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A DESCRIPTIVE STUDY OF SELECTED COMMUNITY
EDUCATION CONSORTIA IN MICHIGAN

by

Michael F. Dixon

A Dissertation
Submitted to the
Faculty of The Graduate College
in partial fulfillment
of the
Degree of Doctor of Education

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Finally, I would like to dedicate this study in the memory of Robert K. Smiley, Sr. Without his consistent counseling and concern for my career, I may not have been in the position I am in today.

Michael F. Dixon

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CHAPTER I

INTRODUCTION

A basic tenet of community education is inter-agency cooperation. This principle has been documented by numerous writers and observers. Dorland and Butcher (1975) corroborate this statement when they posit that "in recent years the concept of community education has gained wide acceptance and it has become apparent to community educators at all levels that inter-agency cooperation is a fundamental element of their efforts" (p. 6). In the past few years, community educators have seen the tenet of inter-agency cooperation expanded and developed into that of consortia.

Traditionally, educators have developed consortia for numerous reasons. There are almost as many different reasons for organizing consortia as there are numbers of consortia. However, an in-depth look into consortia development (Patterson, 1973) generates three primary motivations that enhanced the advancement of consortia in the United States. They are: (1) to increase operational efficiency of the participating agencies by coordinating the available resources and avoiding duplication of services; (2) to stimulate cooperation and confine competition among educational institutions, both public and private; and (3) to promote inter-institutional cooperation and the advancement of education by providing

services that each agency could not realistically provide alone.

Parsons (1970) presumes that cooperation begins with communications. He further contends that the sooner educators begin this process, the sooner they will have community resources interacting to better meet the needs of the people in the community. Medlin (1975) substantiates Parsons' belief that cooperation begins with communication when he describes the success of a community education program in Florence, South Carolina: "Individual agency personnel have been willing to engage in frank, open dialogue about the problems facing the total community, and they have been equally willing to serve on inter-agency planning and advisory committees" (p. 16).

Parsons and Medlin both imply that communication is an integral part of inter-agency cooperation.

Eyster (1975) proclaims that "the resources to solve individual, group and community problems do exist in virtually every community, but the intelligent [emphasis mine] application of those resources is not a simple matter" (p. 24). Kohl and Achilles (1970) offer additional support to Eyster's proclamation by stating:

Cooperation is not simply another way of looking at shared services; it must reflect capabilities for the conceptualization and development of (1) new ways of conducting activities for the educational enterprise, (2) new ideas for generating programmatic systems for the educational enterprise, and (3) new support for education. (p. 8)

The ideas shared by Eyster (1975) and Kohl and Achilles (1970) suggest that effective inter-agency cooperation has as a requisite a knowledgeable leader, governing body, or organizational structure.

If community education is intended to be responsive to needs articulated by people in any given community, then the concept must lend itself to the coordination of community resources through inter-agency cooperation (Tasse, 1972). One of the most effective methods of procuring inter-agency cooperation is through the development of an organizational structure--a consortium.

Statement of the Problem

The purposes of this study are:

1. To investigate existing Michigan community education consortia for the effects these consortia have on the delivery of community education services.
2. To describe the functioning of the various combinations of agencies within consortia.
3. To propose guidelines for the organization and maintenance of community education consortia.

Definition of Terms

The following terms are defined, to prevent semantic confusion throughout the study:

Community education consortium.--An agreement among three or more agencies including the school in which the

agencies voluntarily relinquish some decision-making prerogatives in order to reach certain goals and to provide educational activities and/or services that each member could not realistically provide independently.

Community education district director in Michigan.--A person who has been identified, by the Michigan Department of Education Adult and Continuing Education Services, as the contact person for that school district.

Questions to be Investigated

1. What is the history of community education consortia in Michigan?
2. What types of agencies are most likely to participate in a community education consortium? And to what extent will they participate?
3. How are the administrative aspects, such as staffing, funding, and directing, of community education consortia established and maintained?
4. What are the usual problems encountered by community education consortia?
5. What outcomes, stemming from community education consortia, are most desirable?
6. What are the anticipated roles community education consortia will play in the future?
7. What are appropriate guidelines for the organization and maintenance of community education consortia?

Rationale

Little is known about community education consortia, and it seems desirable to better understand where, how, and

why agencies in a community cooperate. Today, community problems are complex and most often interrelated. Solutions to these problems require communication, cooperation, and coordination between and among all community agencies. The National Joint Continuing Steering Committee (1976) posits:

Community solutions require a coordinated effort on a broad front to see a community's problems in relation to one another so that they can be analyzed properly; and so that agreement on agency roles, responsibilities, and community priorities can be established and implemented. (p. 19)

The Committee further contends:

Interagency cooperation and the multi-agency approach to community education and problem solving have become the key ingredients for improving and expanding services in a time of serious competition for dwindling financial resources. (p. 2)

From the position of the National Joint Continuing Steering Committee, it appears evident that community educators and others have a genuine commitment to establish and maintain inter-agency cooperation. For indeed, "Another facet of the educational process is involvement in improving the community--making it a better place to live" (Friedman, 1975, p. 13).

Historically, many community agencies that maintain the common goal of improving the social and economic welfare of their community have been reluctant to cooperate with each other, particularly at the local level (Medlin, 1975). However, in recent years the concept of community education has gained wide acceptance, and it has become apparent to

community educators that "any comprehensive community education program will inevitably develop cooperative relationships with a good many agencies, including churches, unions, business and industry, government agencies, women's clubs, professional societies, and volunteer groups" (Dorland & Butcher, 1975, p. 6).

Andrews and Lemke (1975) further Dorland and Butcher's idea by emphasizing that "in cooperating to develop educational programs it has been recognized . . . that each cooperating member in a consortium has something unique to contribute to a successful program" (p. 14). Therefore, community agencies, including the school, must recognize each other as dynamic entities which must constantly adjust to each other in order to make any meaningful progress toward resolving educational programs (Fantini, 1969).

Cwik, King, and Van Voorhees (1976) summarized, after reviewing five doctoral dissertations and the literature on inter-agency cooperation, that "there is no blueprint illustrating the perfect paradigm for inter-agency relationships applicable across the United States" (pp. 23-24). They further itemized 48 areas of inter-agency cooperation that need to be investigated. The question now is: What is the best strategy for developing and implementing a positive concept of inter-agency cooperation, that is, one that will be enthusiastically adopted by all agencies in a community (Medlin, 1975)?

Powers and Price (1968) studied the feasibility of cooperative planning in the Fremont and Newark areas of California. They concluded that these two areas are similar in at least two aspects. First, Fremont and Newark are two of the most rapidly growing communities in one of the most rapidly growing metropolitan areas of the United States. Second, the public agencies serving the areas face three common problems: (1) building adequate facilities, (2) offering services for expanded community, and (3) trying to do these with an inadequate tax base.

The districts proposed that the program be concerned with determining if

- (1) by careful planning, research and innovation;
 - (2) with cooperation by all public agencies; and
 - (3) by centering these efforts through the public schools, the typical results of the culturally deprived, educationally handicapped, blighted ghettos found in large cities could be prevented and if such planning, research and innovation would materially improve the community life.
- (Powers & Price, 1968, p. 1)

The two districts maintained that if a cooperative planning action were to be initiated, the most responsible approach would be to work directly with the people in the community. Community residents then concluded that opportunities exist for integrating educational planning with the planning of other social agencies in five areas. Specifically, the areas identified for cooperative planning exist in (1) education, (2) health and welfare, (3) cultural facilities and recreation, (4) housing, and (5) transporta-

tion (Powers & Price, 1968).

Powers and Price (1968) further determined three problem areas encountered by the Fremont and Newark districts. First, the officials within the various agencies were not willing to participate with the school districts in a cooperative planning and action program. Second, human and fiscal resources were not available to support further planning efforts and action programs. Third, the public agencies involved generated an incompatibility while trying to develop objectives.

Frey (1970) may be able to offer additional explanation as to the first problem encountered by the Fremont and Newark districts. After investigating the 73 largest United States school districts and the extent of their school-community relations programs, he concluded that "there was a tendency for programs to be under the administration of both a school principal and a central office administrator" (p. 12). He further stated that "program operation was during regular school hours for 95 percent of the districts with programs" (p. 12). These two discoveries do offer an explanation as to why officials within various agencies are not willing to participate with the school districts in cooperative planning and action programs.

Halverson (1973), in studying the possibility of establishing a multi-agency center for educational planning in Santa Clara County (California), stated:

There is a need for districts, regardless of size, to look to other districts (or a consortium of districts), the intermediate level and/or the state to provide certain essential services in a more efficient and effective manner. (p. 3)

The main objective of the Santa Clara County Multi-Agency Center for Educational Planning is to develop an educational planning center that will pool existing expertise in planning into a cohesive and potential aid to planners (Halverson, 1973). A center of this nature could gather data from the various agencies in the county and assemble these data into a common and useful format. In essence, the multi-agency center would act as a catalyst or, more commonly, a coordinator for the county. It would promote coordinated planning among school districts, thus improving the solutions to the future problems of these districts.

Halverson (1973) contends that three major problem areas exist with the operations of the multi-agency center. He identified these areas as (1) maintaining adequate and continuous funding, (2) maintaining a competent staff, and (3) determining the functions which are viewed as important and relevant.

Lancaster (1970), while investigating the conflicts that arise in inter-institutional cooperation, determined four areas of conflict that persistently reappeared in consortia. The areas of conflict were (1) the role of the central office, (2) the distribution of limited resources, (3) the member institution's inabilities to ascertain common

goals, and (4) the management and administrative procedures as the consortium developed.

Based upon a brief literature review and the studies by Frey (1970), Halverson (1973), Lancaster (1970), and Powers and Price (1968), certain problem areas seem to reappear with each investigation of consortia. Four major and significant areas of concern shared by most consortia can be summarized and stated as follows:

1. The allocation of limited resources.
2. The role and scope of the administrator and/or the central office.
3. The organization and maintenance of the consortium.
4. The heterogeneity of member agencies attempting to develop common goals.

One of the outcomes of this study will be the development of general guidelines for the organization and maintenance of community education consortia.

Design of the Study

This study is designed to systematically investigate existing community education consortia in Michigan, in anticipation of developing guidelines for the organization and maintenance of community education consortia.

Based upon a review of the literature, the investigation of the consortia will cover six main areas:

1. The history of the consortium and general background information.

2. The initial planning and development of the consortium.
3. The identification of participating agencies and the degree of their involvement in the consortium.
4. The administrative aspects of the consortium including such areas as staffing, funding, and directing.
5. The problems encountered with a consortium.
6. The director's perception of the consortium's effectiveness and the anticipated role the consortium will play in the future.

Procedures

The first procedural task is the identification of community education consortia in Michigan. This task will be accomplished through a brief survey sent to all community education district directors in Michigan. The survey will include a cover letter (see Appendix A), asking the director to identify the agencies with which his/her district has a cooperative arrangement. Enclosed with the cover letter will be a postage-paid return postcard. On this postcard, the respondent will be asked to identify by category the agencies involved in the cooperative arrangement. An analysis, by this writer, of the returned postcards will indicate whether or not a community education district operates within a consortium. The criterion used to analyze the information is: Are there three or more agencies involved in the cooperative arrangement?

The second procedural task is to stratify the districts

with cooperative arrangements according to the number of categories checked on the survey instrument by the community education director. A simple random sample consisting of 10 percent of each stratum will determine what community education consortia will participate in the study.

The third procedural task is to request, from the previously identified community education director, permission to be interviewed. When the director responds favorably, a time and date will be established for a conference. If the need arises to interview other agency personnel, a time and date will also be established for a conference with them.

