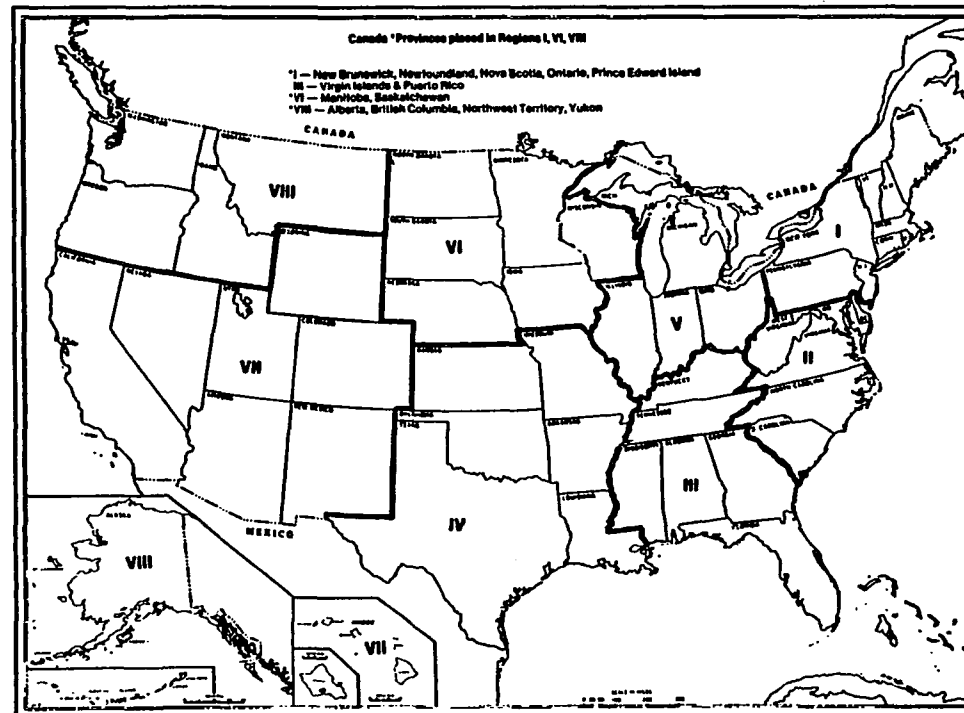
FIGURE 1

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TABLE 1

NUMBER OF COMMUNITY EDUCATION/RECREATION
PROGRAMS BY NCEA REGIONS

Region Number	Number of Community Education/Recreation Programs
1	23
2	31
3	17
4	14
5	40
6	5
7	22
8	11
Total	163

The length of the questionnaire was an important consideration. In order to improve the rate of return, two surveys were developed. Since questionnaires were mailed to both community education and recreation directors, it was necessary to duplicate questions in addressing the proper administrator. In doing so, questionnaire length was increased by seven questions (items requiring duplication were numbers 1, 8, 11, 12, 16, 17, 25). Producing two surveys identical in all respects, except the director's administrative title, shortened the length of the survey, therefore, possibly enhancing the rate of return (Survey Instruments can be found in Appendix C-Community Education and Appendix D-Recreation).

The survey items began with general information questions regarding the respondents' administrative position, educational background, and size of population served by respondent's program. With the general information questions, this researcher was able to control and eliminate, if necessary, respondents who were not in a director or coordinator position of administration, thereby, making the target sample more representative. Remaining response items were designated specifically to identify elements of cooperation, coordination and collaboration (see Appendix E).

The survey instrument, in the form of a mailed questionnaire, was first reviewed by a panel of selected experts in the field of multi-agency partnerships and then pretested to determine the clarity of directions and questions.

Validity

Preceeding the mailing of questionnaires to community education and recreation directors and/or coordinators in the sample, the validity of response items was reviewed by a panel of experts. The panel consisted of ten members who are experts in the field of interagency partnerships (see Appendix B for list of names).

Panel members each received a cover letter explaining the purpose of the study, a copy of both questionnaires, a copy of the study's hypotheses, a hypothesis/question relationship page, and a stamped, self-addressed envelope in which to return the instrument (see Appendix A for letter to panel). Members were asked to evaluate the instrument according to the purpose of the study and the hypothetical statements and then to make recommendations for any necessary changes to make the questionnaire more precise and complete. A hypothesis/question relationship page was provided to indicate association between question items and hypotheses, therefore, decreasing the amount of time required by members and also aiding in the evaluation (a copy of the hypothesis/question relationship page can be found in Appendix E).

Recommendations and changes made by the panel were in the form of rewording and clarification of questions. Comments made by the experts were supportive of the study and all panel members were in agreement on the capability and accuracy of the instrument to respond to the study's purpose and hypothetical statements.

Reliability

Revisions were made according to suggestions and recommendations made by the panel of experts. The revised instrument was then distributed for a pretest to fifteen non-randomally selected individuals who possessed knowledge or expertise in community education. The purpose of the pretest is explained as follows:

> The pretest is a try-out of the questionnaire to see how it works and whether changes are necessary before the start of the full-scale study. The pretest provides a means of catching and solving unforeseen problems in the administration of the questionnaire, such as the

phrasing and sequence of questions, or its length. It may also indicate the need for additional questions or the elimination of others.[1]

Persons involved in the pretest were asked to make responses in terms of the quality of the questions and to make suggestions for wording improvement. As a result of the pretest, minor revisions were made by replacing ambiguous words and rephrasing questions. Through careful evaluation by the panel of experts and revisions made from the pretest, the instrument was finalized for the full-scale field administration.

Data Collection Techniques

The questionnaires were mailed to one hundred sixty-three community education/recreation cooperative programs. One hundred sixteen questionnaires were mailed to community education directors and forty-seven questionnaires were mailed to recreation directors. It was this researcher's feeling that, in order to determine common elements of cooperation, coordination, or collaboration, representatives of both agencies should be surveyed to determine the similarity of responses.

Each envelope and cover letter was personally addressed to the current director of community education or recreation (see Appendix F for cover letter). Directors not responding to the first mailing were sent a follow-up letter with questionnaire and return envelope within three weeks, and a second follow-up was planned two weeks after the first follow-up (see Appendix G for follow-up letter). An inconspicuous coding system was used to record respondents as the surveys were returned, enabling the researcher to follow-up on the non-respondents. By the scheduled date for key punching cards, 82.2 percent

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[1]Claire Selltiz, et al., Research Methods in Social Relations (New York: Holt, Rinehart, and Winston, 1976), p. 545.

return had been achieved (see Table 2 for Record of Return). Addressing the

rate of return, Babbie states:

> . . . a response rate of at least 50 percent is adequate for analysis and reporting. A response rate of at least 60 percent is good. And a response rate of 70 percent or more is very good.[1]

The conclusion being that the response received was more than adequate for

beginning analysis.

TABLE 2

RECORD OF RETURN

Group	Number Sent	Number Returned	Percentage Returned
Community Education Directors	116	94	81.0
Recreation Directors	47	40	85.1
Total	163	134	82.2

Treatment of the Data

Completed survey instruments were identified by the level of cooper-

ative partnership indicated on returned questionnaires and grouped according to

the levels of cooperation, coordination, and collaboration (see Table 3).

It is apparent through the work of Cook, Cookingham, Eyster, Lauffer,

Loughran, and Reed, that each of the three levels of interagency partnerships

have distinct identifiable characteristics allowing for separation of instruments

into one of the three categories of cooperation, coordination, and collaboration.

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[1]Babbie, Survey Research Methods, p. 165.

TABLE 3

REGIONAL SEPARATION OF RETURNED SURVEYS ACCORDING
TO COOPERATION, COORDINATION, AND COLLABORATION

NCEA Region*	Cooperation	Coordination	Collaboration
1	11	2	5
2	9	10	11
3	4	4	8
4	5	2	3
5	12	7	13
6	2	2	0
7	4	6	6
8	1	0	7
Total	48	33	53

*See Figure 1 for NCEA Regional Map (page 41)

Figure 2 illustrates the procedure used in classifying the returned instruments by item response, corresponding to the criteria established by the professionals just listed and by level of partnership.

After instruments were classified into one of the three levels of cooperative partnerships, computer tabulation of the frequency and percentage of response items was performed to determine similarities and differences contained for each level. Elements were then identified that were common to all levels and, more specifically, elements were identified that were common only to each separate level, i.e. cooperation, coordination, or collaboration.

FIGURE 2

ANALYSIS PROCEDURE USED IN DETERMINING LEVEL
OF COOPERATIVE PARTNERSHIP FOR SURVEYS

Item   -   Response

6   -   Yes ─────────────┐
8a   -   Informal   │
9   -   Yes   │   Cooperation
11a -   Informal   │
13   -   Yes, verbal ─────┘

8a   -   Formal
11a -   Formal
12   -   Yes   Coordination
12a -   1,2,6,7
13   -   Yes, written

12   -   Yes, written
12a -   3,4,5   Collaboration
20   -   Yes
20a -   Yes
21   -   Yes
22   -   Yes
26   -   Yes
29abc-   Yes
41   -   Yes
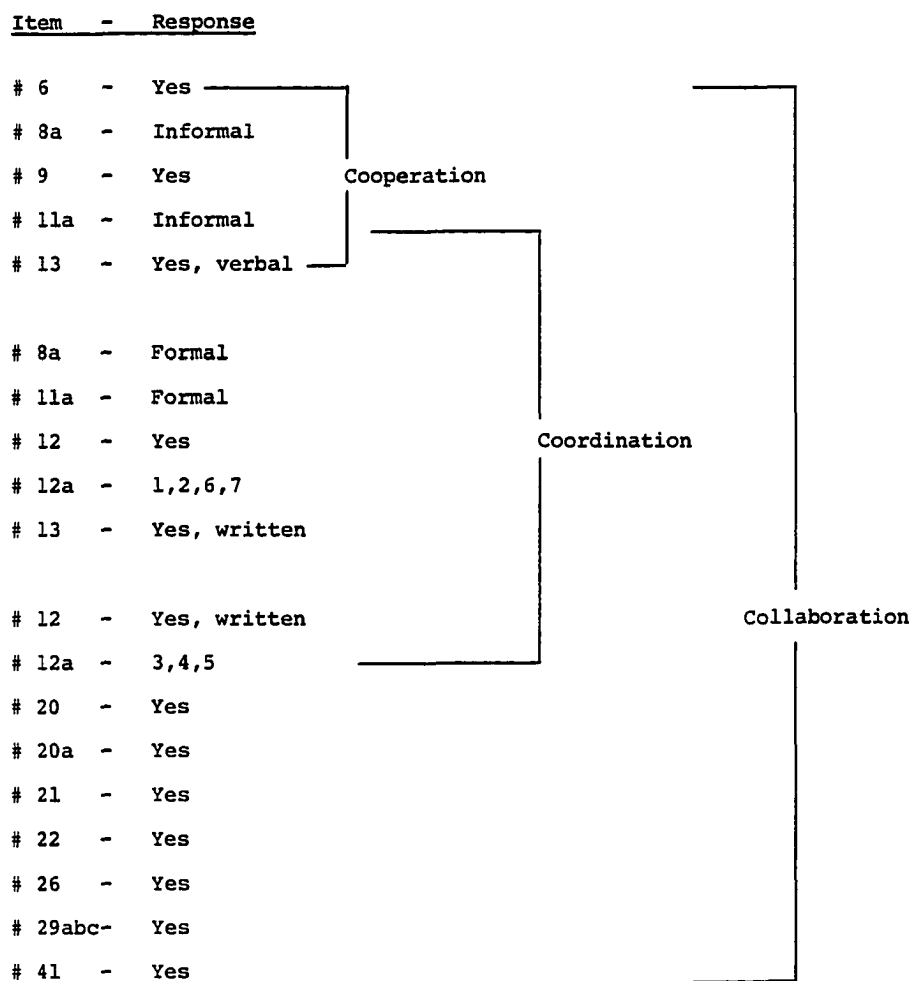
Separating the instruments by Survey A-Community Education Director and Survey B-Recreation Director, a cross tabulation (SPSS package University of Oklahoma[1]) was run to determine likeness of responses among agency directors.