Limitations of the Study

The following may be interpreted as limitations of this study:

- (1) The data collected are based only on interviews with district community education directors in Michigan.
- (2) This study makes no attempt to differentiate the demographic characteristics of the community involved.
- (3) The proposed guidelines for establishing a community education consortium are based upon a review of the literature and personal interviews with district directors. It may be assumed that this is not an all-inclusive list and that other areas may need to be investigated.

Organization of the Study

This study is organized in the following manner:

Chapter I presents the introduction, statement of the problem, definition of terms, questions to be investigated, rationale, design of the study, limitations of the study, and organization of the study.

Chapter II presents a selected review of related literature.

Chapter III presents the research methodology and an in-depth description of the research instruments.

Chapter IV presents the findings obtained during the interviews.

Chapter V presents a summary of the findings, conclusions, guidelines, and recommendations for future study.

CHAPTER II

REVIEW OF RELATED LITERATURE

Introduction

Chapter II of this document presents a discussion of four aspects of consortia followed by a brief summary of consortia arrangements in public education. Consortia will be investigated as follows: (1) history of consortia, (2) goals of consortia, (3) problems of consortia, and (4) evaluation of consortia.

Many of the articles and references discussed in the following pages lend themselves to a discussion of consortia on one, two, or three of the following areas: (1) the higher education scene, (2) the public school scene, and (3) the public and/or private agency scene. Although this study was not concerned with consortia arrangements in higher education, per se, it was felt that the history, goals, problems, and evaluation of higher education consortia are related to those of the public school and public and/or private agencies. Therefore, it was felt that its inclusion in the study would enhance the quality of the literature review.

History of Community Education Consortia

Since the concept of community education consortia is relatively new and there is virtually no literature in the

area, the history section of the literature review consists of a look at how cooperative arrangements developed on the educational scene and the stimulus for these arrangements.

The years since 1945 constitute what was probably the most significant and certainly the most active period in our history for movement toward cooperative arrangements in education. The emergence of these cooperatives served as a response toward the challenges of society, toward the economic efficiency of school systems, and toward the sharing of information to help solve common problems (Hughes & Others, 1971).

Educational consortia originated during the 1960's in the higher education institutions. These consortia arrangements were frequently voluntary in nature. Grupe and Murphy (1974), in their discussion of statewide agency/consortia arrangements, stated:

Voluntary consortia in higher education emerged rapidly during the 1960's when colleges and universities were themselves expanding in both size and numbers. Much of the impetus for the creation of consortia came from governmental and philanthropic agencies which themselves sought ways of producing rich educational opportunities for college students. (p. 173)

Hughes et al. (1971) stated that "in a discussion of educational cooperation, the year 1965 is a logical dividing point between basically sub rosa activity and open implementation of cooperative activity" (p. 21). Hence, the discussion of community education consortia development which

follows begins with the year 1965.

The stimuli for educational cooperatives came from several important pieces of federal legislation. One of the most significant of these was the Higher Education Act of 1965. More specifically, Titles I and III of the act provided the framework for educational cooperation.

Title I encouraged cooperation between higher education institutions and community agencies. It mandated institutions of higher education to work closely with, and make their resources available to, communities for the solution of community problems (Hughes et al., 1971).

Title III provided assistance to strengthen developing higher education institutions in several ways: (1) cooperation between a cooperating and developing institution (bilateral), (2) consortia of developing institutions to work on common or similar problems, and (3) connection of a cooperating institution with a consortium of developing institutions (Hughes et al., 1971).

Concomitant to the Higher Education Act of 1965, the federal government further aided the development of educational cooperatives by passing the Elementary and Secondary Education Act of 1965. This act and its amendments did most to encourage educational cooperation. Specifically, Titles I, III, IV, and V related to cooperative efforts among educators (Bailey & Mosher, 1968).

Title I provided funds for the improvement of education

for disadvantaged youth through the utilization of a wide variety of non-school agencies.

Title III provided programs to advance creativity in education. This aspect of Title III encouraged cooperation between and among agencies with a view toward the improvement of education.

Title IV provided for regional educational laboratories to serve a regional need and foster a kind of educational cooperation through these laboratories.

Title V provided that 10 percent of state Title V funds be allocated to local districts to encourage local and multi-district educational planning and to assist with administrative planning.

The 1968 amendments to the Vocational Education Act of 1963 provided further stimuli toward cooperative efforts in education. These amendments mandated that states create statewide advisory councils to be composed of leading businessmen with the purpose of helping to improve statewide vocational education programs. The Vocational Education Act of 1963 had as one of its purposes better cooperation between industry, education, and the entire community. This act was for the continued improvement of educational programs and opportunities, therefore enhancing the quality of education in America (Hughes et al., 1971).

To further enhance educational cooperation, the U.S. Office of Education in 1970 initiated the Urban/Rural School

Development Program:

The purpose of this effort was to demonstrate that federal funds could strengthen the educational resources of the total school community through a joint effort between the school staff and the community. The central concept of urban/rural was one of parity between school and community (Terry & Hess, 1975, p. 14)

This program contained several elements which gave it unique character among federal efforts to facilitate school-community cooperation. Terry and Hess (1975), in their discussion of the Urban/Rural School Development Program, summarized these elements:

1. It mandated that at least half of the members of the joint governing body be drawn from the community.
2. It mandated that the program for each site be planned to fit the needs and circumstances of that particular community.
3. It mandated that the control of the funds be in the hands of the governing body.
4. It mandated that the concentration be on training of educational personnel and development of community resources.

The Department of Health, Education, and Welfare (HEW) and the Department of Housing and Urban Development (HUD) were two other federal agencies supporting cooperative efforts (Molloy, 1973). These two departments did not often give direct aid to public schools; however, they frequently subsidized cooperative efforts among agencies in a community, and they did not discriminate against the public schools as an agency partaking in the cooperative effort. An example

of this was the Whitmer Human Resource Center in Pontiac, Michigan. This project was planned and financed by a cooperative effort involving federal, state, county, and city governments. In this case, the government agency was HUD (Molloy, 1973).

The Higher Education Act, the Elementary and Secondary Education Act, the Vocational Education Act, the U.S. Office of Education, HEW, and HUD all contributed to the growth and development of cooperative arrangements in education. They were the needed stimuli through their continued financial support of innovative, creative, and new educational programs. They adequately supported local educational efforts to enhance their communities by the sharing of resources and by opening lines of communication with the various agencies that constituted the community. They also rewarded school districts financially for cooperative efforts these districts made with other community agencies in the areas of planning and decision-making. Thus, the impetus given to educational cooperation was greatly accelerated by these federal enactments and the efforts of agencies created by the federal legislation.

From the support lent to cooperative efforts by the federal government, the state governments began to realize the advantages of such efforts, and they too started to support cooperative efforts within their states. Only recently a new pressure for voluntary cooperation coming from

statutory statewide coordinating agencies started to appear. The motivation, however, appeared to be consolidation and not expansion. The first overt effort of state departments in this area was when states began consolidating schools, usually rural, to make these districts more cost-efficient and also allow them to provide better educational services (Hughes et al., 1971).

Many states created intermediate educational service agencies (units) in an effort to decentralize into local autonomous units while still maintaining the advantages of the large district (Hughes et al., 1971). Specifically, the State of Michigan and many other states decentralized by devising a tri-level plan of state control. This plan consisted of the state board of education, intermediate school districts, and local school districts. Moreover, the State of Michigan had a master plan, devised by the Michigan State Board of Education, to expedite coordination of regional programs within the state, with neighboring states, and with private organizations. Particular stress was placed in planning efforts, cooperative research, and educational programs co-sponsored with private industry (Grupe & Murphy, 1974).

Beaird (1971), in describing the Idaho consortium, stated that the Idaho State Department, after identifying the educational needs of the state, determined the need for comprehensive planning and more cooperative effort in resolving the educational problems in the state. It was evident that if

the institutions were to meet the educational needs of the people in Idaho, cooperation and coordination were in order. They further concluded that any significant attack on these problems would require optimum utilization of all resources.

In light of what some states were doing to facilitate cooperative efforts, the National Schools Public Relations Association (NSPRA), in a 1971 study on shared services and cooperatives, claimed:

One of the major obstacles to the growth of shared service programs . . . has been their lack of sanction by state education laws. In many states districts in neighboring counties are prohibited by statute from setting up joint boards of education to govern cooperative projects. In others, cooperatives cannot qualify for educational grants from the state--a snag that imposes severe financial limitations on program development. (p. 42)

To add to the dilemma, some state constitutions specify that funds collected on a local basis must be spent locally.

It is now evident that both the state and federal governments have developed some commitment to cooperative arrangements in education. This was best stated by Terry and Hess (1975):

Some type of community involvement in the planning and implementation of many educational programs has been mandated by both federal and state legislation since the passage of the Economic Opportunity Act of 1964 and the Elementary and Secondary Act of 1965. Special federal and state programs have been funded to improve the quality of education through increased responsiveness of the local school to the needs of the client community. (p. 14)

The impetus for cooperation on the local level usually

stemmed from federal and/or state legislation. However, formal agreements between schools and community agencies were in existence for some time and were continuing to expand. New organizations and arrangements, new processes and procedures, and new techniques for financing and governing cooperatives have constantly been developed. This constant development was attributed to recent federal and state enactments encouraging cooperative efforts (Hughes et al., 1971).

Cooperative efforts on the local level were discussed in a study of metropolitan school district cooperation, summarized by Hughes et al. (1971), and described as follows:

Much of the cooperation which is taking place today is not regularly found in education or government literature, yet is very important in the day-to-day operations of a school system. The cooperation is of an informal nature, and often has no formal structure. (pp. 67-68)

It appears that without federal and/or state encouragement cooperation on the local educational scene would have been seriously hampered. It also seems evident that federal and/or state enactments were the necessary stimuli provoking local cooperation. The incentive for local schools and agencies to venture into a cooperative effort was enhanced by these enactments.

Goals of Community Education Consortia

Most studies done on educational consortium arrangements reflect cooperative efforts between or among community

agencies, schools, and universities. In a discussion of goals in community education consortia, it should be kept in mind that the goals identified were as different and diversified as were the consortia themselves. However, this section of the literature review discusses the goals of consortia arrangements on the higher education level and on the local education level. It then summarizes the commonalities found among these various consortia arrangements.

Halderman (1972), after his investigation of voluntary cooperation in higher education, concluded that there are five major goals frequently found among higher education institutions: (1) to decrease unit cost of major services such as libraries, computer centers, management information systems, and so forth, by (a) retaining the level of resource allocation and increasing the service level, or (b) retaining the prior level of service and decreasing the level of resource allocation, or (c) not cooperating if consortium services do not result in lower unit costs; (2) to increase the desirable academic opportunities available to the students at a minimum cost to the student and institution at a level of quality consistent with prescribed standards of the institution; (3) to enrich the cultural life of the campus through jointly sponsored lecture series, and through scientific and artistic exhibits; (4) to increase the quantity and quality of communication among consortium members between these institutions and the broader educational community; and

(5) to provide maximum effectiveness in community and governmental service programs through coordination of resources (pp. 25-28).

Jacobson and Belcher (1973), in their development of models to guide college cooperation, determined three goals of consortia: (1) to strengthen each college through cooperative resource sharing and information exchange; (2) to accomplish the first objective in a way that will insure more effective use of funds; and (3) to ensure cooperation in ways that will enhance and preserve the individuality of each institution (p. 3).

Patterson (1973), in the 1973 Consortium Directory published by the American Association for Higher Education, determined six goals commonly found in higher education consortia: (1) to assist the participating schools in making more efficient use of various resources at their disposal; (2) to improve academic options for the students, increasing operational efficiency and maximizing economics of scale where possible; (3) to stimulate cooperation and mitigate competition among both public and private institutions; (4) to promote inter-institutional cooperation in order to achieve educational advancement; (5) to coordinate the use of resources and to avoid the duplication of services; and (6) to make full use of specialized faculty (pp. 2-15).

Rowell (1975), in his investigation of consortium activities in higher education, found five reasons that

consortia exist: (1) to expand student and faculty opportunities and to make better use of facilities; (2) to promote greater managerial efficiency and cost effectiveness; (3) to develop flexibility for experimentation, change, and research; (4) to facilitate the exchange of ideas and the greater dissemination of knowledge; and (5) to develop entrepreneurship in grantsmanship and articulation (p. 24).

Despite the different reasons for consortia organization in higher education, there seems to be a general pattern of common or similar goals. The first, and most frequently cited, of these goals was to assist the member schools in making more effective and efficient use of their resources. This was done in many different manners; however, the general idea of more effective resource allocation is evident. The second goal, to increase the quantity and quality of communication among consortium members, also appeared to be universally accepted among higher education consortia. The third common goal was to increase desirable academic opportunities to students at a minimum cost to the student and the institution. The fourth goal, which was implicit in most of the studies, was to stimulate cooperation in order to achieve educational advancement.

These four higher education consortia goals, general in nature, were also examples of common consortia goals found in public school systems.

Kohl and Achilles (1970) discovered that the basic

goals of cooperative arrangements in providing regional educational services to local schools were: (1) to provide expanded and improved administrative organization for the service area; (2) to provide services that single districts would not easily be able to afford independently; (3) to provide for the organization and maintenance necessary for the unit to sustain itself; (4) to encourage and facilitate change and innovation through a variety of means; (5) to allocate a percentage of its resources for resource-producing or resource-creating activities and for planned high-risk activities; (6) to provide solutions through cooperative action for educational problems that may be difficult to alleviate without cooperation; and (7) to provide the impetus for developing new systems, ideas, procedures, and linkages for education (p. 7).

Markus (1967), in his analysis of educational cooperation--its importance, status, and principles, discovered four common goals found in educational cooperatives: (1) to collect and disseminate information, (2) to coordinate services, (3) to plan and implement specific activities, and (4) to maintain and to expand educational commitments (p. 58).

Markus (1967) contended:

One of the major purposes of interorganizational cooperation is to reduce the waste and inefficiency which are inevitable when organizations fail to coordinate and control their efforts in making the best possible use of available resources. The

problems of the interdependent society are so enormous that waste and inefficiency in important social activities become less tolerable [emphasis mine]. (p. 12)

Hurwitz and Others (1974), in an analysis of cooperation between school districts and universities, posited that there were three common goals when discussing cooperation between these two agencies: (1) to attempt needed curriculum changes in both institutions to make them relevant to the clients they serve, (2) to continue educating established educators on both the university and the local school levels, and (3) to form a vehicle for dialogue between the collaborating institutions (p. 8).

Mullen and Gottschalk (1972) stipulated four goals that an educational institution should adhere to in establishing a community service sector for that institution: (1) to unite and coordinate efforts to meet individual and community needs, (2) to maintain constant communication with the community, (3) to mobilize community resources to solve previously identified community needs, and (4) to lead community members into playing an active role in the planning of community services.

The studies cited above list the specific goals for various consortia. Consortia on the higher education level and on the local level appeared to have identifiable goals they hold in common. The following goal statements seem best to illustrate the commonalities of educational consortia

discussed above:

1. To utilize efficiently and effectively the various resources the cooperative arrangements have at their disposal.
2. To increase the quantity and quality of communication among the consortium members and their clientele.
3. To provide or expand upon services that each unit could not provide independently.
4. To provide the impetus for innovation, research, and change in education.
5. To promote interagency cooperation in order to achieve educational advancement for the community.

The discussion of goals above and the goal statements posited in the preceding list imply the advantages that members of a consortium desire to achieve in their cooperative efforts. Implicit in these goal statements were the following advantages a consortium arrangement offers its member agencies:

(1) Resources bestowed upon the consortium by agency members will be utilized more efficiently and effectively in a joint effort rather than independently.

(2) Communication between and among consortium members and their clientele will be enhanced.

(3) Services provided to clientele will be enhanced.

(4) Innovation, research, and change in education will be enhanced.

(5) Educational advancement will be stimulated by inter-agency cooperation.

Problems of Community Education Consortia

In Chapter I, four significant problem areas relating to the operation of consortia were identified by Frey (1970), Halverson (1973), Lancaster (1970), and Powers and Price (1968). These four problem areas were stated as follows:

1. The allocation of limited resources.
2. The role and scope of the administrator and/or the central office.
3. The organization and maintenance of the consortium.
4. The heterogeneity of member agencies attempting to develop common goals.

This section of the literature review offers additional information to further substantiate the problems previously cited and identifies other problem areas not previously discussed.

Allocation of limited resources

The paramount concern in the area of resource allocation stemmed from the lack of funds to sufficiently assess and implement needed changes. Secondary to fund allocation was the allocation of human and facility resources. According to Diener and Patterson (1974), one of the first steps a consortium takes, along the lines of fund development, is the appointment of a small committee to review and survey the needs and funding priorities of the arrangement. They further contended that "to be effective in fund development

the arrangement needs to develop a base of understanding, enthusiasm, and know-how to get the job done" (p. 17).

Rowell (1975) claimed that one of the greatest weaknesses and also one of the prime barriers to be overcome in a consortium is the lack of funds and/or the poor allocation of these funds. He further contended:

In order for institutions to keep their heads above water a philosophy of interinstitutional coordination and cooperation must be adopted. No longer may each school try to compete against the others in facilities and the number of offerings as it would in athletics. The necessities must be distinguished from the nice to have items, and academic programs must be realistic, balanced, and cost effective. (p. 26)

The NSPRA (1971) further substantiated the fact that funding is one of the most serious problems facing cooperative arrangements. In their discussion of financing cooperative arrangements, the NSPRA referred to catch-all funding, which entailed (1) state aid in the form of matching grants; (2) special program grants; (3) federal grants; and (4) foundations, private agencies, or business. However, these sources were all short-term support and the NSPRA claimed that many cooperatives continuously suffer financial insecurity because of this. The NSPRA contended that "if the schools cannot contribute to the project from the beginning, the cooperative should at least plan from the start on how the project can be transplanted to local support later on" (p. 10). From their point of view, the most desirable method of financing a cooperative was through the regular and

continuous support of the member agencies.

Halverson (1973), in his study cited briefly in Chapter I, identified three major problems that existed with the operations of the multi-agency center for educational planning. Maintaining adequate and continuous funding and maintaining a competent staff were two of these problems. Halverson's study helped to further substantiate the statement that funding allocation and staff or human allocation were of significant importance when dealing with inter-agency cooperation.

Lancaster (1970), in his investigation of inter-institutional cooperation, claimed that the distribution of limited resources was a major area of conflict. The examples he discussed dealt with the allocation of human, financial, and facility resources. He emphasized that sound administrative policies and procedures from the outset of the consortium may possibly alleviate these problems.

Powers and Price (1968) determined that the lack of human and fiscal resources was a prime problem in the efforts to develop planning strategies and action programs in the California school districts of Newark and Fremont. They attributed the lack of human and fiscal resources to the scope of the program. The program tried to include too many diversified programs, too quickly. This caused agencies working with the school districts to conflict and, eventually, not cooperate.

A brief summary of the studies cited above illustrates one major problem and two secondary problems relating to the allocation of limited resources. The major problem was the lack of sufficient funds. The secondary problems were the lack of both human and facility resources.

Role and scope of administrator
and/or central office

Beaird (1971), in his discussion of the Idaho consortium, a consortium established in Idaho in an effort to resolve some of the priority educational problems facing that state, emphasized that the role of the director must be made explicit to avoid problems in the daily maintenance of the organization. His contention was that strong leadership and sound planning provide the foundations for the consortium and that this leadership and planning must come from the director. Without the director's role being explicitly known and understood, it would probably be impossible to obtain the needed type of leadership or planning. He further contended that vagueness of goals and objectives, duties and responsibilities, and policies and procedures does not generate an atmosphere conducive to strong leadership and sound planning.

Diener and Patterson (1974) identified what they considered to be one of the most important roles of an executive director in a cooperative arrangement. That role was to

identify techniques and procedures to arrive at previously determined goals. Such an observation substantiates Beaird's statement that leadership and planning were two of the director's major roles.

The NSPRA (1971) has determined what they believe to be the qualifications and duties of an educational cooperative director. The qualifications of the director should include (1) a background in education, (2) skill in management, (3) skill in planning and evaluation, (4) skill in communications, and (5) devotion to the position. Further, the NSPRA itemized the duties of the director as follows: (1) provide information about local educational needs and potential solutions to the cooperative board, (2) recommend cooperative programs to the board, (3) coordinate and supervise staff, (4) suggest policies and regulations for board action, (5) prepare and administer the budget for the cooperative, and (6) seek new sources of support for the cooperative (p. 10). The NSPRA developed these qualifications and duties to help alleviate misunderstanding of the director's roles and responsibilities.

A quick review of the studies cited in Chapter I reveals two studies, one by Lancaster and the other by Halverson, which explicitly stated that one of the major problems which consortia must confront concerns staffing the consortia.

Halverson (1973) identified three major problem areas which exist with the operation of a multi-agency center for

educational planning. Two of these problems were related to the role and scope of the director. The first, maintaining a competent staff, and the second, determining the functions which are viewed as important and relevant, both relate back to the duties of a cooperative director that the NSPRA cited above.

Lancaster (1970) investigated the conflicts that arise in inter-institutional cooperation and determined four areas of conflict that persistently reappear in consortia. One of these problem areas dealt with the director, the staff, and the member agencies agreeing upon the role of the central office. His contention was that every person and institution in the cooperative arrangement must understand the position they hold and its relationship to others. He suggested that role definition must be explicitly known and understood if the cooperative is to be successful.

Beaird (1971), Diener and Patterson (1974), Halverson (1973), Lancaster (1970), and the NSPRA (1971) agreed that the role and scope of the director and/or central office was a problem confronting educational consortia. They also agreed that vagueness in the role of the director and/or the central office increases the problems already confronting consortia.

Organization and maintenance
of consortia

The four studies cited in Chapter I (Frey, 1970; Halver-son, 1973; Lancaster, 1970; Powers & Price, 1968) alluded to the organization and maintenance of the consortia as a major problem. A quick review of the problems identified in these studies heightens the awareness of their results.

Powers and Price (1968) determined three problem areas encountered by the Fremont and Newark school districts in their effort to develop a cooperative planning and action program: (1) The officials within the various agencies were not willing to participate with the school districts in a cooperative planning and action program. (2) Human and fiscal resources were not available to support further planning efforts and action programs. And (3) the public agencies involved generated an incompatibility while trying to develop objectives.

Problems one and three above were related to the organization of the consortium, and problem two dealt with the maintenance of the consortium.

Frey (1970), in his investigation of school-community relations programs in the 73 largest school districts in the United States, concluded that the schools had a tendency to dominate cooperative arrangements. This caused many public agencies to avoid arrangements of this nature. School domination of consortia could lead to organizational problems

and perhaps maintenance problems if the involved agencies do not air their concerns.