The various statistical hypotheses were tested at the .05 level of significance. The independent variables, cooperation, coordination, and collaboration, were analyzed by cross tabulation with the various dependent variables. The strength and probability of variables in the hypotheses were determined by using Chi-Square statistics.

Summary

Chapter 3 contains an explanation of the methodology used in the study.

The population was identified through contacting the national organizations of community education and recreation and the resulting sample was enhanced by direct contact with each state director of community education.

The survey instrument was developed and then reviewed and evaluated by a panel of ten experts. Following the review by the panel, a pretest was conducted to determine readability and make necessary changes by replacing ambiguous words and rephrasing questions.

Data acquisition was in the form of a mailed questionnaire. Follow-up mailings were made to non-respondents who were identified by an inconspicuous coding system incorporated into returned questionnaires.

This chapter, additionally, offers explanations of the methodology used in analyzing the data collected and in testing the hypotheses.

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[1]Norman H. Nie, et. al., Statistical Package for the Social Sciences (McGraw Hill Book Company, 1975).

CHAPTER IV

ANALYSIS AND INTERPRETATION OF DATA

The purpose of this study was to take identified programs of community education and recreation, determine the extent of their cooperative partnership, whether cooperation, coordination, or collaboration, and identify elements common to these specific three groups. Program information involved input from directors of community education and recreation agencies enabling the researcher to address the findings of the study in terms of overall views. Resulting analysis of the data was used to determine components of a guide for interagency partnerships. Nine hypotheses were constructed pertaining to the major thrust of the study. This chapter was organized around identifying elements of cooperative partnerships and the findings relating to the nine hypotheses.

Analysis of Survey Instrument

The first stage of data analysis was computer tabulation of the frequency and percentage of response items in order to determine similarities and differences of elements contained in the survey instrument. Community education and recreation directors were asked specific questions concerning development, implementation, and operation of their programs.

The following information and tables report the findings of questionnaire items that are significant to the first stage of data analysis.

Survey questions were designed to elicit specific responses. In order to single out specific elements, many questions asked for yes/no responses, therefore, enabling this researcher to draw more precise conclusions from the survey data.

Directors were questioned about initial contact between community education and recreation. Table 4 reports the views expressed about the extent of contact made by community education for all three levels of partnerships.

TABLE 4

CONTACT MADE WITH LOCAL RECREATION BY COMMUNITY EDUCATION

Response	Cooperation (N=48)		Coordination (N=30)		Collaboration (N=51)	
	N	%	N	%	N	%
Yes	39	81.2	28	93.3	43	84.3
No	9	18.8	2	6.7	8	15.7

An average total of 85.3 percent of the community education and recreation directors indicated that from the onset contact was made with recreation about joint or additional offering of programs.

It is noted that, in this table and all subsequent tables, the number of cases will vary from the actual number of community education/recreation programs included in the study. One hundred thirty-four surveys were received, however, directors responded only to questions pertaining to their programs.

Regarding the structure of meetings between directors, Table 5 illustrates the informal structure of the cooperation level, the formal structure of the coordination level, and a combination of both types of structure at the level of collaboration.

TABLE 5

STRUCTURE OF DIRECTOR MEETINGS

Type	Cooperation (N=42)		Coordination (N=28)		Collaboration (N=47)	
	N	%	N	%	N	%
Formal	5	11.9	23	82.1	24	51.1
Informal	37	88.1	5	17.9	23	48.9

Directors were asked to respond to the frequency of casual telephone conversations taking place between the two administrators. Responses to this item indicated the level of interaction on a casual basis. Table 6 provides the criteria for the level of frequency, in addition to the responses.

TABLE 6

FREQUENCY OF CASUAL TELEPHONE CONVERSATIONS
BETWEEN DIRECTORS

Level	Cooperation (N=43)		Coordination (N=28)		Collaboration (N=43)	
	N	%	N	%	N	%
Frequent (More than once a week)	7	16.3	9	32.1	22	51.2
Occasional (Once every two weeks)	21	48.8	16	57.1	16	37.2
Rare (Less than once a month)	15	34.9	3	10.7	5	11.6

Cooperation illustrates the lowest level of interaction, with 83.7 percent of the responses occurring in the occasional to rare categories. Interaction increases with the level of coordination with the majority of responses in the occasional category, however, 32.1 percent indicated frequent contact being made. Collaboration illustrates the highest level of interaction, with 51.2 percent of all responses being in the frequent category and 37.2 percent of responses being in the occasional category. Moreover, when directors were asked whether there is an effective system of communication between community education and recreation, one hundred eight out of one hundred thirty-one respondents (82.4 percent) replied yes.

A cooperative partnership involves all aspects of a working relationship; therefore, problems may arise involving facility usage, program development, employees, or other areas. Directors were asked whether they have problem solving meetings between administrative levels (see Table 7).

TABLE 7

PROBLEM SOLVING MEETINGS

Response	Cooperation (N=45)		Coordination (N=29)		Collaboration (N=50)	
	N	%	N	%	N	%
Yes	18	40.0	20	69.0	29	58.0
No	27	60.0	9	31.0	21	42.0

The findings show 69 percent of the directors at the coordination level have problem solving meetings. Collaboration directors indicate 58 percent of their programs have problem solving meetings, whereas only 40 percent of the cooperation programs have such meetings.

Formal cooperative agreements between agencies establish operating procedures for each venture they may begin. In Table 8 areas of formal cooperative agreements are listed according to the three levels.

TABLE 8

AREAS OF FORMAL COOPERATIVE AGREEMENTS

Agreement Areas	Cooperation (N for each row = 48) N %	Coordination (N for each row = 33) N %	Collaboration (N for each row = 53) N %
Facility Usage	23 47.9	28 84.8	45 84.9
Program Development	10 20.0	23 69.6	42 79.2
Employees	6 12.5	13 39.4	25 47.2
Funding	5 10.4	15 45.5	39 73.6
Budgeting	2 4.1	8 24.2	25 47.2
Purchasing	1 2.0	7 21.2	22 41.5
Janitor Services	8 16.6	12 36.4	27 50.9

The level of cooperation contains only a small percent of the number of cases in each category, disclosing a minimal amount of formal structure in cooperative agreements. An exception, however, is facility usage where 47.9 percent of respondents indicate agreements. There is a significant increase at the coordination level for the areas of facility usage, program development, and funding. The level of collaboration indicates advancement over both cooperation and coordination in all areas.

In an attempt to identify the amount of administrative input which recreation directors contribute to the community education/recreation program, directors were asked whether recreation directors recommend changes in policies and procedures concerning the community education program. The two levels of cooperation and coordination had responses of 40 percent or less. There was a positive relationship for collaboration, as reported in Table 9.

TABLE 9

CHANGES IN POLICIES AND PROCEDURES BY RECREATION DIRECTORS

Response	Cooperation (N=45)		Coordination (N=32)		Collaboration (N=49)	
	N	%	N	%	N	%
Yes	16	35.6	13	40.6	42	85.7
No	29	64.4	19	59.4	7	14.3

The literature reviewed clearly points out that the success of a cooperative program is directly related to the personality, views, and attitudes of the directors involved. Table 10 reports the findings related to director interaction. Directors responded to whether they co-attend professional meetings or conferences.

TABLE 10

CO-ATTENDANCE OF PROFESSIONAL CONFERENCES

Response	Cooperation (N=47)		Coordination (N=31)		Collaboration (N=53)	
	N	%	N	%	N	%
Yes	34	72.3	22	71.0	46	86.8
No	13	27.7	9	29.0	7	13.2

Co-attending professional meetings and conferences by directors is a common element for all three levels of partnerships.

Tables 11 and 12 illustrate an interdependence of organizations. In order to serve their clientele effectively, directors reported a need for combined services and combined facilities.

TABLE 11

COMBINED SERVICES

Response	Cooperation (N=48)		Coordination (N=32)		Collaboration (N=49)	
	N	%	N	%	N	%
Yes	29	60.4	29	90.6	45	91.8
No	19	39.6	3	11.5	4	8.2

Both tables show an increased need for combined services and combined facilities on all three levels. Again, cooperation is the lowest, followed by coordination, and then collaboration.

In regard to the structure of agencies, directors were asked to respond to whether their agencies have specific guidelines showing steps to be followed

in joint planning of school and community facilities. Responses are reported in Table 13.

TABLE 12

COMBINED FACILITIES

Response	Cooperation (N=48)		Coordination (N=30)		Collaboration (N=52)	
	N	%	N	%	N	%
Yes	40	83.3	27	90.0	49	94.2
No	8	16.7	3	10.0	3	5.8

TABLE 13

AGENCY GUIDELINES FOR JOINT PLANNING OF FACILITIES

Response	Cooperation (N=46)		Coordination (N=31)		Collaboration (N=53)	
	N	%	N	%	N	%
Yes	14	30.4	13	41.9	30	56.6
No	32	69.6	18	58.1	23	43.4

There is a gradual increase of the number of agencies that have guidelines from cooperation to collaboration, however, collaboration was the only level with a significant amount of cases to indicate a positive relationship.

To determine aspects of the financial structure of cooperative organizations, agencies that have combined financial resources were identified. Agency directors were asked whether it was necessary to have combined financial resources to maintain existing programs and/or expand into new areas. Table 14 reports the findings of this item response.

TABLE 14

COMBINED FINANCIAL RESOURCES

Response	Cooperation (N=48)		Coordination (N=32)		Collaboration (N=51)	
	N	%	N	%	N	%
Yes	12	25.0	10	31.3	34	66.7
No	36	75.0	22	68.7	17	33.3

The levels of cooperation and coordination indicated only a portion of agencies with combined financial resources. The collaboration level reported 66.7 percent of agencies with financial resources coming from a same source.

Agency directors were asked their views on the ability of interagency efforts to increase the use of public and private funds for their programs. Although the collaboration level was the only area showing significant activity in combining financial resources, all levels reported a very high percent of positive responses on the ability of interagency efforts to increase the efficient use of funds (see Table 15).