In Halverson's study (1973), two of the three problems identified while establishing a multi-agency center for educational planning stemmed from maintaining the center, and the third problem dealt with the organization of the center. The two specific problems relating to the maintenance function were (1) maintaining adequate and continuous funding, and (2) maintaining a competent staff. The third problem, determining the functions which are viewed as important and relevant, dealt with the organization of the center along with the role and scope of the director and/or central office.

Markus (1967), in his analysis of cooperation and its importance, status, and principles, realized that the organization and maintenance of a cooperative educational program were vital. Therefore, he proposed principles for guiding cooperative endeavors:

1. Meaningful cooperation requires commitment based upon the expectation of mutual benefit.
2. Cooperative endeavors are strengthened by involving all community-wide institutions, agencies, and services in the implementation of a systematic development plan.
3. Goals should be operationally defined, mutually acceptable, and capable of attainment.
4. Success in the attainment of initial goals enhances the likelihood of continued cooperative endeavors.

5. When personnel, resources, and funds are concentrated upon the attainment of clearly perceived goals, both the impact of the endeavor and the likelihood of its success are strengthened.
6. Coordination among the various agencies is essential if a developing plan is to become the basis for decisions affecting the cooperative.
7. Sound decision-making is dependent upon ready access to a wide range of dependable information.
8. Cooperative endeavors should increase the power of each participant without sacrifice of autonomy.
9. Both the process and product of a cooperative endeavor are strengthened by recognizing that it must be a continuous, evolving activity. (pp. 23-28)

Fink (1974), in his discussion of the Grand Rapids, Michigan, consortium of extension units, identified four key areas of agency agreement before implementing the program: (1) the make-up of the board of directors, (2) the appointment of one of the agencies as a fiscal agent, (3) the employment conditions for the staff, and (4) the transfer of equipment to the consortium. Fink believed that these four areas of concern might alleviate many problems with the organization of the consortium, and later on with its maintenance, if they were made explicit from the outset.

The NSPRA (1971) claimed that many organizational and maintenance problems in educational cooperatives might be eliminated if the member agencies drafted a charter which spelled out who would belong, what their rights and

responsibilities were, and how a governing board would be chosen. They further contended that there were several advantages to this because it would avert disagreements in the following areas: (1) the eligibility and duties of member districts; (2) the make-up and selection of the board; (3) the financial responsibilities of each district in terms of money, equipment, facilities, and personnel; (4) the role of the cooperative's director; and (5) the jurisdictional powers of the cooperative boards in relation to member school boards, and other organizations involved (p. 8).

Hurwitz et al. (1974), in their discussion of accepting cooperation between school districts and universities, contended that the following guidelines for promoting a school/university partnership enhanced operating procedures of the partnership:

1. It is essential that a forum for an ongoing dialogue between the school district and the university be established and maintained.
2. It is important that the university and the school district develop a set of defined goals and a perception of how the other component is involved.
3. It is important that strategies be developed to overcome foreseeable problems.
4. It is important that university and school district administrators realize that both systems have to contend with the pressures of various self-interest groups, racial issues, and many other social incongruencies that are a part of large systems. (pp. 11-14)

The studies by Fink (1974), Frey (1970), Halverson (1973), Hurwitz et al. (1974), Lancaster (1970), Markus

(1967), the NSPRA (1971), and Powers and Price (1968) alluded to the possibility of organizational problems and/or maintenance problems in consortia arrangements if there was not explicit understanding from the beginning of all facets of the agreement, by all parties to the agreement.

Heterogeneity of member agencies
attempting to develop common
goals

The studies by Halverson (1973), Lancaster (1970), and Powers and Price (1968) that were briefly discussed in Chapter I alluded to the problem of member agencies in a consortium having difficulty in developing common goals or objectives.

Powers and Price (1968), in their discussion of the feasibility of a cooperative planning and action program for the Fremont and Newark school districts in California, concluded that the public agencies involved generated an incompatibility while trying to develop common goals. They attributed this incompatibility to the heterogeneity of the member agencies. Each agency had its own goals and objectives, and no matter how similar they appeared to be there were always enough differences to cause conflict.

Halverson (1973), in studying the possibility of a multi-agency center for educational planning in Santa Clara County, California, emphasized that one of the problems of the center was determining the functions which were viewed

as important and relevant by the member agencies. Certain school districts in the county were unfamiliar with the role of the center. Not having the goals and objectives of the center explicitly known from the outset caused problems later on in identifying functions of the center which all or most of the school districts agreed upon.

Lancaster (1970) claimed that the same type of problem, inability to develop common goals, existed in his study of inter-institutional cooperation. He posited that the threat of an institution losing its autonomy was one of the biggest problems relating to inter-institutional cooperation and its efforts to develop common goals. He believed that the loss of autonomy was very unpopular, especially in institutions of higher education.

Jacobson and Belcher (1973) summarized the issue of autonomy when they proposed guides for intercollege cooperation. One of these guides was to ensure cooperation in ways that would enhance and preserve the individuality of each institution.

Wood (1973), in his discussion of consortia, further substantiated Lancaster's point of view. Wood believed that "autonomy leaves institutions free to set their own goals, policies and programs; and procedural autonomy leaves institutions free to choose those techniques or approaches they might use in carrying out their goals, policies and programs" (p. 2). Wood contended that many institutions were reluctant

to participate in a consortium for fear of losing their professional autonomy.

The studies by Halverson (1973), Jacobson and Belcher (1973), Lancaster (1970), Powers and Price (1968), and Wood (1973) emphasized that mutually acceptable goals among consortium members were mandatory. Consortium goals must complement the goals of the individual members.

Halderman (1972) reemphasized this point when he posited that "clearly stated consortium goals must have the prior acceptance of a large majority of the members at an early stage of the cooperative program before the planning and implementation of these programs can begin" (p. 37).

Communication

A significant problem relating to consortia was not discussed in the brief review of the literature discussed in Chapter I. After a complete review of the literature, the problem of communication appeared to be important in developing successful consortia arrangements. The problem stemmed from a lack of effective communication between or among the member agencies.

Beaird (1971), in his discussion of the development of the Idaho consortium, suggested three areas that needed to be improved after the implementation of the consortium. The first and most important area was the establishment of an effective means of communication among the consortium members

and their clientele. Many of the school districts were unaware of policies, procedures, goals, and roles of the consortium. This caused the consortium frequently to be in a state of chaos.

Templeton (1972), in his discussion on communication with the public, emphasized the need for an effective means of communication. His contention was that this would help develop faith and trust among member agencies as well as their clientele.

Rowell (1975), in his investigation of consortium activities in higher education, determined that insufficient communication among consortium members was one area of weakness found frequently in consortia. To help alleviate this weakness, Rowell suggested that member agencies be cognizant of the goals and objectives and the policies and procedures of the consortium.

Lucas (1973), in his discussion of a model for the development of a cooperative education program, stressed that the biggest problem in the preplanning stage of development was the lack of understanding between the schools. His solution to the problem was a well-designed system of communication.

Hughes et al. (1973), in their study of educational cooperatives, also stressed the importance of effective communication among members of the cooperative. They stated:

Better cooperation between industry, education, and the entire community is essential for continued improvement in educational programs and opportunities, and indeed, the quality of life in America. In order that this might occur, open and frank communication is essential among all parties in an atmosphere exemplified by trust, equality of participants, and a real interest in improving education for all America's youths. (p. 120)

A statement from the New York State Education Department (College Center of the Finger Lakes, 1970), on inter-institutional cooperative arrangements, best emphasized the importance of an effective communication system within a cooperative: "Continuity between and within the programs coordinated by the centers is facilitated by the establishment of continuous channels of communication and through the creation of on-going patterns of interactions" (p. 125).

In the rationale for studying community education consortia, four problem areas relating to consortia were identified. In this chapter, a review of related literature substantiated the problems identified in the rationale; furthermore, it identified a new problem. The following is a list of the common problems encountered by educational consortia arrangements that were consistent throughout the literature review:

1. The allocation of limited resources.
2. The role and scope of the administrator and/or central office.
3. The organization and maintenance of the consortium.

4. The heterogeneity of member agencies attempting to develop common goals.
5. The establishment and maintenance of an effective communication system.

Evaluation of Community Education Consortia

Finally, there seems to be a lack of written material in the area of consortia evaluation. The few persons who have written in this area do not really discuss the matter to its fullest extent. This was best emphasized by Wood and Halderman in their statements discussed below.

Wood (1973), in his discussion on consortia and their challenge to institutional autonomy, posited the following statement about evaluation of consortia: "With so few consortia even having reached the adolescent period of their development, it takes a bit of sorting out one's observations to determine what the true state of affairs might be" (p. 3). He alluded to the fact that there is very little, if any, evaluation done on consortia.

Halderman (1972), in his discussion of voluntary cooperation for effective resource allocation, also emphasized the state of affairs regarding evaluation of cooperative agreements:

There is at the present time a paucity of information on the effectiveness of the cooperative programs. . . .

Although the increasing numbers of cooperative arrangements continue to enjoy a climate of faith in their reasons for existing, we are forced to admit that we really do not know with any degree

of certainty how well the job is getting done. Despite the fact that we recognize that our tools of evaluation of educational programs are not infallible and that the objectives of the program are too often unclearly stated, the real need at this point in the history of interinstitutional cooperation is for administrative commitment to the hard task of program evaluation so that reliable information (as reliable as possible) on the effectiveness of their programs may be supplied to those who must furnish the resources for higher education. (p. 39)

Halderman (1972) offered an additional explanation of his findings:

Even in those cooperative ventures which have more than a few years of experience, little effort has been turned to an analysis of effectiveness. One is tempted to suspect that the reason for this lack of evaluation may be that a cooperative program, because of the delicate nature of cooperation between institutions, might better be left unexamined no matter what its quality than risk through admission of failure of one program the forfeiture of all future cooperation. (p. 39)

Regardless of what Wood and Halderman posited, a review of the literature discovered five methods of evaluation used to determine consortia effectiveness.

Quarterly or semiannual progress reports were the most frequently used methods of evaluation found in consortia arrangements. These methods of evaluation were usually found in consortia arrangements which entailed a federal or state grant. Roesler (1974), in his evaluation of consortium programs from 1971 to 1974 and his review of their accomplishments, best described the situation relating to evaluation of consortium programs involving a governmental agency. He stated that the consortium agreed upon written objectives

explicitly stated in the federal or state proposal. The governing agency then required progress reports as the method used to evaluate the previously identified objectives. Quarterly or semiannually, the cooperating institutions would submit a progress report describing the work accomplished under the previously identified objectives.

Wert (1974), in his discussion of the process model of evaluation which described how federal government agencies can utilize their resources to cooperate with other agencies, developed a three-step system for assessing a situation and its development. He claimed that by having evaluation schemes outlined in the plan and carried out by the implementors, as well as having additional continuous situation assessments, performance evaluation and situation assessments were greatly enhanced. Wert's three-step system consisted of the following procedures:

1. Develop situation assessment questionnaires.
 - a. Prepare a list of categories of information to be collected for the situation assessment procedure.
 - b. Determine both the size and the composition of the respondent group in order to achieve a stratified sample.
 - c. Conduct a series of interviews with members of the advisory councils to collect statements based on the categories agreed upon in (a) above and rank them according to the retranslation method.
2. Conduct the situation assessment to collect baseline data by distributing and collecting questionnaires.

3. Analyze the situation assessment data by data consolidation and analysis procedures.
(p. 4)

Wert's rationale for the three-step process discussed above was that evaluation aids in holding the cooperative efforts accountable for the achievement of outcomes in a cost-effective manner. In addition, "Evaluation data can be fed back to the program planners or implementors to be used in making decisions about continuation, modification, or termination of programs or activities" (Wert, 1974, p. 64).