TABLE 15

THE EFFICIENT USE OF PUBLIC AND PRIVATE FUNDS

Response	Cooperation (N=47)		Coordination (N=31)		Collaboration (N=52)	
	N	%	N	%	N	%
Yes	38	80.9	28	90.3	51	98.1
No	9	19.1	3	9.7	1	1.9

Employee training is an integral part of an agency, but training employees to work effectively with agencies outside their organization is a new aspect for cooperative partnerships. When directors were asked whether their agency had employee training sessions in interagency cooperation, the collaboration level was the only case where there was a positive relationship (reported in Table 16).

TABLE 16

EMPLOYEE TRAINING SESSIONS IN INTERAGENCY COOPERATION

Response	Cooperation (N=47)		Coordination (N=32)		Collaboration (N=52)	
	N	%	N	%	N	%
Yes	19	40.4	14	43.8	41	78.8
No	28	59.6	18	56.2	11	21.2

Seeking information on the extent of cooperative partnerships, the area of employment was investigated further. Directors were asked to respond to the extent community education and recreation jointly developed job descriptions, interviewed employees, and hired employees. The positive responses are reported in Table 17.

A minimal amount of response was recorded for the levels of cooperation and coordination, however, the level of collaboration had 62.7 percent of all agencies reporting joint job description development and joint interviewing of employees. An increase over both of these activites is reported for the joint hiring of employees.

To determine whether agencies entered into a cooperative partnership out of necessity, directors were asked if community education and recreation

TABLE 17

COMMUNITY EDUCATION/RECREATION EMPLOYMENT

Cooperative Efforts In	Cooperation (N=47)		Coordination (N=32)		Collaboration (N=51)	
	N	%	N	%	N	%
Joint Job Description Development	3	6.4	4	12.5	32	62.7
Joint Inter-viewing of Employees	0	0	5	15.6	32	62.7
Joint Hiring of Employees	0	0	4	12.5	37	72.5

entered into a cooperative partnership for the continuance or expansion of programs. A significant number of programs at the levels of coordination and collaboration revealed a positive relationship, as illustrated in Table 18.

TABLE 18

COOPERATIVE PARTNERSHIPS FOR THE CONTINUANCE
OR EXPANSION OF PROGRAMS

Response	Cooperation (N=43)		Coordination (N=31)		Collaboration (N=51)	
	N	%	N	%	N	%
Yes	19	44.2	22	71.0	41	80.4
No	24	55.8	9	29.0	10	19.6

Viewing the community in terms of the public support offered to community education and recreation for entering into a cooperative partnership,

directors were asked whether they received any public support to enter into a cooperative partnership (see Table 19).

TABLE 19

PUBLIC SUPPORT FOR COOPERATIVE PARTNERSHIPS

Response	Cooperation (N=44)		Coordination (N=31)		Collaboration (N=50)	
	N	%	N	%	N	%
Yes	18	40.9	17	54.8	37	74.0
No	26	59.1	14	45.2	13	26.0

There is a positive relationship for entering into a cooperative partnership and public support for the levels of coordination and collaboration.

The literature often states that the advisory council is a part of many community education programs. The advisory council, comprised of professionals and lay citizens, offers guidance and assistance to local community education programs. To determine if there was a difference in the existence of advisory councils for the three levels of partnerships, programs were surveyed and responses are reported in Table 20.

TABLE 20

PRESENCE OF A DISTRICT WIDE ADVISORY COUNCIL

Response	Cooperation (N=46)		Coordination (N=31)		Collaboration (N=53)	
	N	%	N	%	N	%
Yes	30	65.2	23	74.2	44	83.0
No	16	34.8	8	25.8	9	17.0

All levels report the existence of an advisory council as significant. A gradual increase of programs with advisory councils was noted for cooperation to collaboration. Further investigation into the activities of advisory councils reports monthly meetings taking place at the levels of cooperation (64.3 percent), coordination (64 percent), and collaboration (56.8 percent). Additionally, 77.1 percent of the district wide advisory councils have been in existence since the onset of their respective community education programs.

An interagency partnership between agencies can involve various aspects of facilities, programming, financial resources, and, depending on the community, several other aspects. When directors were surveyed about a definite set of procedures for working with agencies, 62.6 percent of all programs had no established method for conducting their interagency partnerships. The collaboration level did respond with 51.9 percent of programs containing definite procedures (see Table 21).

TABLE 21

PROCEDURES FOR WORKING WITH AGENCIES

Response	Cooperation (N=46)		Coordination (N=33)		Collaboration (N=52)	
	N	%	N	%	N	%
Yes	11	23.9	11	33.3	27	51.9
No	35	76.1	22	66.7	25	48.1

The final response item asked of directors involved evaluation of their community education/recreation programs. Specifically, directors were asked if cooperative efforts allowed the continuous reassessment of community needs and goals. Table 22 reports the findings of this item response.

TABLE 22

CONTINUOUS REASSESSMENT OF COMMUNITY NEEDS AND GOALS

Response	Cooperation (N=44)		Coordination (N=31)		Collaboration (N=53)	
	N	%	N	%	N	%
Yes	32	72.7	27	87.1	51	96.2
No	12	27.3	4	12.9	2	3.8

Again, an increase is illustrated from the level of cooperation to coordination and to collaboration. Eighty-five percent of all directors believe that interagency efforts allow for the continuous reassessment of community needs and goals.

Response Comparison of Survey-A and Survey-B

The second stage of data analysis was a comparison of Survey-A and Survey-B responses. The sample from Survey-A consisted of ninety-four community education directors, whereas sample from Survey-B consisted of forty recreation directors. Since the major thrust of the study was to identify components or elements of existing community education/recreation programs, a total of one hundred thirty-four separate programs were surveyed, thus, obtaining a wide range of views. Two separate but identical instruments were developed (see Instrumentation in Chapter III) because of differences in administrative titles.

Components of joint cooperative programs between community education and recreation were identified in the first stage of data analysis. The purpose of the second stage was to take the components identified as significant for the total sample and compare views of community education directors and recreation directors.

Differences in responses for community education and recreation were found on four questions. Question twenty-one asked directors if they have specific guidelines outlining steps to be followed in joint planning of school and community facilities. The findings of this comparison are reported in Table 23.

TABLE 23

COMPARISON OF PLANNING GUIDELINES FOR SURVEY-A AND SURVEY-B

Response	A Community Education (N=91)		B Recreation (N=39)	
	N	%	N	%
Yes	36	39.6	21	53.8
No	55	60.4	18	46.2

Recreation directors, in a high percentage, indicate their programs have specific guidelines showing steps to be followed in joint planning.

In question twenty-four, directors were asked whether they believe that interagency efforts are increasing the efficient use of public and private funds. Over 75 percent of both directors indicated positive responses to this question, however, the percentage was higher for community education directors, as reported in Table 24.

Directors responded to the existence of a district wide advisory council in their communities on survey question thirty-seven. The community education directors reported 81.9 percent of their programs had a district wide advisory council, whereas only 55.6 percent of the recreation directors reported programs having advisory councils (see Table 25).

TABLE 24

COMPARISON OF DIRECTOR'S VIEWS ON THE EFFICIENT USE OF FUNDS

Response	A Community Education (N=91)		B Recreation (N=39)	
	N	%	N	%
Yes	87	95.6	30	76.9
No	4	4.4	9	23.1

TABLE 25

COMPARISON OF PROGRAMS WITH ADVISORY COUNCILS

Response	A Community Education (N=94)		B Recreation (N=36)	
	N	%	N	%
Yes	77	81.9	20	55.6
No	17	18.1	16	44.4

Views of both directors on the effect of cooperative efforts on the continuous reassessment of community needs and goals are reported in Table 26. A higher percentage of community education directors believe that their cooperative partnerships with recreation allows for reassessment of community needs.

Overall, director's views corresponds on all responses except for the four listed in Tables 23-26. Recreation directors did not indicate any components or elements different from the overall findings. A comparison of

TABLE 26

COMPARISON OF DIRECTOR'S VIEWS ON REASSESSMENT OF
COMMUNITY NEEDS AND GOALS

Response	A Community Education (N=92)		B Recreation (N=36)	
	N	%	N	%
Yes	85	92.4	25	69.4
No	7	7.6	11	30.6

responses for all components identified in the first state of the data analysis can be found in Appendix H.

Testing of Hypotheses

In the third stage of data analysis, hypotheses one through nine were tested using Chi Square tests. Statistical significance was set at the .05 level. These hypotheses are now stated in statistical form:

Ho_1 There is no significant difference in the formal structure of community schools and municipal recreation partnerships at the cooperation level.

Ho_2 A cooperative partnership that has existed for less than one year will not be significantly different for the levels of cooperation, coordination, and collaboration.

Ho_3 Formal written agreements for joint use of facilities between community schools and municipal recreation will not be significantly different for the levels of cooperation, coordination, and collaboration.

Ho$_4$ There is no significant difference in employee training sessions in cooperative partnerships for the levels of cooperation, coordination, and collaboration.

Ho$_5$ There is no significant difference in the joint building of multi-service resource centers when there is interagency collaboration between agencies.

Ho$_6$ There is no significant difference in joint budgeting between community schools and municipal recreation at the collaboration level of interagency partnerships.

Ho$_7$ There is no significant difference in joint hiring of employees by community schools and municipal recreation at the level of interagency collaboration.

Ho$_8$ There is no significant difference between an agency entering into a cooperative partnership and the ability of an agency to secure support for the continuance or expansion of programs.

Ho$_9$ There is no significant difference between an agency entering into a cooperative partnership and the pressures brought to bear on an agency by the community it serves.

Hypothesis One

There is no significant difference in the formal structure of community schools and municipal recreation partnerships at the cooperation level. Testing of hypothesis one was based on the independent variables of cooperation, coordination, and collaboration, and the dependent variables of formal and informal structure. Survey questions eight-a, eleven-a, and thirteen directed questions to directors about the formal and informal agreements involved in

their community education/recreation cooperative partnership. Null hypothesis one was rejected based on the Chi Square test reported in Tables 27, 28, and 29.

TABLE 27

RELATIONSHIP OF STRUCTURE BETWEEN FORMAL AND INFORMAL
ADMINISTRATIVE MEETINGS

	Structure	
Level	Formal	Informal
Cooperation	5	37
Coordination	23	5
Collaboration	24	23

$$X^2 = 34.96$$
$$df = 2$$
$$p < .001$$

TABLE 28

RELATIONSHIP OF STRUCTURE BETWEEN FORMAL AND INFORMAL
PROBLEM SOLVING MEETINGS

	Structure	
Level	Formal	Informal
Cooperation	5	15
Coordination	14	5
Collaboration	13	20

$$X^2 = 9.98$$
$$df = 2$$
$$p < .01$$

TABLE 29

RELATIONSHIP OF STRUCTURE BETWEEN WRITTEN AND VERBAL AGREEMENTS FOR COMMUNITY EDUCATION

| | Structure | |
Level	Written	Verbal
Cooperation	5	30
Coordination	10	15
Collaboration	16	30

$$X^2 = 5.86$$
$$df = 2$$
$$p < .055$$

Hypothesis Two

A cooperative partnership that has existed for less than one year will not be significantly different for the levels of cooperation, coordination, and collaboration. Testing of hypothesis two failed to reject the null hypothesis. Programs for this study ranged in length of time from less than six months to fifty years. No significant relationship was found between the level of a cooperative partnership and the length of time a program has been in operation.

Hypothesis Three

Formal written agreements for joint use of facilities between community schools and municipal recreation will not be significantly different for the levels of cooperation, coordination, and collaboration. The presence of formal written agreements for facility usage was tested at all three levels of cooperative partnerships in hypothesis three. There was no relationship between formal written agreements and the level of cooperation, however, the levels of coordination and collaboration did show a significant relationship, thus, rejecting

the null hypothesis. Table 30 illustrates the relationship between written and verbal agreements for the three levels, and Table 31 illustrates the relationship of written agreements for the joint use of facilities.

TABLE 30

RELATIONSHIP OF WRITTEN AND VERBAL AGREEMENTS

| Level | Type | |
	Written	Verbal
Cooperation	10	14
Coordination	24	5
Collaboration	36	11

$$X^2 = 12.40$$
$$df = 2$$
$$p < .01$$

TABLE 31

RELATIONSHIP BETWEEN FACILITY USAGE AGREEMENTS AND
COOPERATION, COORDINATION, AND COLLABORATION

| Level | Facility Agreements | |
	Yes	No
Cooperation	23	25
Coordination	28	5
Collaboration	45	8

$$X^2 = 20.72$$
$$df = 2$$
$$p < .001$$

Hypothesis Four

There is no significant difference in employee training sessions in cooperative partnerships for the levels of cooperation, coordination, and collaboration. The existence of employee training sessions in interagency cooperative partnerships rejected the null hypothesis. There was no relationship for the levels of cooperation and coordination, however, examination of Table 32 shows a statistically significant relationship between the level of collaboration and employee training sessions in interagency cooperation.

TABLE 32

RELATIONSHIP OF EMPLOYEE TRAINING SESSIONS IN INTERAGENCY
COOPERATION AND LEVELS OF COOPERATIVE PARTNERSHIPS

	Sessions	
Level	Yes	No
Cooperation	19	28
Coordination	14	18
Collaboration	41	11

$$X^2 = 17.62$$
$$df = 2$$
$$p < .001$$

Hypothesis Five

There is no significant difference in the joint building of multi-service resource centers when there is interagency collaboration between agencies. The presence of multi-service resource center joint building agreements were not significant for the cooperation and coordination levels. In testing hypothesis five, the levels of cooperation and coordination were combined to achieve

adequate representation to conduct a Chi Square test. Collaboration, the independent variable, and joint building of multi-service resource centers, the dependent variable, did show a significant relationship, thus, rejecting the null hypothesis (Table 33).

TABLE 33

RELATIONSHIP BETWEEN JOINT BUILDING OF MULTI-SERVICE
RESOURCE CENTERS AND INTERAGENCY COLLABORATION

| Level | Joint Building Agreements | |
	Yes	No
Cooperation & Coordination	5	25
Collaboration	16	14
	$x^2 = 7.33$	
	df = 1	
	p < .01	

Hypothesis Six

There is no significant difference in joint budgeting between community schools and municipal recreation at the collaboration level of interagency partnerships. The Chi Square test computed on budget agreements, no budget agreements, and the levels of interagency partnerships rejected the null hypothesis. Programs with formal agreements in joint budgeting compared to programs with no agreements in joint budgeting are illustrated in Table 34. Programs that indicated fiscal management of community education and recreation programs coming from the same budget are reported in Table 35.

TABLE 34

RELATIONSHIP BETWEEN JOINT BUDGETING AGREEMENTS AND THE
LEVELS OF INTERAGENCY PARTNERSHIPS

| Level | Joint Budget Agreements | |
	Yes	No
Cooperation	6	42
Coordination	8	25
Collaboration	25	28

$$X^2 = 15.18$$
$$df = 2$$
$$p < .001$$

TABLE 35

RELATIONSHIP BETWEEN FISCAL MANAGEMENT OF COMMUNTIY
EDUCATION AND RECREATION PROGRAMS AND COOPERATION,
COORDINATION, AND COLLABORATION

| Level | Combined Fiscal Management | |
	Yes	No
Cooperation	5	42
Coordination	5	27
Collaboration	22	30

$$X^2 = 15.20$$
$$df = 2$$
$$p < .001$$

Hypothesis Seven

There is no significant difference in joint hiring of employees by community schools and municipal recreation agencies at the level of interagency collaboration. There were few programs at the levels of cooperation and coordination that indicated joint hiring between community education and recreation, therefore, these levels were combined to achieve adequate representation to conduct the testing. Programs tested at the collaboration level did report a statistically significant relationship for joint hiring of employees (see Table 36).

TABLE 36

RELATIONSHIP BETWEEN JOINT HIRING OF EMPLOYEES AND
INTERAGENCY COLLABORATION

Level	Joint Hiring Yes	No
Cooperation & Coordination	5	74
Collaboration	37	14

$$X^2 = 59.15$$
$$df = 1$$
$$p < .001$$

Hypothesis Eight

There is no significant difference between an agency entering into a cooperative partnership and the ability of an agency to secure support for the continuance or expansion of programs. The majority of directors at the cooperation level indicated that it was not necessary for them to enter into a cooperative partnership for the continuance or expansion of programs. At the coordination and collaboration levels, directors believed that it was necessary

for community education and recreation to enter into a cooperative partnership for the continuance or expansion of programs. The Chi Square test reports a significant relationship for coordination and collaboration, therefore, the null hypothesis is rejected. Findings are reported in Table 37.

TABLE 37

RELATIONSHIP BETWEEN NEED FOR CONTINUANCE OR EXPANSION OF
PROGRAMS AND COOPERATION, COORDINATION,
AND COLLABORATION

Level	Continuance or Expansion of Programs	
	Yes	No
Cooperation	19	23
Coordination	22	9
Collaboration	41	10

$$X^2 = 13.14$$
$$df = 2$$
$$p < .01$$

Hypothesis Nine

There is no significant difference between an agency entering into a cooperative partnership and the pressures brought to bear on an agency by the community it serves. The results of the test computed on hypothesis nine failed to reject the null hypothesis. No significant relationship was found between an agency entering into a cooperative partnership because of pressure from the community for the levels of cooperation, coordination, and collaboration.

Summary

Chapter IV has presented the analysis of data in three stages. The first stage of data analysis was computer tabulation of the frequency and percentage of response items in order to determine similarities and differences of elements contained in the survey instrument. Findings for the first stage indicated a significant relationship for nineteen elements from the areas of director interaction, structure, cooperative agreements, interdependence of organizations, and evaluation.

The second stage of data analysis was a comparison of Survey-A and Survey-B responses to determine whether elements identified in stage one were in agreement with directors of both agencies. Differences in responses for community education and recreation directors were found on four items. Recreation directors indicated a higher percentage of their programs having specific guidelines showing steps to be followed in joint planning. Community education directors reported differences in responses on the efficient use of public and private funds, existence of a district wide advisory council, and the continuous reassessment of community needs and goals. The comparison of Survey-A and Survey-B did not reveal any additional elements of significance other than what was reported in stage one.

In the third stage of data analysis, hypotheses one through nine were tested using Chi Square tests. Seven of the study's hypotheses were found to be significant at the .05 level.

CHAPTER V

SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

Summary of Study

The purpose of this study was to identify the common elements in the developmental process of cooperative endeavors between selected programs of school based community education and municipal recreation. In addition to the stated purpose, this study was designed to compare responses of directors from community education and recreation and to provide data for the testing of the hypotheses.

The sample consisted of all the identifiable community education/recreation cooperative programs across the United States. Eligible programs were grouped according to their geographic location into one of eight National Community Education Association regions. One hundred sixteen community education directors and forty-seven recreation directors were surveyed, making a total sample of one hundred sixty-three programs.

The instrument chosen for the study was a mailed questionnaire consisting of forty-two response items. Questionnaire items began with general information questions regarding each respondent's administrative position, educational background, and size of population served by the respondents program. General information questions were helpful in controlling the target sample and ensuring representativeness by eliminating respondents who were not in a director or coordinator position of administration. Remaining response

items were designed specifically to identify elements of cooperation, coordination, and collaboration.

Of the one hundred sixty-three community education/recreation programs surveyed, ninety-four community education directors and forty recreation directors responded. This response produced an 82.2 percent return rate.

An analysis of the data presented three basic research objectives.

1. Surveys were analyzed by computer tabulation of the frequency and percentage of response items to determine similarities and differences of elements. Prior to statistical analysis, questionnaires were separated into one of the three categories of cooperation, coordination, and collaboration using criteria established by the authorities listed in Chapter II.

2. A comparison of Survey-A and Survey-B was made to determine whether community education and recreation director program components were the same as those identified in computer tabulation of surveys from the total sample.

3. Nine hypotheses were tested using Chi Square tests to determine strength and probability of relationships between the independent and dependent variables.

Summary of Analysis and Interpretation of Data

The first stage of data analysis involved identifying elements that are contained in programs at the cooperation, coordination, or collaboration level of interagency partnerships. Analysis of data for the first stage indicated a significant relationship for nineteen elements which are listed according to the following program areas:

1. Structure

   a) Formal and informal meetings of directors.

   b) Formal and informal problem solving meetings of directors.

   c) Recommendations to community education directors for changes in policies and procedures by recreation directors.

   d) Specific guidelines by agencies to be followed in joint planning of school and community facilities.

   e) Employee training sessions in interagency cooperation.

   f) Cooperative efforts by community education and recreation for joint job description development, joint interviewing of employees, and joint hiring of employees.

   g) Specific set of procedures for working with agencies.

2. Director Interaction

   a) Interaction through casual telephone conversations.

   b) Interaction through co-attendance of professional meetings and conferences.

   c) Initial contact by community education directors for cooperative efforts in joint programming.

3. Cooperative Agreements

   a) Verbal and written agreements in the following areas: Facility usage, Program development, Employees, Funding, Budgeting, Purchasing, and Janitor services and maintenance.

4. Interdependence of Organizations

   a) Community education and recreation departments dependent upon each other for the successful delivery of services to the community.

b) Community education and recreation departments dependent upon the combined facilities of both departments to provide needed services to the community.

c) Combined financial resources of community education and recreation departments in order to keep existing programs and/or expand into new areas.

d) Cooperative partnerships between community education and recreation for the continuance or expansion of programs.

5. Evaluation

a) Interagency efforts are increasing the efficient use of public and private funds.

b) Continuous reassessment of community needs and goals by community education and recreation cooperative efforts.

6. Community Involvement

a) Public support for a cooperative partnership.

b) Existence of a district wide advisory council.

The second stage of data analysis was a comparison of Survey-A and Survey-B responses to determine whether elements identified in stage one were in agreement with directors of both agencies. Differences in responses for community education and recreation directors were found on the following four items:

1. Structure: Specific guidelines by agencies to be followed in joint planning of school and community facilities. Recreation directors indicated a higher percentage of their programs having specific guidelines to be followed in joint planning.