Kohl and Achilles (1970), in their discussion of a basic planning and evaluation model for cooperation in providing regional education services, suggested that "evaluation should provide signposts or guideposts for continuing, change and innovation, as well as assessment of the status quo" (p. 36). They further contended that "a sound and workable evaluation model depends upon the clear statement, at the outset of the program, of objectives in a variety of behavioral steps" (p. 26). Working from that premise, they discussed three methods of evaluation in education. The first of these methods entailed the general procedures involved in product and/or process evaluation. They discussed a dichotomy between product and process evaluation by comparing them. Product evaluation focuses on the end product or final report. Process evaluation deals with change and innovation and is a continuous process. "Process evaluation must be recognized as continuous feedback providing directions for

the development of new goals, directions and programs; and as a mechanism to instigate continuous self-renewal of the organization" (Kohl & Achilles, 1970, p. 25).

After a discussion of product and process evaluation, Kohl and Achilles (1970) explained their evaluation model. This model entailed the last two of the three methods of evaluation in educational cooperation which they discussed and was an extension of both Stufflebeam's CIPP evaluation model and the EPIC evaluation model. It consisted of four phases: (1) context, status, or assessment evaluation; (2) input or planning evaluation; (3) process or operation evaluation; and (4) product or final evaluation. The first three phases were related to process evaluation, and the fourth was related to product evaluation.

The studies cited above offer five different methods of evaluation regarding educational cooperatives. Briefly, these five methods can be summarized as follows:

1. Quarterly or semiannual progress reports.
2. Situation assessments and performance evaluation.
3. Product and/or process evaluation.
4. The CIPP evaluation model and/or extensions of it.
5. The EPIC evaluation model (Educational Programs for Innovative Curriculum) designed by the EPIC Evaluation Center.

The five methods are all somewhat interrelated in that they speak to previously identified goals and objectives of

the consortium. Kohl and Achilles (1970) best summarized evaluation models when they stated that "a sound and workable evaluation model depends upon the clear statement at the outset of the program objectives in a variety of behavioral steps" (p. 26).

Summary

The preceding paragraphs have discussed consortia arrangements from four viewpoints: their history, their goals, their problems, and their evaluation. The following paragraphs will help summarize the literature review.

The development of consortia arrangements was enhanced by federal and state legislation that provided the stimuli for cooperation on the local level. These stimuli were usually in the form of supplementary funds for entering into such an endeavor.

The goals of consortia arrangements were as different and varied as were the consortia themselves. However, they were also similar in many respects. The investigation of consortia goals produced five goals that reappeared consistently in the literature review (see p. 28).

In the investigation of problems confronting consortia, the writer again discovered diversity and similarity. The common problem areas encountered by consortia arrangements are presented on pages 43-44 of this chapter.

The literature review on the evaluation of consortia

arrangements discovered a disagreement between professionals as to the reasons for the paucity of information on consortia effectiveness. However, five common evaluation methods were discovered and are listed on page 48.

Finally, Chapter II discussed how consortia arrangements originated, the reasons for their implementation, the problems typically encountered, and the methods used to evaluate their effectiveness.

CHAPTER III

METHODOLOGY OF THE STUDY

The focus of this study has been to systematically investigate community education consortia in Michigan in anticipation of developing guidelines for the organization and maintenance of community education consortia.

The purposes of this study were as follows:

1. To investigate existing Michigan community education consortia for the effects these consortia have on the delivery of community education services.
2. To describe the functioning of the various combinations of agencies within consortia.
3. To propose guidelines for the organization and maintenance of community education consortia.

Description of the Instruments

Two instruments were used in this study. The first instrument was used to ascertain what school districts meet the three criteria necessary to constitute a consortium; hence, it provided the basis for sample selection. The second instrument was used as the interview format; hence, the data for the study stemmed from this instrument.

The first instrument (see Appendix B) was placed on a postage-paid, self-addressed postcard. The instrument had one paragraph of directions. In the directions, two of the

three criteria for a consortium were emphasized. The three criteria for a consortium, taken from Patterson (1973), are as follows:

1. There must be three or more agencies involved.
2. The participating agencies must voluntarily relinquish some decision-making prerogatives in order to reach certain goals.
3. The participating agencies must provide educational activities and/or services that each member could not realistically provide independently.

The first criterion was omitted from the directions. An investigation by the writer determined if this criterion had been met.

The instrument classified all possible community agencies into 15 categories. The respondents were requested to check the categories in which their school district has a cooperative arrangement. Care was taken to make the list of categories comprehensive. The following is a list of the categories: armed forces; city government; township government; other government agencies; parks and recreation; local business and/or industry; trade unions; local service clubs and organizations (i.e., Kiwanis, Lions, etc.); social agencies (i.e., YMCA, YWCA, Red Cross, health services, etc.); philanthropic organizations; professional organizations (i.e., American Medical Association); religious organizations; other school systems (i.e., public, private, vocational, etc.); community college(s), junior college(s), college(s), university(ies); and other agencies. The list was abstracted from

books by Minzey and LeTarte (1972) and Seay and Associates (1974).

The second instrument (see Appendix C) was used as the interview format. It was designed to gather data that would address the following areas:

1. The history of the consortium and general background information.
2. The initial planning and development of the consortium.
3. The identification of participating agencies and the degree of their involvement in the consortium.
4. The administrative aspects of the consortium including such areas as staffing, funding, and directing.
5. The problems encountered by the consortium.
6. The director's perception of the consortium's effectiveness and the anticipated role the consortium will play in the future.

The interview format was developed from a review of the related literature. Questions included in the interview schedule are listed in Appendix C.

Collection of Data

Because of the size of the population and the geographic locations of the persons being surveyed, it was decided that the first instrument would be distributed by mail. It was felt that the response rate would be high because of the relatively little time the questionnaire took to complete.

On February 22, 1977, a package of materials was mailed

containing a cover letter which explained the purpose of the first instrument, an insert explaining the rationale for the number appearing at the bottom of the instrument (see Appendix D), and directions for the respondent. Enclosed with the letter was a questionnaire which appeared on the back of a postage-paid, self-addressed postcard. The respondent was requested to fill out and return the card. Each questionnaire was numbered to assure confidentiality of responses and to enable the writer to determine which respondents had completed and returned the questionnaire. Confidentiality of responses is a requisite of the Research Policies Council at Western Michigan University. Their bulletin, Research Policies Council Bulletin, Volume 1971, Number 1, was designed to protect human subjects in research. Specifically, its purpose is to protect the human subject from harm as a consequence of research participation.

March 15, 1977, was determined to be the cutoff date for the return of the questionnaire. It was felt that a significant return rate would be accomplished by this date. On March 15, 83.2 percent of the respondents had returned the questionnaire. It is believed that a 70-percent return is satisfactory for a mail survey (Babbie, 1973); therefore, no follow-up was deemed necessary.

The writer believes the high rate of return was due to the design of the instrument and the status of individuals participating in the study. The instrument format was well

designed, contained simple directions, was easy to follow, and required minimal time to complete. The community education directors who participated in the study were all school administrators; therefore, the probability of the survey instrument being completed and returned was enhanced.

The method of data collection to be used in the study was the interview. After the sample was selected, the writer contacted the respondents who, it was hoped, would become participants in the study. The framework of the study was explained to the potential participants, and they were asked if they would take part in the study. There was 100-percent acceptance. The writer then set a date, time, and place for the interview. During an 8-day period, the data were collected in a series of interviews that ranged in time from 45 minutes to 2 hours.

Source of the Data

Population

The population for this study consisted of all community education district directors in Michigan who were identified by the Michigan Department of Education, Adult and Continuing Education Services, as the contact persons for that school district for the school year 1976-77. This list included all school districts which received partial reimbursement for the salary of a director of community education during

the 1976-77 school year. A total of 202 school districts comprised the list from the State Department of Education.

This study did not take into consideration any demographic characteristics of the school districts involved; therefore, no school district was excluded from the study on that basis. However, criteria for a community education consortium were established and if a school district did not meet these criteria, it was excluded from the study. The three criteria were listed on page 52, in this chapter. In addition, if a school district did not respond or its response was received after the deadline date of March 15, it was excluded from the study.

After all exclusions were calculated, there were 138 school districts in the population.

Sample

The sample consisted of 15 school districts in Michigan and their community education directors. The sample was determined by stratifying the responses according to the number of categories a director checked on the first survey instrument. Table 1 breaks down the number of surveys returned by the number of categories checked on the survey.

The first line of Table 1 reads that 15 community education directors responded that their school district has a cooperative arrangement with agencies which fall under 2 of the 15 categories represented on the first survey instrument.

TABLE 1.--Number of directors responding according to number of categories checked on first survey instrument, and number of directors included in sample from each category

Number of Categories Checked	Number of Directors Responding	Number of Directors Included in Sample from Each Category
2	15	2
3	21	2
4	21	2
5	18	2
6	11	1
7	17	2
8	12	1
9	10	1
10	5	1
11	4	
12	2	1
13	2	
14	0	
15	0	

An example would be a response that came back with the categories City Government and Other School Systems checked (see Appendix B). This same response could have been any combination of two categories that were listed on the first survey instrument.

It has already been indicated that the first survey instrument contained 15 categories. These 15 categories served as the strata from which the sample was chosen. The first survey instrument was numbered to assure confidentiality to the respondents. These numbers were also used to

determine the sample. A simple random sample consisting of 10 percent of each stratum was taken from Games and Klare's "Table D.2: Random Numbers" (1967, pp. 484-488). Directions for selecting a number from the table were followed.

The stance was adopted by the writer that 10 percent of each stratum would be sufficient to obtain the necessary data for the study and still be representative. This decision was based upon a comparison of frequency distributions of the categories checked by community education directors in the population and of categories checked by community education directors in the sample. This process assured the representativeness of the sample.

Stratified sampling was used instead of simple random or systematic sampling because it is a method for obtaining a greater degree of representativeness, therefore decreasing the probable sampling error (Babbie, 1973). Stratified sampling also ensures the researcher that appropriate numbers of elements are drawn from each subset of the population (Babbie, 1973). In this study, a subset was represented by a category on the initial survey instrument.

Column three in Table 1 indicates the number of community education directors that would be interviewed under each of the 15 categories (strata). Inasmuch as there were only 8 directors indicating cooperative arrangements involving categories 11-15, 1 school district among the 8 was selected for interview.

Compilation of Data

The data were compiled according to the categories outlined on the second survey instrument (Appendix C). These categories were reclassified so that they would provide data for the questions to be investigated. These questions were itemized in Chapter I of this study, and are the framework for a discussion of the findings.

Discussion of the findings collected by means of the two survey instruments will be the basis for Chapter IV.

CHAPTER IV

REPORT OF THE FINDINGS

Introduction

The purpose of this chapter is to present a discussion of the data obtained during the interviews with community education directors in Michigan. These directors represented the sample for this study. The discussion of the data offers an explanation of the questions to be investigated. These questions were listed in Chapter I as follows:

1. What is the history of community education consortia in Michigan?
2. What types of agencies are most likely to participate in a community education consortium? And to what extent will they participate?
3. How are the administrative aspects, such as staffing, funding, and directing, of community education consortia established and maintained?
4. What are the usual problems encountered by community education consortia?
5. What outcomes, stemming from community education consortia, are most desirous?
6. What are the anticipated roles community education consortia will play in the future?

In the reporting of the findings, this chapter is organized to discuss the above six questions in order.

History of Community Education Consortia in Michigan

The development of community education consortia in Michigan originated in the mid-1960's. In the cases cited in this study, the reason for implementation was to provide or expand upon services to the community. The nature of these services differed with each community.