2. Evaluation: Interagency efforts are increasing the efficient use of public and private funds. Agencies reporting this element were noticeably higher for community education.

3. Community Involvement: Existence of a district wide advisory council. Recreation programs surveyed had fewer district wide advisory councils than community education.

4. Evaluation: Continuous reassessment of community needs and goals by community education and recreation cooperative efforts. A higher percentage of community education directors believe that their cooperative partnerships with recreation allows reassessment of community needs and goals.

In the third stage of data analysis, hypotheses one through nine were tested using Chi Square tests. Seven of the study's hypotheses were found to be significant at the .05 level. Summary of the analysis follows:

1. Null hypothesis one stated that there would be no difference in the formal structure of community schools and municipal recreation partnerships at the cooperation level. Tests showed conclusively that significant differences did exist in the cooperation level; therefore, null hypothesis one was rejected.

2. For the second hypothesis, no difference was found in the length of time a program had been in operation and the levels of cooperation, coordination, and collaboration. Testing of hypothesis two failed to reject the null hypothesis.

3. Null hypothesis three stated that there would be no difference in formal written agreements for joint use of facilities and the three levels of cooperative partnerships. Analysis of the data provided evidence to reject the null and further concluded that the difference was significant in the cells of coordination and collaboration.

4. There is no difference in employee training sessions in cooperative partnerships for the levels of cooperation, coordination, and collaboration is null hypothesis four. Tests performed indicated that significant differences did exist for the collaboration cell and the null hypothesis was rejected.

5. The fifth hypothesis stated that there would be no difference in the joint building of multi-service resource centers and interagency collaboration. Data analysis showed a significant relationship for collaboration, therefore, rejecting the null hypothesis.

6. Null hypothesis six postulated that there would be no difference in joint budgeting of agencies and the collaboration level of interagency partnerships. A relationship was indicated between joint budgeting and interagency collaboration, and the null was not accepted.

7. For the seventh hypothesis, there was no difference in joint hiring of employees and the level of collaboration. Testing of the hypothesis did show a significant relationship for collaboration, and the evidence rejected null hypothesis seven.

8. No difference in an agency entering into a cooperative partnership and the ability of an agency to secure support for the continuance or expansion of programs was tested in null hypothesis eight. Significant differences did exist for the two cells of coordination and collaboration and the null hypothesis was rejected.

9. The ninth hypothesis stated that there would be no difference in an agency entering into a cooperative partnership and the pressures brought to bear on an agency by the community it serves. Testing of hypothesis nine failed to reject the null hypothesis.

Conclusions

The major thrust of this study was to determine elements or components of successful cooperative programs and to develop these elements into a guide or model that could be used by directors in patterning new interagency endeavors or improve existing programs. It was concluded from the analysis of data that there are identifiable characteristics common to all the programs of the sample that contribute to the success of interagency efforts.

The literature (see references in Chapter II on Cook, Cookingham, and Lauffer) suggests that cooperative partnerships are not static but evolving processes. The process can begin with networking as the communication and resource inventory phase; however, until recently, the components of networking have been considered an aspect of cooperation. Cooperation, the first stage of interagency partnerships, is characterized by informal structure, communication, program development, and problem solving. In the mid-range of the process is the coordination stage, identified by formal structure in written agreements for facility usage, administrative functions, and joint program offering. The final and paramount stage of interagency alliances is collaboration. This stage requires both formal and informal structures in terms of long-range comprehensive planning. The preceding criteria set forth has been established in the works of Cook, Cookingham, Lauffer, Loughran, and Reed, which are referenced in Chapter II.

In Chapter II, Loughran and Reed are quoted to support their views that cooperation to collaboration is a process that can be placed on a continuum. Analysis of the data does not support this concept but illustrates a hierarchy. Defining a continuum as, " . . . something continuous and homogeneous of which

no distinction of content can be affirmed except by reference to something else; or an uninterrupted ordered sequence,"[1] and defining hierarchy as, "a graded or ranked series of values; or a group of persons or things arranged in order of rank,"[2] provides a more precise clarification of terms.

The three levels of cooperation, coordination, and collaboration were found to be separate distinct levels of interagency partnerships. Analysis of data indicated no development over a period of time from cooperation to collaboration. By incorporating the elements outlined in the Summary into a community education program, a director can have a cooperative partnership at any one of the three levels. It is noted that community structure and persons of esteem and power in the community can dictate and control the level of interagency development, as can the administrators involved directly with the program. What was concluded from this study is that there is a hierarchy of cooperative efforts.

Theoretically, as a program begins to incorporate elements of a different level, a blending effect results. When a program at the cooperation level begins to develop aspects of the coordination level, a blending takes place until the program is characterized as being at the level of collaboration.

Even though the conclusions drawn from this study are specific to the community education and recreation joint programs, the format outlined in this study may be applicable to other agency partnerships.

The analysis of surveys, comparison of director responses, and the nine hypothetical statements have led to conclusions resulting in the identification of elements for the levels of cooperation, coordination, and collaboration.

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[1]Webster's New Collegiate Dictionary, (1977), s.v. "continuum."

[2]Ibid, s.v. "hierarchy."

Cooperation

It is concluded from the analysis of data that cooperation is a basic and elementary form of an interagency partnership. Although it does not allow for a high level of interaction between agencies, it does encourage an informal working relationship between agencies to minimize duplication and unnecessary competition.

Listed below are the elements identified in this study as being a part of the cooperation level.

1. Initial contact by directors for cooperative efforts in joint planning (basic attempt to control duplication and unnecessary competition).

2. Informal structure of director meetings (casual meetings with no formal agenda and variable meeting times).

3. Interaction between directors in the form of casual telephone conversations (approximately fifty percent of the directors indicated conversations once every two weeks).

4. Verbal agreements for joint facility usage.

5. Director interaction through co-attendance of professional meetings and conferences.

6. Existence of a district wide advisory council.

The elements of cooperation are illustrated in the form of a model in Figure 3. This study was unable to determine the exact functionary placement of the identified elements.

Coordination

Analysis of the mid-range level of coordination concludes that coordination is a more advanced level of interagency partnerships that allows for a more

FIGURE 3

COOPERATION MODEL

efficient interaction of agencies through its formal structure. The data suggest the coordination level lacks some of the personal aspects of cooperation; therefore, programs operate according to guidelines set forth in written agreements and do not allow for major deviations by verbal agreements. The following elements are common to the coordination level.

1. Initial contact by directors for cooperative efforts in joint planning (basic attempt to control duplication and unnecessary competition).

2. Formal structure of director meetings.

3. Interaction between directors in the form of casual telephone conversations (approximately fifty-seven percent of the directors indicated conversations once every two weeks).

4. Formal problem solving meetings.

5. Formal written cooperative agreements in facility usage and program development.

6. Director interaction through co-attendance of professional meetings and conferences.

7. Existence of a district wide advisory council.

Figure 4 illustrates the elements identified for the coordination level in the form of a model. Placement of elements may vary for different programs.

Collaboration

It is concluded that collaboration is the highest level of an interagency partnership. It combines the personal aspects of cooperation with the formal areas of coordination to achieve a higher level of effectiveness and efficiency than either of the other two levels alone. As evidenced in the works of Eyster, Cook, and Cookingham (see references in Chapter II), collaboration is by far the

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FIGURE 4

COORDINATION MODEL

```
┌──────────────┐      ┌──────────────┐      ┌──────────────┐
│ CITY/COUNTY  │      │   PUBLIC     │      │  COMMUNITY   │
│ GOVERNMENT   │──────│   SCHOOLS    │──────│              │
└──────────────┘      └──────────────┘      └──────────────┘
                             │
                      ┌──────────────┐
                      │  COMMUNITY   │
                      │  EDUCATION   │
                      │  DIRECTOR    │
                      └──────────────┘
                             │
┌──────────────┐      ┌──────────────┐      ┌──────────────┐
│  RECREATION  │      │   INITIAL    │      │  ADDITIONAL  │
│  DIRECTOR    │──────│   CONTACT    │──────│  AGENCIES    │
└──────────────┘      └──────────────┘      └──────────────┘

                                      ┌──────────────┐
                                      │  ADVISORY    │
                                      │  COUNCIL     │
                                      └──────────────┘

┌──────────────┐      ┌──────────────┐      ┌──────────────┐
│  PROBLEM     │      │  STRUCTURE   │      │  DIRECTOR    │
│  SOLVING     │──────│ FORMAL/WRITTEN│─────│  MEETINGS    │
└──────────────┘      └──────────────┘      └──────────────┘

┌──────────────┐      ┌──────────────┐      ┌──────────────┐
│ CO-ATTENDANCE│      │  DIRECTOR    │      │  CASUAL BY   │
│OF PROFESSIONAL│─────│ INTERACTION  │──────│  TELEPHONE   │
│  MEETINGS    │      └──────────────┘      └──────────────┘
└──────────────┘
┌──────────────┐      ┌──────────────┐      ┌──────────────┐
│  PROGRAM     │      │  WRITTEN     │      │  FACILITY    │
│ DEVELOPMENT  │──────│ COOPERATIVE  │──────│  USAGE       │
└──────────────┘      │ AGREEMENTS   │      └──────────────┘
                      └──────────────┘
                             │
                      ┌──────────────┐
                      │  COMMUNITY   │
                      │  PROGRAMS    │
                      └──────────────┘
```

most difficult form of interagency action to be realized in a community. Listed below are the elements identified in this study as being part of the collaboration level.

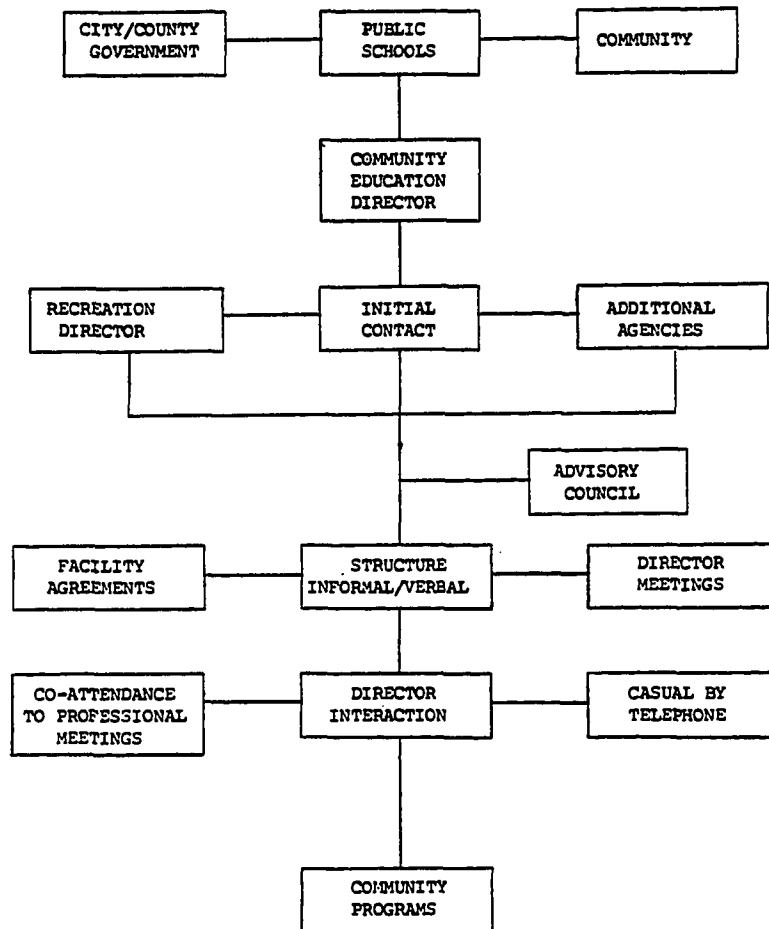1. Initial contact by directors for cooperative efforts in joint planning (basic attempt to control duplication and unnecessary competition).

2. Formal and informal structure of director meetings.

3. Interaction between directors in the form of casual telephone conversations (approximately fifty-one percent of the directors indicated conversations more than once a week).

4. Formal and informal problem solving meetings.

5. Formal written cooperative agreements in facility usage, program development, employees, funding, budgeting, janitor services, and maintenance.

6. Recommendations to community education for changes in policies and procedures by recreation directors.

7. Interaction through co-attendance of professional meetings and conferences.

8. Specific guidelines by agencies to be followed in joint planning of school and community facilities.

9. Employee training sessions in interagency cooperation.

10. Cooperative efforts by community education and recreation for joint job description development, joint employee interviewing, and joint hiring of employees.

11. Existence of a district wide advisory council.

12. Specific set of procedures for working with agencies.

The collaboration elements are composed in a model in Figure 5. Again, this study was unable to determine the exact placement of the elements in this model.

Recommendations

There are very few studies, if any, that can provide all the answers and practical implications based on a single investigation. This project is no exception. Conclusions drawn from this study have provided insight into the area of interagency partnerships and, additionally, opened doors to future areas of investigation and research. Below are listed recommendations for areas of research stemming from conclusions brought forth and questions raised as a result of this study.

The first recommendation is for a replication of this study. Since communities are not static, but changing with trends and needs of the people, the properties and elements of programs will also be susceptible to change. Replication of this study would provide community education administrators with new ideas for enhancing their cooperative partnerships.

It is recommended that a study be conducted between community education and other community agencies such as social services, extension agencies, community colleges, and vocational/technical schools, to determine the elements of their cooperative partnerships. A comparison of studies would provide new elements or confirm the elements of the community education/recreation model. In addition, such a study would allow investigation into the advantages and disadvantages of the various interagency partnership models.

CITY/COUNTY GOVERNMENT — PUBLIC SCHOOLS — COMMUNITY

PUBLIC SCHOOLS → COMMUNITY EDUCATION DIRECTOR

RECREATION DIRECTOR — INITIAL CONTACT — ADDITIONAL AGENCIES

ADVISORY COUNCIL

GUIDELINES FOR JOINT PLANNING — DIRECTOR MEETINGS — STRUCTURE FORMAL/INFORMAL WRITTEN/VERBAL — PROBLEM SOLVING — INTERAGENCY GUIDELINES

CO-ATTENDANCE OF PROFESSIONAL MEETINGS — DIRECTOR INTERACTION — CASUAL BY TELEPHONE

BUDGETING — EMPLOYEES — FUNDING — COOPERATIVE AGREEMENTS WRITTEN/VERBAL — FACILITY USAGE — PROGRAM DEVELOPMENT — JANITOR SERVICES & MAINTENANCE

EMPLOYEES → COOPERATIVE TRAINING

COOPERATIVE TRAINING → JOB DESCRIPTION INTERVIEWING HIRING

COOPERATIVE AGREEMENTS → COMMUNITY PROGRAMS

FIGURE 5

COLLABORATION MODEL
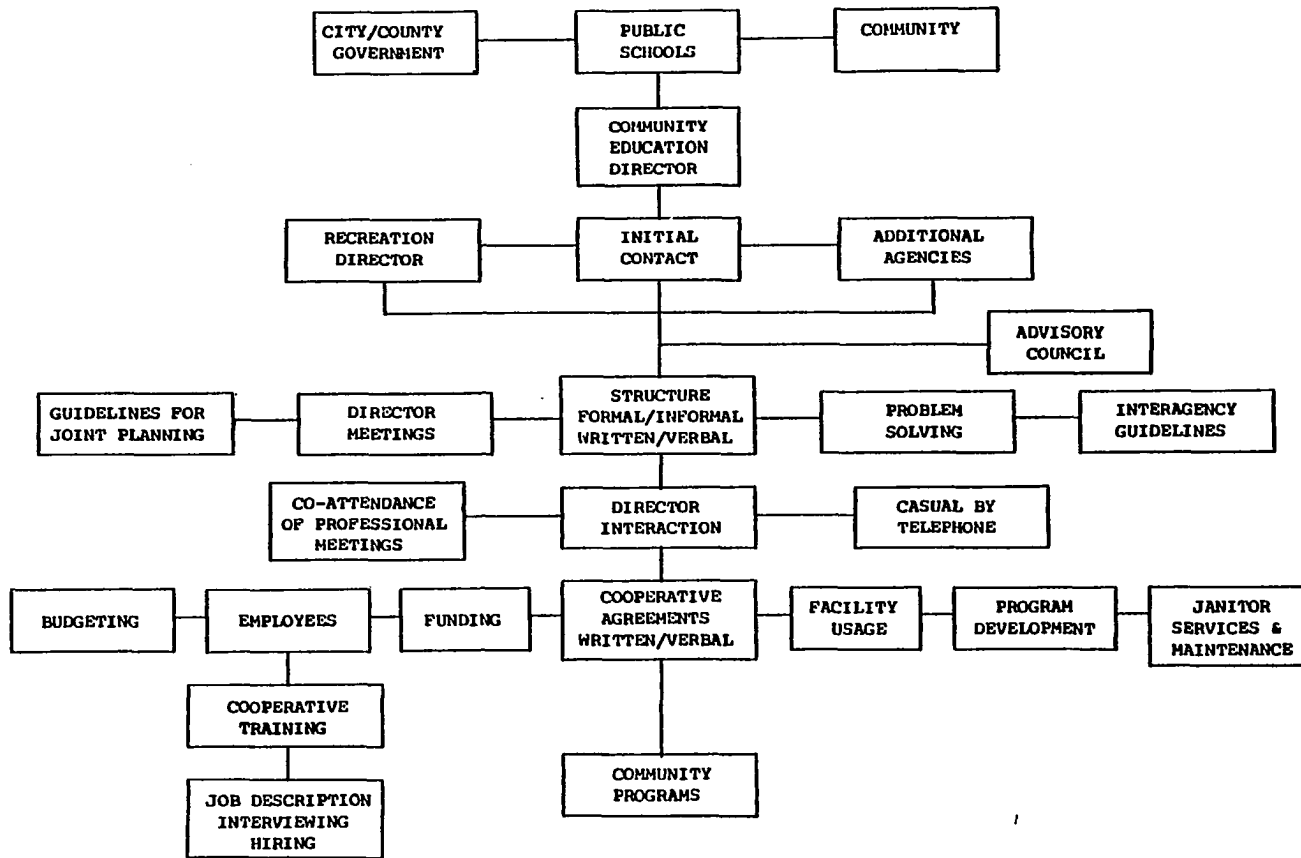
It is recommended that further investigation be undertaken to determine specific interaction and implementation of the elements identified in this study. Specifically, research to investigate how the development of structure elements affect the level of agency partnerships; the relationship of director interaction to the development of the cooperative process; the relationship of the inter-dependence of organizations to the development of the cooperation, coordin-ation, and collaboration levels; how agencies utilize evaluation processes to enhance cooperative partnerships; the relationship of community involvement and the level of agency partnership, and the specific development of cooperative agreements and how their implementation affects the level of partnership an agency achieves.

It is further recommended that a study be conducted to determine whether existing interagency partnerships are effective. This study would need to investigate and develop the criteria for determining interagency partnership effectiveness.

In addition, since interagency partnerships are dependent upon the directors to cooperate, coordinate, or collaborate, an investigation should be conducted to determine how much of the success of an interagency alliance is dependent upon the personalities of the agency directors and the variable of the extent of director training in community education would be of interest. Moreover, how crucial is the role of the community education director to the development of interagency partnerships.

The final recommendation is that a study be conducted to determine the degree of transferability of the research findings of this study to the actual operational principles or practices of other agencies and to investigate the extent to which these elements work in different and/or similar situations.

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APPENDIX A

LETTER TO PANEL OF EXPERTS

June 13, 1981

Dear   :

    I am a doctoral student at the University of Oklahoma and in the process of writing my dissertation entitled, "Cooperation to Collaboration: A Survey of Selected Municipal Recreation and Community Education Joint Efforts Throughout the United States." Within this process I am at the point of conducting a National Survey of Community Education and Recreation Programs that are at some point in the cooperative process.

    My sample consists of approximately one hundred community education/recreation programs across the United States. The survey will be distributed to both community education and recreation administrators of these programs. Before I can distribute this survey, I feel that I must seek the advice of a panel of experts. I realize that your time is at a premium; however, if you are willing to be a member of this panel, I believe that I would truly be advised by your expertise.

    Enclosed please find two copies of the rough draft of the National Survey of Community Education and Recreation. Copy A of the survey will be sent to each Community Education Director and copy B will be sent to each Recreation Director. Also enclosed is a copy of the study's hypothetical statements, a copy of the hypothesis/question relationships, and one self-addressed, stamped return envelope.

    When constructing the survey I was concerned about its length, yet I wanted to be sure that the questions would provide information which would allow the researcher to make decisions regarding the hypothetical statements, levels of interagency relationships (i.e., cooperation, coordination, and collaboration), and common components of each of these levels.

    Please read the hypothetical statements; then go through the surveys and indicate what might be done to make each survey a more accurate or complete instrument. Please note the survey hypothesis/question relationship page listing each hypothetical statement and the number of the survey question that relates to each hypothesis.

Again, I realize that you are busy; however, I believe that this type of research is greatly needed. I would appreciate it if you would return the information within the next week. If you would like a copy of the results of this study, please make a note on the enclosed material and you will receive a copy shortly after the completion of the study.

Thank you very much for your time and effort.