In six communities studied, recreation was the main focus of the consortia arrangement. In communities of this nature, the major agencies involved were the school(s) and some type of governmental agency, usually the city, township, and/or village government.

In two communities studied, the implementation and/or the improvement of adult high-school completion programs, adult basic education programs, and leisure-time programs were the focal points. These entailed a consortium consisting of a community college, the local school system, and other school systems.

One community studied implemented a consortium arrangement that would allow any identified community need to be met. This arrangement was instituted by the YMCA, AID (substance abuse program), a Christian service organization, and a youth assistance organization. The local school system joined the consortium early in its developmental stage.

Six of the consortia arrangements studied were implemented by the school. The reasons for these arrangements

were as different as the communities. However, in every instance the emphasis was on program expansion or improvement. The programs most frequently found included recreation, adult high-school completion, leisure-time activities, and senior citizens. Where a need was identified by the school, a cooperative arrangement was set up with the appropriate agency to fill that need.

Three of the consortia arrangements investigated in this study were arrangements that had a formal structure. The formal structures consisted of a contractual agreement among the involved agencies. The contract identified the role and extent of involvement of the participating agencies. In addition, it identified an agency as a fiscal and administrative agent for the consortium.

The other 12 consortia arrangements investigated had an informal organizational structure. However, in these instances there was a director to oversee operations.

In all 15 of the consortia arrangements studied, the director of the consortium was a representative of the school. Only in one instance was it possible for the director to be selected from another agency. Even though the director was elected for a 1-year term by the inter-agency council from among the agencies represented in the consortium, it happened that the director for this year was a representative from the local school system.

A brief summary of the agencies taking the initiative

to organize a consortium indicates that:

1. In six of the situations, the school was the dominating force.
2. In six of the situations, a governmental agency was the dominating force.
3. In two of the situations, the community college, the local school system, and other school systems were the dominating forces.
4. In one of the situations, a group of social agencies and a religious agency were the dominating forces.

Agencies Participating and Extent of Their
Participation in Michigan Community
Education Consortia

Agencies were classified within 16 different categories for purposes of the present study. These categories were: (1) armed forces; (2) city government; (3) township government; (4) other government agencies; (5) parks and recreation; (6) local business and industry; (7) trade unions; (8) local service clubs; (9) social agencies; (10) philanthropic organizations; (11) professional organizations; (12) religious organizations; (13) other school systems; (14) community college(s), junior college(s), and university(ies); (15) other agencies; and (16) the local school system. It was felt that this list was comprehensive and also representative of most agencies found in a community.

In discussing the type of agency involvement, three types were included. The agency could have provided human

resources, financial resources, or facility resources. In addition, the following combinations of these three types of agency involvement were found among the consortia investigated: human and facility resources; human and financial resources; facility and financial resources; and human, facility, and financial resources.

Table 2 describes, by means of a frequency distribution, the extent of agency involvement in providing consortium resources.

An examination of Table 2 indicates that four categories--armed forces, trade unions, philanthropic organizations, and professional organizations--had no involvement in the sample studied. However, a frequency distribution taken from the sample indicated that these four categories should have been represented. The writer inquired, during the interview, about these discrepancies and found that the directors misinterpreted the meaning of the category. For example, the three directors who returned the first survey instrument indicating that the armed forces were a part of their cooperative arrangement were in error. It turned out that what they interpreted as the armed forces was the Veteran's Administration. The writer categorized the Veteran's Administration under other governmental agencies (federal). Hence, any miscategorized statement was reclassified by the writer. This was done to provide consistency when discussing the results.

TABLE 2.--Number and type of agency involvements cited by fifteen community education directors interviewed

Category	Number of Respondents	Resources ^a						
		H	Fi	Fa	H/Fi	H/Fa	Fi/Fa	H/Fi/Fa
Armed forces	0	0	0	0	0	0	0	0
City government	6	1	4	0	1	0	0	0
Township government	6	0	6	0	0	0	0	0
Other government agencies	8	0	5	0	2	1	0	0
Parks & recreation	6	0	0	0	6	0	0	0
Local business and/or industry	6	0	1	1	1	0	1	2
Trade unions	0	0	0	0	0	0	0	0
Local service clubs	11	0	11	0	0	0	0	0
Social agencies	11	1	0	0	7	0	1	2
Philanthropic organizations	0	0	0	0	0	0	0	0
Religious organizations	10	0	0	1	8	0	0	1
Other school systems	9	0	0	1	2	3	0	3
Community college(s)	10	0	0	0	10	0	0	0
Other agencies	0	0	0	0	0	0	0	0
Local school system	15	0	0	0	0	0	0	15

^aResources: H = Human; Fi = Financial; Fa = Facility.

Table 2 indicates that six community education directors responded that they were involved with the city government in a cooperative arrangement. Of these six, one indicated the governmental unit provided human resources and one indicated that it provided both human and financial resources. The remaining four community education directors indicated that city government's input was financial. A check of the city government's involvement suggests that their major concern was developing a recreation program for the community. Their input was funding in order to staff and to maintain such a program. Therefore, the city government's major concern in community education consortia was the provision of a recreation program for the community.

Township government involvement in cooperative arrangements reflected a type of involvement similar to that of the city government. Six directors responded that the limit of the township's involvement was purely financial. They provided funds, in all six cases, to staff and maintain a recreation program.

Eight community education directors responded during the interview that they had had a cooperative arrangement with other government agencies. Two agencies appeared most frequently: a CETA (Comprehensive Employment Training Act) agency and the county government. These two agencies appeared in five of the eight responses. CETA's involvement consisted of donated funds to enhance the training of

potential employees in the community. The funds stemmed from a proposal written to a CETA agency by the consortium director. The employment needs identified by the director were the basis for the cooperative arrangements with this agency. In addition, five respondents indicated the county government was involved in the consortium. The extent of its involvement was financial. In these cases, the county was involved with programs for disabled workers, the mentally or physically impaired, and/or adult basic education programs. However, in one of the above situations, a high-school completion program was operated in a county jail with county funds. Hence, the county government provided both the facility and the funding for this cooperative arrangement.

The other government agencies involved in the study were Michigan Employment Security Commission, Veteran's Administration, WIN Program, Eight Cap, Five Cap, Village Government, and Department of Natural Resources. The extent of their involvement was the funding of programs that fit the respective needs of each agency's clientele.

A summary of the other government agencies category indicated that five of the agencies in this category were involved financially, two of these agencies provided human and financial resources, and one of the agencies provided human and facility resources.

Six community education directors responded that they

were involved in a cooperative arrangement with the community's parks and recreation department. The extent of involvement by the parks and recreation department was the provision of human and financial resources. In other words, they staffed and funded any parks and/or recreation programs operated in the community. In the six cases cited, the facilities used for these programs were provided by the school. In the other nine school districts investigated in this study, all recreation responsibilities lay with the school. Substantial funding came from the local government agency in these instances.

The local business and industry category illustrated the widest dispersion of involvement and also the most consistent categorical involvement. One community education director indicated that his involvement with local business and/or industry was financial; one director indicated that local business and/or industry's involvement was limited to the provision of facilities; one director indicated that his arrangement had local business and/or industry providing human and financial resources; one director indicated that local business and/or industry provided financial and facility resources; and two directors indicated that local business and/or industry were involved to the extent of providing human, financial, and facility resources. The types of industry were as different as the community. No two community education directors indicated that they had a

cooperative arrangement with the same business or industry.

Of the community education directors interviewed, 15 reported that local service clubs and organizations provided financial resources only. It appears that agencies of this nature act as fund raisers for specific programs. For example, the Lion's Club may have a fund-raising activity to support a little league baseball program or a drama club's play. The funds are generated by various methods; in all cases, however, the agencies used school facilities for their fund-raising activities.

The following list of service clubs and organizations indicates the number of times in which these clubs and organizations were cited in this study: Lion's Club, 5 times; 4-H Club, 5 times; Boy Scouts, 5 times; Girl Scouts, 5 times; Jaycee's, 4 times; Rotary, 3 times; Kiwanis, 3 times; and Chamber of Commerce, 3 times. In other words, among community education directors who indicated they had a cooperative arrangement with a local service club or organization, five of the directors had an arrangement with the Lions, 4-H, Boy Scouts, and Girl Scouts, and/or any combination of these. The other service organizations in which community education directors indicated involvement were historical societies; Community Chest; United Fund; Veterans of Foreign Wars; college fraternities; businessmen's associations; and athletic-, music-, and art-booster clubs.

Of the 11 community education directors who responded

they had a cooperative arrangement with a social agency, 7 indicated that the extent of the social agency's involvement in the arrangement was for the provision of human and financial resources. One community education director indicated the extent of the social agency's involvement in his community was for the provision of human resources, whereas one director indicated that the provision of financial and facility resources was the extent of the social agency's involvement in his community. Two of the directors indicated that the provision of human, financial, and facility resources was the extent of involvement provided for by the social agencies in his cooperative arrangement.

The social agencies most likely to participate in a cooperative endeavor with the school were the Department of Social Services and a senior citizen organization. Seven of the responding community education directors indicated they had an agreement with the Department of Social Services. In addition, seven indicated they had an arrangement with some agency representing senior citizens, that is, Commission on Aging.

Other social agencies entering into cooperative arrangements with the school were the Easter Seal Society, family service organizations, mental health organizations, Big Brothers/Big Sisters, drug- and substance-abuse programs, youth assistance organizations, YMCA, community service organizations, PTA's, Junior Achievement, Red Cross, and the

American Heart Association.

Indicating that they were involved in a cooperative arrangement with some type of religious organization were 10 community education directors. Of these, 8 directors claimed the religious organizations provided both human and financial resources to operate the programs. In all 8 cases, they used school facilities. In one community, the religious organization, working as part of the consortium, provided the use of their facilities for other organizations to operate programs. In one other community, human, financial, and facility resources were provided by a religious organization. In this case, various community agencies were used as a referral system for the religious organization.

Nine community education directors indicated they had a cooperative arrangement with some other school system(s). The extent of the other school system's involvement varied considerably. One of the school systems allowed the use of their facilities by other community agencies. Two community education directors indicated that the other schools provided human and financial resources for consortium consumption. Three community education directors indicated that human and facility resources were the input provided by other schools involved in the consortium. The final three community education directors indicated that human, financial, and facility resources were provided to the consortium by other school systems.

The 10 community education directors who responded that they had a cooperative arrangement with a community college, a junior college, a college, and/or a university indicated the extent of the involvement to represent human and financial resources. In addition, in the 10 cases cited the community college, junior college, and so forth used the local school facility as an extension unit of the college.

The 15 community education directors who participated in the study indicated that their school system was an integral part of the consortium. They also indicated that the provision of human, financial, and facility resources was the extent of their involvement. They were willing to open their facilities, fund, and staff a program designed to meet a community need.

Administrative Aspects (Staffing, Funding, and
Directing) of Community Education Consortia
in Michigan

Staffing

This section reports the findings regarding who determined staffing needs, assignments, and working conditions among the consortia arrangements included in the present study. In addition, it reports the criteria involved in these processes.

In 12 of the community education school districts

investigated, the community education director was the person responsible for determining staffing needs, assignment, and working conditions. However, in 4 of these situations, the community education director was guided by a master contract. In the other 8 situations, the director determined all staffing requisites. Input was given by advisory councils, other agencies, and other school administrators, but the input was only advisory. The director determined all staffing needs with approval from the superintendent and the board of education.

Two community education directors decentralized the staffing aspect of their consortium by placing responsibilities upon a subordinate, namely, a building director.

Finally, one community education director responded that an inter-agency council determined staffing needs, assignment, and working conditions for the consortium. Each member agency determined the staffing requisites for the part of the program in which it was involved.