Sincerely,

Wayne Ragsdale

APPENDIX B

PANEL OF EXPERTS

PANEL OF EXPERTS

Susan Baille
200 Thurber Street, #6
Syracuse, New York 13210

Kent Blumenthal
National Recreation and Park Association
1601 N. Kent Street
Arlington, Virginia 22209

Dr. Dale L. Cook
Director, Community Education Center
Room 405 White Hall
Kent State University
Kent, Ohio 44242

Dr. Larry E. Decker, Director
Mid-Atlantic Center for Community Education
School of Education
Ruffner Hall - Room 217
University of Virginia
Charlottesville, Virginia 22903

Dr. Deke Johnson, Director
Community Education Center
309 Gundersen Hall
Oklahoma State University
Stillwater, Oklahoma 74074

Dr. Steve R. Parson, Director
Cooperative Extension Program for Community
   Education
214 University City Office Building
Virginia Polytechnic Institute and State
   University
Blacksburg, Virginia 24061

Mr. Joe Ringers, Jr.
P. O. Box 7024
Arlington, Virginia 22207

Dr. Robert J. Shoop, Director
Kansas Center for Community Education
201 Holton Hall
College of Education
Kansas State University
Manhattan, Kansas 66506

Dr. Curtis Van Voorhees
2117 Seb
The University of Michigan
Ann Arbor, Michigan 48109

John W. Warden
The Northern Institute for Research,
    Training, and Development, Inc.
650 W. International Airport
Anchorage, Alaska 99502

APPENDIX C

SURVEY INSTRUMENT - A

NATIONAL SURVEY OF

COMMUNITY EDUCATION AND RECREATION - A

* Please answer all questions by marking the appropriate box or by supplying a short written response as required.

* You are encouraged to make any comments that will help in interpreting your responses.

* After completing the questionnaire, simply put it in the stamped, self-addressed envelope and mail it as soon as possible.

1. How is your administrative position described?

    _____ Community education director
    _____ Community education coordinator
    _____ Community school director
    _____ Other (please specify) _____

2. What were/are your areas of specialization and training? (Please mark all appropriate areas)

    _____ Community education
    _____ Recreation and/or leisure studies
    _____ Public school administration
    _____ Public school education
    _____ Other (please specify) _____

3. What percent of your duties and responsibilities are devoted to community education?
    _____ %

4. What percent of your duties and responsibilities are devoted to parks and recreation?

    _____ %

5. What is the approximate population of the area served by your program?

    _____

6. When community education programs began in your city, were the local municipal recreation agencies contacted about joint or additional program offerings?

    _____ Yes
    _____ No

7. Approximately what percent of your total community education programs are sponsored or directed by municipal recreation agencies?

_____ %

8. As Community Education representative, how often do you meet with the Recreation Director (or Coordinator)?

_____ Weekly	_____ Semi-annually
_____ Monthly	_____ Annually
_____ Quarterly	_____ Other (please specify) _____

8a. Are these meetings:

_____ Formal
_____ Informal

9. Do you have casual phone conversations with the Recreation Director (or Coordinator)?

_____ Yes
_____ No

9a. If yes, are these phone conversations:

_____ Frequent (more than once a week)
_____ Occasional (once every two weeks)
_____ Rare (less than once a month)

10. In your estimation, is there an effective system of communication between community education and recreation?

_____ Yes
_____ No
Comments _____

11. Do you have any problem solving meetings or sessions with the Recreation Director (or Coordinator)?

_____ Yes
_____ No

11a. If yes, are these meetings/sessions:

_____ Formal
_____ Informal

12. Do you have any formal cooperative agreements with recreation?

     _____ None
     _____ Yes, written
     _____ Yes, verbal
     _____ Yes, other (please specify) _____

12a. If yes, which of the following areas do these agreements cover? (mark all that apply)

_____ Facility usage	_____ Budgeting
_____ Program development	_____ Purchasing
_____ Employees	_____ Janitor services & maintenance
_____ Funding	_____ Other (specify)

13. Do you have provisions between community education and recreation so that community programs are coordinated so there is no overlapping or duplication?

     _____ None
     _____ Yes, written
     _____ Yes, verbal
     _____ Yes, other (please specify) _____

14. Do recreation administrators recommend changes in policies or procedures of the community education program?

     _____ Yes
     _____ No
     Comments _____

15. How long has there been a joint relationship or cooperative relationship between community education and recreation?

     _____ Less than one year
     _____ More than one year (please specify # of years) _____

16. As Community Education administrator, have you had any training in recreation since you began your present position?

     _____ Yes
     _____ No

17. Have you attended any professional meetings or conferences with local parks and recreation professionals?

     _____ Yes
     _____ No

18. In your estimation, are the community education and recreation departments dependent upon each other for the successful delivery of services to the community?

      _____ Yes
      _____ No
      Comments _____

19. Are the community education and recreation departments dependent upon the combined facilities of both departments to provide needed services to the community?

      _____ Yes
      _____ No
      Comments _____

20. In your community or service area, is there a multi-service resource center?

      _____ Yes
      _____ No

20a. If yes, is this center used by both community education and recreation?

      _____ Yes
      _____ No

20b. Were there joint planning agreements between community education and recreation for the construction of the multi-service resource center?

      _____ Yes
      _____ No

20c. How long has the multi-service resource center been in operation?

      _____ Less than one year
      _____ More than one year (please specify # of years) _____

21. Do you have specific guidelines showing steps to be followed in joint planning of school and community facilities?

      _____ Yes
      _____ No

22. Does the fiscal management of community education and recreation programs come from the same budget?

      _____ Yes
      _____ No
      Comments _____

23. Is it necessary for your community education and recreation departments to have combined financial resources to keep existing programs and/or expand into new areas?

_____ Yes
_____ No

24. In your estimation, do you feel that interagency efforts are increasing the efficient use of public and private funds?

_____ Yes
_____ No
Comments _____

25. Do you have employee training sessions in recreation?

_____ Yes
_____ No

26. Do you have employee training sessions in interagency cooperation?

_____ Yes
_____ No

27. Who is responsible for hiring community education employees?

_____ Community education director
_____ Recreation director
_____ Both of above
_____ Other (please specify) _____

28. Who is responsible for hiring recreation department employees?

_____ Recreation director
_____ Community education director
_____ Both of the above
_____ Other (please specify) _____

29. Are there cooperative efforts between community education and recreation for the following:

a. Joint job description development?

_____ Yes
_____ No

b. Joint interviewing of employees?

_____ Yes
_____ No

c. Joint hiring of employees?

    _____ Yes
    _____ No

30. Who provides leadership in coordinating joint projects between community education and recreation?

    _____ Community education director
    _____ Community education coordinator
    _____ Recreation director
    _____ Other (please specify) _____

31. In your estimation, was it necessary for community education and recreation to enter into a cooperative partnership for the continuance or expansion of programs?

    _____ Yes
    _____ No
    Comments _____

32. Did you enter into a cooperative partnership with recreation for any of the following reasons? (mark all that may apply)

    _____ Budget cuts in your agency
    _____ Rising inflation and a static budget
    _____ Funding requirement
    _____ Legislative requirement
    _____ Other (please specify) _____

33. Do you feel that community education and recreation cooperative efforts are noticeably improving services?

    _____ Yes
    _____ No
    Comments _____

34. Was community education initiated in your community by:

    _____ The school district
    _____ The community
    _____ The parks and recreation department
    _____ Other (please specify) _____

35. In your estimation, did you receive any pressure or coercion from the people of the community to enter into a cooperative partnership?

    _____ Yes
    _____ No
    Comments _____

36. In your estimation, did you receive any public support to enter into a cooperative partnership?

_____ Yes
_____ No
Comments _____

37. Does your community education program have a district wide advisory council?

_____ Yes
_____ No

37a. If yes, how often does the district wide advisory council meet?

_____ Weekly
_____ Every other week
_____ Monthly
_____ Every other month

_____ Quarterly
_____ 2 or 3 times a year
_____ Only when a new
      program begins

37b. How long has your district wide advisory council been in existence?

_____ Since the onset of community education
_____ Other (please specify)

38. Does your district wide advisory council participate in the screening and recommending of applicants for the position of:

Community education director	_____ Yes	_____ No
Community education coordinator	_____ Yes	_____ No
Director of Recreation	_____ Yes	_____ No
Community education program instructor	_____ Yes	_____ No
Principal	_____ Yes	_____ No
K-12 teachers	_____ Yes	_____ No
Other (please specify)	_____ Yes	_____ No

---

39. Does your district wide advisory council make final decisions for the hiring of any of the following positions?

Community education director	_____ Yes	_____ No
Community education coordinator	_____ Yes	_____ No
Director of Recreation	_____ Yes	_____ No
Community education program instructor	_____ Yes	_____ No
Principal	_____ Yes	_____ No
K-12 teachers	_____ Yes	_____ No
Other (please specify)	_____ Yes	_____ No

40. Do you have a definite set of procedures for working with agencies?

     _____ Yes
     _____ No

41. Do you have specific guidelines showing steps to be followed in interagency projects?

     _____ Yes
     _____ No

42. Do you feel that community education and recreation cooperative efforts are allowing for continuous reassessment of community needs and goals?

     _____ Yes
     _____ No
     Comments _____

APPENDIX D

SURVEY INSTRUMENT - B

NATIONAL SURVEY OF

COMMUNITY EDUCATION AND RECREATION - B

* Please answer all questions by marking the appropriate box or by supplying a short written response as required.

* You are encouraged to make any comments that will help in interpreting your responses.

* After completing the questionnaire, simply put it in the stamped, self-addressed envelope and mail it as soon as possible.

1. How is your administrative position described?

    _____ Recreation director
    _____ Recreation coordinator
    _____ Other (please specify) _____

2. What were/are your areas of specialization and training? (Please mark all appropriate areas)

    _____ Community education
    _____ Recreation and/or leisure studies
    _____ Public school administration
    _____ Public school education
    _____ Other (please specify) _____

3. What percent of your duties and responsibilities are devoted to community education?

    _____ %

4. What percent of your duties and responsibilities are devoted to parks and recreation?

    _____ %

5. What is the approximate population of the area served by your program?

    _____

6. When community education programs began in your city, were the local municipal recreation agencies contacted about joint or additional program offerings?

    _____ Yes
    _____ No

7. Approximately what percent of your total community education programs are sponsored or directed by municipal recreation agencies?

    _____ %

8. As Recreation Director (or Coordinator), how often do you meet with the community education administrator?

    _____ Weekly   _____ Semi-annually
    _____ Monthly   _____ Annually
    _____ Quarterly   _____ Other (please specify) _____

8a. Are these meetings:

    _____ Formal
    _____ Informal

9. Do you have casual phone conversations with the community education administrator?

    _____ Yes
    _____ No

9a. If yes, are these phone conversations:

    _____ Frequent (more than once a week)
    _____ Occasional (once every two weeks)
    _____ Rare (less than once a month)

10. In your estimation, is there an effective system of communication between community education and recreation?

    _____ Yes
    _____ No
    Comments _____

11. Do you have any problem solving meetings or sessions with the community education administrator?

    _____ Yes
    _____ No

11a. If yes, are these meetings/sessions:

    _____ Formal
    _____ Informal

12. Do you have any formal cooperative agreements with community education?

> _____ None
> _____ Yes, written
> _____ Yes, verbal
> _____ Yes, other (please specify) _____

12a. If yes, which of the following areas do these agreements cover? (mark all that apply)

> _____ Facility usage   _____ Budgeting
> _____ Program development   _____ Purchasing
> _____ Employees   _____ Janitor services & maintenance
> _____ Funding   _____ Other (specify)

13. Do you have provisions between community education and recreation so that community programs are coordinated so there is no overlapping or duplication?