The criteria for staffing the consortium varied with the programs offered. In 10 situations, the director or school system required the instructor to have a teaching certificate. This was found in districts that operated a high-school completion program. In such cases, a valid teaching certificate is mandated by the Michigan Department of Education. The other 5 directors indicated that a personal interview and the director's judgment were the

criteria for employment.

Other criteria mentioned by those directors interviewed were:

1. The individual should be able to identify with the school area.
2. The individual should demonstrate empathy for adults.
3. The individual should be 18 years of age.
4. The individual should be a college student if the position is a temporary summer position.
5. The individual should be young and demonstrate enthusiasm.
6. The individual should have recommendations.
7. The individual should have past experience in the field.
8. The individual should have seniority with the program.

Funding

This section reports the various methods of funding employed by Michigan community education consortia to develop and maintain programs.

The community education directors responded in the following manner when asked how their consortium was funded: nine indicated that they received no outside funding, while the other six indicated that they had received minimal outside funding. Minimal outside funding was classified as donations from booster clubs, parents, service clubs, and

fees or admissions received from operating a one-time program. In all instances, outside funding constituted less than 2 percent of the consortium budget.

The community education directors expressed that all funding stemmed from one, all, or a combination of the following sources:

1. State aid for high-school completion programs.
2. State reimbursement for director's salary.
3. Aid for adult basic education programs.
4. Fees from programs.
5. Grants from governmental agencies for the operation of specific programs.
6. Financial support from agencies involved in the cooperative arrangement.
7. Donations from local service clubs and/or organizations.

Directing

This section reports how the director for the consortium was chosen and the criteria used to select a director.

The directors in these cooperative arrangements were all employees of the school. In 13 situations, the director was chosen after a screening process. This process included interviews with two levels of school administrators: the superintendent and members of the board of education. In 4 of the situations discussed above, the director was recommended by an advisory council, a planning committee, or a

university. In these situations, the screening process was perfunctory.

In one case, the director was an employee of another agency. This individual was asked by the superintendent to resign his position and become an employee of the school system.

One other situation was also unique. This individual developed a pilot community education program while fulfilling the requirements for a graduate internship. That individual then assumed, after graduation, the position created by the internship.

The criteria used to determine what background an individual should have before becoming a community education director were varied. However, there were some patterns that seemed consistent. All 15 community education directors interviewed in the sample met the state guidelines for partial reimbursement of a community education director's salary. However, 2 of the directors indicated they felt there were no criteria inasmuch as they were chosen without having had teaching experience. The other 13 directors posited that a valid teaching certificate was mandatory.

Six directors stated that their positions required a Master of Arts degree in educational administration. Furthermore, four of the above six directors indicated that a community education background or a recreation background was mandatory. The remaining two directors indicated that

3 years of teaching experience was required with the criteria discussed above.

Two community education directors were required to have an adult education background or experience, while one indicated that 3 years teaching experience, youth-related experience, or community education experience would be sufficient.

The remaining four community education directors indicated various combinations of experiences. These experiences entailed a combination of the following: an education background, a community education background, a recreation background, youth-related experience, teaching experience, and/or adult education experience.

Usual Problems Encountered by Community Education Consortia

This section reports the problems community education directors claimed were important issues during the growth and development of their consortium. The problems were discussed according to the five problems identified in Chapter II of this study and any other problem area identified by the community education directors. The five problem areas identified in Chapter II were:

1. The allocation of limited resources.
2. The role and scope of the administrator and/or the central office.
3. The organization and maintenance of the consortium.

4. The heterogeneity of member agencies attempting to develop common goals.
5. The establishment and maintenance of an effective communication system.

Allocation of limited resources

Nine community education directors responded that they had no resources problems. They agreed that their programs were self-supporting. In addition, they contended that the cooperative arrangement was organized to help alleviate limited resource problems.

Three community education directors responded that the lack of funding was a serious problem. It affected the status of programs and the maintenance of the consortium. One of the community education directors who indicated that funding was an issue also indicated that receiving promised funds from cooperating agencies was a problem.

Two of the responding community education directors indicated that a shortage of facilities and staff were a major concern. Whereas one of the community education directors responded that a shortage of funds, staff, and facilities was a major concern.

Role and scope of administrator and/or central office

Seven community education directors responded by stating that the role and scope of the director and/or the central

office was no problem. It was their belief the community people and agencies were content with the director. This was emphasized by the support offered to the directors by different components of the community.

Five community education directors responded by stating that their major concern about the role and scope of the director was with the perceptions of the teachers and other school administrators regarding the director's role. Most of this concern stemmed from building supervision or the control and usage of facilities.

Finally, three community education directors claimed that they were frequently used as scapegoats. They felt that many people thought that the director's role was all-encompassing. These directors were concerned with the scope of their position. They perceived that whenever anything new arose, other consortium personnel believed it was the responsibility of the director.

Organization and maintenance of consortium

There were no problems during the organizational phase of the consortium, according to 11 community education directors. In addition, they claimed that the maintenance of the consortium was not a concern. They agreed that the cooperative effort was organized and developed to provide a comprehensive community program. All member agencies shared this

belief; therefore, there was no concern by any agency regarding the consortium's organization or maintenance.

The remaining four community education directors signified that there was a maintenance problem with regard to the dichotomy established between day and evening programs. The school facility was used for these programs, and there was frequently a misunderstanding between the day supervisor and the evening supervisor regarding building supervision and maintenance.

Heterogeneity of member agencies
trying to develop common goals

There was no problem with goal congruence among the consortium members, according to 10 community education directors. Their contention was that the consortium was established because the member agencies had congruent goals from the beginning. The agencies initiated the arrangement to help each other satisfy community needs.

Three community education directors responded that the problem they encountered regarding goal congruence stemmed from competitive struggles among member agencies. This is what community educators term "turfism," a situation where two agencies who provide similar or the same services compete for the same clientele. These directors claimed that they tried not to be competitive but that it did not always work.

The remaining two community education directors responded that goal interpretation was a problem. Their contention was that personnel in different agencies interpreted the goals of the consortium differently. Their interpretations usually benefited the agency they represented more than it would another agency.

Establishment and maintenance of
effective communication system

Six community education directors responded by indicating that their cooperative arrangement did not have any problems with communication between or among agencies and/or with the community. They seemed to agree that an effective communication system provided for better facilitation of resources and programs.

Six of the responding community education directors indicated that they encountered communication problems with the public. They seemed to agree that keeping the community informed of the goals and objectives of the consortium was a problem. In addition, they seemed to agree that keeping the community informed about programs, program possibilities, and program alternatives was a problem.

Finally, three community education directors responded by indicating that their communication problems lay with the agencies involved in the consortium. They agreed that the competition between or among various agencies was the cause

of the problem. Thus, the sharing of essential information between or among member agencies was not occurring.

Other significant problem areas

Five community education directors indicated that a problem existed between the community and the director. In all cases, the community education director felt that the superintendent or the community did not understand the community education philosophy.

Three community education directors indicated that there was a credibility problem between themselves and their communities. In all cases, the directors were new to the area, and they felt that developing trust with certain components of the community would alleviate the problem.

Finally, three community education directors perceived problems with their boards of education and city councils. In these cases, the directors felt that the general public could not impact on these governing bodies. It was the directors' perceptions that these governing bodies were totally comprised of professional people and that interaction with the general public was lacking because of the autonomous nature these bodies portrayed to the public.

Outcomes of Community Education Consortia that Seem to be Most Desirable

This section reports the goals and/or objectives that the community education directors indicated as primary. The

goals and objectives were discussed according to the five consortia goals identified in Chapter II of this study and any other goal area identified by the community education directors. The five goals identified in Chapter II were:

1. To utilize efficiently and effectively the various resources that the consortium has at its disposal.
2. To increase the quantity and quality of communication among the consortium members and their clientele.
3. To provide or expand upon services that units could not provide independently.
4. To provide the impetus for innovation, research, and change in education.
5. To promote inter-agency cooperation in order to achieve educational advancement for the community.

Efficient and effective utilization
of various resources at disposal
of consortium

Seven community education directors responded by indicating that effective and efficient resource allocation was a primary goal. All seven of these directors indicated that effective and efficient use of funds was the initial concern. Four of the above seven directors indicated that effective and efficient use of human resources was the initial concern; two of the above seven directors indicated that effective and efficient use of facilities was the initial concern; and the final director indicated that effective and efficient use of all resources was the initial concern.

Increasing quantity and quality
of communication among consortium
members and their clientele

Six community education directors indicated that an open communication system among consortium members and the community was a primary goal. The directors had different methods of procuring open communication; however, these methods generally fell into two categories: (1) agency councils or (2) advertising and promotion. Three of the directors suggested that an open communication system could be created through some sort of council. The other three directors indicated that open communication could be achieved through joint advertising and promotion of their programs.

Providing or expanding upon
services not available
independently

Nine of the community education directors responded that expansion of services was a primary goal of the consortium. These services fell into one or more of the following categories: (1) adult high-school completion and adult basic education; (2) enrichment programs; (3) recreation programs; (4) vocational programs; and (5) special service programs (e.g., senior citizens, preschool, etc.).

Providing impetus for innovation,
research, change in education

One community education director responded that innovation, research, and change in education was a primary concern of the consortium. Specifically, this director indicated that he would like the county commission to develop a facility that would house all aspects of social services in one building. In addition, he was also trying to procure state legislation that would assist local agencies with funding and spending of funds by allowing these agencies more latitude in the disbursement of their monies.

Promoting inter-agency
cooperation

Eight community education directors responded by indicating that the promotion of inter-agency cooperation to achieve educational advancement for the community was a primary goal. Specifically, these directors indicated that (1) avoiding duplication of services, (2) developing a cooperative effort between all community agencies, (3) acting as a facilitator for community agencies and their resources, and (4) providing a better quality of educational services to the community were primary goals.

Other significant goal areas

Other goals listed as primary by community education directors were:

1. To develop an awareness and understanding of the community education philosophy within the community.
2. To develop a more effective planning scheme through a needs assessment.
3. To develop credibility for the director among community agencies.

Anticipated Roles Community Education Consortia Will Play in Future

This section reports the community education directors' perceptions of the effectiveness of the consortium. In addition, it reports any possible future changes in consortium goals that the directors perceive.

Seven community education directors indicated that they presently perceived the consortium as being a very effective method for providing services to the community. They all indicated that the consortium will continue to mature in the future.

Five directors indicated that they presently perceived the consortium as being an effective method for providing services to the community. They all considered that the purposes of the consortium had been accomplished. They suggested that open lines of communication among member agencies enhanced the likelihood of success.

Finally, three directors indicated that they presently perceived the consortium as being a somewhat effective method for providing services to the community. In these

cases, the size of the consortium seemed to be the problem. They all agreed that a reduction in the magnitude of the consortium would improve communication and enhance the effectiveness of services provided to the community.

Nine responding community education directors indicated that in the future the consortium would continue to expand while maintaining its very effective status. They attributed this future development to the community and its people being more aware and active in programs. The people appeared to be enthusiastic about present programs, and the directors perceived that this enthusiasm would persist in the future.

Four community education directors predicted that the consortium would continue to be effective in the future. They seemed to agree that community people begin to see the rewards and benefits of such an arrangement and will continue to support it.

Finally, two community education directors perceived the consortium as being somewhat effective in the future. Their contention was that the consortium would remain about the same during the next few years, unless additional funds were received.

Nine community education directors predicted that there would be a change in the goals of the consortium in the future. Specifically, they perceived their programs as being expanded and as comprehensive as necessary to meet

community needs. Their desires were for their programs to be complete for all ages and socioeconomic classes of the community.