> _____ None
> _____ Yes, written
> _____ Yes, verbal
> _____ Yes, other (please specify) _____

14. Do recreation administrators recommend changes in policies or procedures of the community education program?

> _____ Yes
> _____ No
> Comments _____

15. How long has there been a joint relationship or cooperative relationship between community education and recreation?

> _____ Less than one year
> _____ More than one year (please specify # of years) _____

16. As Recreation Director (or Coordinator), have you had any training in recreation since you began your present position?

> _____ Yes
> _____ No

17. Have you attended any professional meetings or conferences with local community education professionals?

> _____ Yes
> _____ No

18. In your estimation, are the community education and recreation departments dependent upon each other for the successful delivery of services to the community?

      _____ Yes
      _____ No
      Comments _____

19. Are the community education and recreation departments dependent upon the combined facilities of both departments to provide needed services to the community?

      _____ Yes
      _____ No
      Comments _____

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      _____ Yes
      _____ No

20a. If yes, is this center used by both community education and recreation?

      _____ Yes
      _____ No

20b. Were there joint planning agreements between community education and recreation for the construction of the multi-service resource center?

      _____ Yes
      _____ No

20c. How long has the multi-service resource center been in operation?

      _____ Less than one year
      _____ More than one year (please specify # of years) _____

21. Do you have specific guidelines showing steps to be followed in joint planning of school and community facilities?

      _____ Yes
      _____ No

22. Does the fiscal management of community education and recreation programs come from the same budget?

      _____ Yes
      _____ No
      Comments _____

23. Is it necessary for your community education and recreation departments to have combined financial resources to keep existing programs and/or expand into new areas?

_____ Yes
_____ No

24. In your estimation, do you feel that interagency efforts are increasing the efficient use of public and private funds?

_____ Yes
_____ No
Comments _____

25. Do you have employee training sessions in recreation?

_____ Yes
_____ No

26. Do you have employee training sessions in interagency cooperation?

_____ Yes
_____ No

27. Who is responsible for hiring community education employees?

_____ Community education director
_____ Recreation director
_____ Both of above
_____ Other (please specify) _____

28. Who is responsible for hiring recreation department employees?

_____ Recreation director
_____ Community education director
_____ Both of the above
_____ Other (please specify) _____

29. Are there cooperative efforts between community education and recreation for the following:

a. Joint job description development?

_____ Yes
_____ No

b. Joint interviewing of employees?

_____ Yes
_____ No

c. Joint hiring of employees?

_____ Yes
_____ No

30. Who provides leadership in coordinating joint projects between community education and recreation?

_____ Community education director
_____ Community education coordinator
_____ Recreation director
_____ Other (please specify) _____

31. In your estimation, was it necessary for community education and recreation to enter into a cooperative partnership for the continuance or expansion of programs?

_____ Yes
_____ No
Comments _____

32. Did you enter into a cooperative partnership with community education for any of the following reasons? (mark all that may apply)

_____ Budget cuts in your agency
_____ Rising inflation and a static budget
_____ Funding requirement
_____ Legislative requirement
_____ Other (please specify) _____

33. Do you feel that community education and recreation cooperative efforts are noticeably improving services?

_____ Yes
_____ No
Comments _____

34. Was community education initiated in your community by:

_____ The school district
_____ The community
_____ The parks and recreation department
_____ Other (please specify) _____

35. In your estimation, did you receive any pressure or coercion from the people of the community to enter into a cooperative partnership?

_____ Yes
_____ No
Comments _____

36. In your estimation, did you receive any public support to enter into a cooperative partnership?

_____ Yes
_____ No
Comments _____

37. Does your community education program have a district wide advisory council?

_____ Yes
_____ No

37a. If yes, how often does the district wide advisory council meet?

_____ Weekly   _____ Quarterly
_____ Every other week   _____ 2 or 3 times a year
_____ Monthly   _____ Only when a new
_____ Every other month   program begins

37b. How long has your district wide advisory council been in existence?

_____ Since the onset of community education
_____ Other (please specify)

38. Does your district wide advisory council participate in the screening and recommending of applicants for the position of:

Community education director	_____ Yes	_____ No
Community education coordinator	_____ Yes	_____ No
Director of Recreation	_____ Yes	_____ No
Community education program instructor	_____ Yes	_____ No
Principal	_____ Yes	_____ No
K-12 teachers	_____ Yes	_____ No
Other (please specify)	_____ Yes	_____ No

39. Does your district wide advisory council make final decisions for the hiring of any of the following positions?

Community education director	_____ Yes	_____ No
Community education coordinator	_____ Yes	_____ No
Director of Recreation	_____ Yes	_____ No
Community education program instructor	_____ Yes	_____ No
Principal	_____ Yes	_____ No
K-12 teachers	_____ Yes	_____ No
Other (please specify)	_____ Yes	_____ No

40. Do you have a definite set of procedures for working with agencies?

      _____ Yes
      _____ No

41. Do you have specific guidelines showing steps to be followed in interagency projects?

      _____ Yes
      _____ No

42. Do you feel that community education and recreation cooperative efforts are allowing for continuous reassessment of community needs and goals?

      _____ Yes
      _____ No
      Comments _____

APPENDIX E

SURVEY HYPOTHESIS/QUESTION RELATIONSHIP

SURVEY HYPOTHESIS/QUESTION RELATIONSHIP

Hypothesis relationship to:

Cooperation: H_1, H_2, H_8, H_9

Coordination: H_3

Collaboration: H_4, H_5, H_6, H_7

Hypothesis/Survey Questions:

H_1 -   8a, 11a, 13

H_2 -   15

H_3 -   12, 12a

H_4 -   26

H_5 -   20b

H_6 -   12a, 22

H_7 -   29c

H_8 -   31

H_9 -   35

General Information Items: 1, 2, 3, 4, 5

Question Differences From Survey A to Survey B: 1, 8, 11, 12, 16, 17, 25

APPENDIX F
SURVEY COVER LETTER

June 29, 1981

Dear   :

   Please consider taking a few minutes of your time to deal with a matter which concerns all community education and recreation administrators.

   Unnecessary competition, duplication, lack of adequate facilities, etc., are problems that many community educators and recreation professionals have had to deal with at one time or another. The enclosed questionnaire is part of a nationwide study designed to look at the types of working relationships between community education and recreation programs.

   This questionnaire is being distributed to approximately 150 community education/recreation programs across the United States. The results of this information will provide valuable understanding about the present status of community education and recreation cooperation.

   In order to assure the representativeness of the study's findings, it is very important that completed questionnaires be received from all of the selected programs. Your consideration in completing the questionnaire and returning it in the enclosed self-addressed, stamped, return envelope within the next few days will be greatly appreciated.

   If you would like a copy of the findings of this study, please include your name and address with the returned questionnaire and I will send you a copy of the results soon after the completion of the study.

   Thank you for your time and consideration.

       Sincerely yours,

       Wayne Ragsdale

APPENDIX G

FOLLOW-UP LETTER
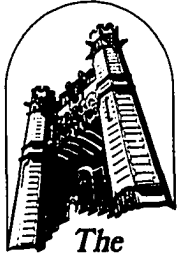
July 17, 1981

Dear   :

I am writing in regard to a questionnaire I sent you approximately three weeks ago.   The questionnaire requested specific information about your community education/recreation program.

I have not received the requested information and wanted to take this opportunity to send you an additional survey and ask if you would please take just a few minutes to fill it out and return it to me. I realize that your time is very valuable; however, this type of research is desperately needed to expand the existing knowledge in the field of community education and recreation.

Your cooperation and consideration in completing the questionnaire and returning it in the self-addressed, stamped, return envelope within the next few days will be greatly appreciated.

Thank you again for your time and effort.

Sincerely,

Wayne Ragsdale

APPENDIX H

RESPONSE COMPARISON OF SURVEY-A AND SURVEY-B

RESPONSE COMPARISON OF SURVEY-A AND SURVEY-B

Question	A Community Education		B Recreation	
6.	(N=91)		(N=38)	
Response	N	%	N	%
Yes	81	89.0	29	76.3
No	10	11.0	9	23.7
8a.	(N=87)		(N=30)	
Response	N	%	N	%
Formal	30	34.5	9	30.0
Informal	57	65.6	21	70.0
9a.	(N=85)		(N=29)	
Response	N	%	N	%
Frequent	27	31.8	11	38.0
Occasional	44	51.8	9	31.0
Rare	14	16.5	9	31.0
11.	(N=93)		(N=31)	
Response	N	%	N	%
Yes	51	54.8	16	51.6
No	42	45.2	15	48.4

Question	A Community Education		B Recreation	
12a. Response	N	%	N	%
Facility Usage	72	76.6	25	62.5
Program Development	55	58.5	20	50.0
Employees	32	34.0	12	30.0
Funding	45	47.8	14	35.0
Budgeting	25	26.6	10	25.0
Purchasing	25	26.6	5	12.5
Janitor Services	30	31.9	17	42.5
14. Response	(N=89) N	%	(N=37) N	%
Yes	52	58.4	19	51.4
No	37	41.6	18	48.6
17. Response	(N=94) N	%	(N=37) N	%
Yes	69	73.4	33	89.2
No	25	26.6	4	10.8
18. Response	(N=90) N	%	(N=39) N	%
Yes	75	83.3	28	71.8
No	15	16.7	11	28.2

Question	A Community Education			B Recreation		
19.	(N=93)			(N=37)		
Response	N		%	N		%
Yes	84		90.3	32		86.5
No	9		9.7	5		13.5
21.	(N=91)			(N=39)		
Response	N		%	N		%
Yes	36		39.6	21		53.8
No	55		60.4	18		46.2
23.	(N=92)			(N=39)		
Response	N		%	N		%
Yes	38		41.3	18		46.2
No	54		58.7	21		53.8
24.	(N=91)			(N=39)		
Response	N		%	N		%
Yes	87		95.6	30		76.9
No	4		4.4	9		23.1
26.	(N=92)			(N=39)		
Response	N		%	N		%
Yes	54		58.7	20		51.3
No	38		41.3	19		48.7

Question	A Community Education			B Recreation		
29a.	(N=92)			(N=38)		
Response	N		%	N		%
Yes	29		31.5	10		26.3
No	63		68.5	28		73.7
29b.	(N=92)			(N=38)		
Response	N		%	N		%
Yes	26		28.3	11		28.9
No	66		71.7	27		71.9
29c.	(N=92)			(N=38)		
Response	N		%	N		%
Yes	31		33.7	10		26.3
No	61		66.3	28		73.7
31.	(N=89)			(N=36)		
Response	N		%	N		%
Yes	59		66.3	24		66.7
No	30		33.7	12		33.3
36.	(N=90)			(N=35)		
Response	N		%	N		%
Yes	53		58.9	19		54.3
No	37		41.1	16		45.7

Question	A Community Education		B Recreation	
37. Response	(N=94) N	%	(N=36) N	%
Yes	77	81.9	20	55.6
No	17	18.1	16	44.4
40. Response	(N=92) N	%	(N=39) N	%
Yes	31	33.7	18	46.2
No	61	66.3	21	53.8
42. Response	(N=92) N	%	(N=36) N	%
Yes	85	92.4	25	69.4
No	7	7.6	11	30.6