The remaining six community education directors indicated that they did not perceive the consortium goals changing in the future. They all attributed this state of affairs to funding. The consortium could not move in new directions without supplemental monetary support.

CHAPTER V

SUMMARY, CONCLUSIONS, AND GUIDELINES FOR ORGANIZING AND MAINTAINING COMMUNITY EDUCATION CONSORTIA

Introduction

The findings of this study provide practicing educators with the results of an investigation of community education consortia in Michigan. Through an awareness of the history of community education consortia, the agencies participating in community education consortia and the extent of their resource involvement, the administrative aspects of community education consortia, the outcomes of community education consortia that appear to be most desirous, the problems encountered with community education consortia, and the directors' present and future perceptions of community education consortia, the practitioner may be better equipped to undertake the organization and development of a community education consortium.

Discussion of Findings and Conclusions

This study revealed a discrepancy between the literature dealing with consortia as outlined in Chapter II and the findings obtained during the investigation of Michigan community education consortia with respect to the history of community education consortia.

The literature review suggested that cooperative efforts on the local educational scene were stimulated by federal and/or state legislation (Bailey & Mosher, 1968; Hughes & Others, 1971; Molloy, 1973; Terry & Hess, 1975). Enactments by these governmental units were purported to have provided the incentive for local schools and agencies to venture into a cooperative effort. The above references did not credit local governmental units (i.e., county governments, city governments, township governments, and village governments) with providing the impetus for local cooperative efforts. However, the study of Michigan community education consortia revealed that 40 percent of the consortia arrangements investigated claimed that a local governmental agency was the initial force in organizing the consortium. A possible explanation for this discrepancy, arrived at by Hughes et al. (1971) and accepted by this writer, was that local governmental units had seen what the state and federal governmental agencies had done for cooperative efforts in education and, consequently, they too pursued a similar course.

In addition, it appears that local school systems were a major factor in the organization of community education consortia. The writer believes that this was the result of the basic community education tenet of inter-agency cooperation. The directors of the consortium arrangements investigated in the present study were all community education directors. Thus, their background in community education,

it is conjectured, provided the impetus for them to pursue cooperative endeavors with local agencies.

The investigation of Michigan community education consortia also revealed that community colleges, in conjunction with local school systems, were a factor in the organization of community education consortia. The writer attributed this factor to Title I of the Higher Education Act of 1975. Specifically, this act encouraged institutions of higher education to make their resources available to communities for the purpose of solving community problems. Hence, community colleges were highly motivated to support other agencies in cooperative efforts.

Upon examination of one community education consortium arrangement in Michigan, the study revealed that a group of social agencies and a religious organization provided the impetus for the organization of the consortium. These agencies developed a cooperative planning and action program to alleviate community problems. This was accomplished when the agencies developed and implemented a community needs assessment. After identification of a need, the consortium identified the agency most likely to meet that need. This consortium continued to grow in size as it became a referral office for other agencies. It is the writer's opinion that this situation was unique to community education consortia. It was the only instance in the study of Michigan community education consortia where the school was not a major factor

in the growth and development of the consortium. The above is an illustration of what a group of concerned agencies can do for the welfare of the community. It is possible that more examples of this nature should be encouraged and more models of this quality promoted by community educators.

In conclusion, it was evident that three types of agency cooperation contributed to the growth and development of community education consortia in Michigan. These types were: (1) the local school system; (2) a governmental agency; or (3) a combination of the community college, the local school system, and other school systems. In addition, one situation was discovered in which a group of social agencies and a religious agency took the initiative to develop community education.

Agencies participating and extent of participation

The review of the literature did not identify the frequency in which agencies involved their resources in educational consortia. Nor did it discuss the types of resources certain agencies were most likely to contribute to educational consortia. However, Table 2 (see Chapter IV, p. 65) indicates the number and type of agency involvement found in the interviews with 15 community education directors in Michigan. The table presents a summary of the data obtained during the interviews with community education directors.

The study revealed that governmental agencies (i.e., city and township governments, local school systems, other school systems, and community colleges) were the nuclei for community education consortia. In conjunction with the above agencies, departments of parks and recreation, local service clubs, social agencies, and religious organizations participated in a number of the community education consortia in Michigan.

The findings from the present study would seem to indicate that a consortium with sufficient human, financial, and facility resources would require some combination of the following agencies: city and/or township government; other government agencies (i.e., a CETA agency and a county government agency); parks and recreation; local business and/or industry; local service clubs; social agencies; religious organizations; other school systems; community colleges, junior colleges, and/or universities; and the local school system. A consortium arrangement encompassing the above agencies provides a cross-section of community agencies as well as the essential resources to maintain the consortium.

Administrative aspects such as
staffing, funding, directing

Staffing

During the literature review, staffing needs, assignment, and working conditions along with the criteria used

to select staff in educational consortia were not discussed. However, the literature dealing with consortia did identify the area of human resources as being a potential problem.

The study revealed that community education directors or their subordinates determined staffing needs, assignments, and working conditions in 93 percent of the consortia investigated. The director of an organization or his/her subordinate had the responsibility of resolving staffing requisites. However, in certain situations there was a master contract between the employee and the organization that the director utilized as a guideline. Master contracts were discovered in 20 percent of the community education consortia arrangements studied.

In addition, the study revealed that the criteria used to select staff varied widely. Illustrated in Chapter IV (pp. 73-74) are several different criteria employed to determine staffing assignments.

The discrepancies discovered in the criteria to select staff appeared to relate to the autonomy given the directors by their superordinates. It seemed that the directors were given the freedom to manage their staffs in whatever manner they desired. Even in the situations where the directors were guided by master contracts, they still maintained, to some extent, autonomy in determining staffing requisites.

In conclusion, the study revealed that staffing assignments were determined by the director or his/her subordinate.

The criteria for staff selection were too varied to permit a generalization.

Funding

In the literature review, the National Schools Public Relations Association (NSPRA, 1971) identified four methods of financing a cooperative arrangement: (1) state aid in the form of matching grants; (2) special program grants; (3) federal grants; and (4) foundations, private agencies, or businesses.

The study revealed that the community education directors who indicated that they received no outside funding obtained their funds from a variety of sources. These sources were listed in Chapter IV (p. 75). An in-depth inspection of this list indicates that the first four sources were those usually associated with financing public school systems. The remaining three sources were funding sources atypical of public school systems.

The study also revealed that outside funding of community education consortia consisted of donations from booster clubs, parents, service clubs, and admissions from operating one-time programs. Circumstances of this sort occurred in 40 percent of the sample studied. In these instances, however, outside funding accounted for less than 2 percent of the consortium budget. It appears, therefore, that one method of funding a one-time program or a program in which

the consortium had not allocated any part of its budget would be through the financial support of one of the above donors.

The writer suggests that a well-funded consortium should have financial support from the following sources:

1. State aid for high-school completion programs.
2. State reimbursement for a community education director's salary.
3. Aid for adult basic education programs.
4. Fees from programs.
5. Grants from governmental agencies for the operation of specific programs.
6. Financial support from agencies involved in the cooperative arrangement.
7. Donations from local service clubs and/or organizations for ongoing programs.
8. Donations from booster clubs, parents, service clubs, and admission fees to support one-time programs.

In conclusion, the writer realizes it is possible for a community education consortium, depending upon its size and scope, to be able to function extremely well with fewer than the eight sources listed above. In fact, the NSPRA (1971) contended, and the writer agrees, that the most feasible method of financing a cooperative arrangement is through the regular support of the member agencies.

Directing

The duties of a consortium director were identified by the NSPRA (1971) and discussed in Chapter II (p. 33) of this study. The study revealed that the director of a community education consortium in Michigan was responsible for the following duties:

1. To employ and supervise staff.
2. To provide the decision-making process that would keep the consortium organized and maintained.
3. To determine community needs through a needs assessment.
4. To fulfill community needs through program offerings.
5. To maintain a continuous and adequate funding base.

In conclusion, the duties of a consortium director were consistent with the duties of a director identified by the NSPRA (1971).

The literature review did not identify any employment criteria for a consortium director. In contrast, the study of community education consortia directors in Michigan revealed a variety of criteria for the employment of a consortium director. These criteria were:

1. A valid teaching certificate.
2. Three years teaching experience.
3. A Master of Arts degree in educational administration.

4. An education or recreation background.
5. An adult education background or experience.
6. A community education background or experience.
7. Youth-related experience.

It is possible that a community education consortium director may be required to meet one, all, or a combination of the above qualifications.

Usual problems encountered

The literature review identified five problem areas that were encountered by community education consortia arrangements. These problem areas dealt with (1) limited resources, (2) the role and scope of the director, (3) organization and maintenance, (4) goal development, and (5) communication.

The study revealed that the following were problem areas encountered by community education consortia in Michigan:

1. The allocation of limited resources.
2. The role and scope of the administrator and/or the central office.
3. The organization and maintenance of the consortium.
4. The heterogeneity of member agencies attempting to develop common goals.
5. The establishment and maintenance of an effective communication system.

6. The awareness of community people and school personnel of the community education philosophy.
7. The credibility of the director with various components of the community.

The first five problems above were consistent with the literature review discussed in Chapter II. However, two additional problems were identified in the study of community education consortia in Michigan that were not identified in the literature review. Those two problems, numbers 6 and 7 above, are discussed below.

Six community education directors interviewed in the present study considered lack of awareness of the community education philosophy as a serious deterrent to the effective functioning of the consortium. Although not identified as a concern in the consortium literature, the problem created by lack of awareness of the community education philosophy is not a new one. Minzey and LeTarte (1972) stated that awareness by the community and school personnel of the community education philosophy was mandatory before trying to implement a community education program. Persons who do not understand are skeptical. This skepticism leads to defensiveness. From that point on, the community education director has difficulty communicating with school personnel and the community. Templeton (1972) suggested that communication is frequently distorted when persons are not operating within the same framework. Furthermore, Templeton suggested, and

the writer agrees, that communication is essential if the consortium is to obtain any degree of success. It would appear that those who direct consortia in Michigan should concentrate upon efforts to increase awareness of community education philosophy among community members if consortia arrangements are to be effective.

Three community education directors responded that the credibility of the director with the community people was a problem. The problem of the credibility of the director appears to result from a lack of trust in the director by the community people. The director appeared to lack credibility with the community primarily because he was not known to certain components of the community. In situations of this nature, particularly if they can be determined in advance, one possible method of alleviating the problem would be to employ a director who is endemic to the community.

In conclusion, the seven problem areas disclosed in the study and identified above were the problems reported by community education directors in Michigan. This does not mean to imply that the seven problem areas appear in every community education consortium. They were, however, reported with sufficient frequency to be factors in the successful operation of consortia in Michigan. One, all, or any combination of these problems could conceivably be found in community education consortia. The first five problem areas were substantiated by the literature review. The other two

problem areas may be unique to Michigan community education consortia inasmuch as they were not discussed in the literature relating to community education consortia arrangements.

Outcomes that seem to be most desirable

Educational consortia that were identified and discussed in the literature review seemed to hold five goal areas in common. These goal areas dealt with (1) efficient and effective utilization of resources; (2) the quantity and quality of communication; (3) the expansion of services; (4) innovation, research, and change; and (5) educational advancement through inter-agency cooperation.

The study revealed that the following were community education consortia goal areas identified by community education directors in Michigan:

1. To utilize efficiently and effectively the various resources the consortium has at its disposal.
2. To increase the quantity and quality of communication among the consortium members and their clientele.
3. To provide or expand upon services that each unit could not provide independently.
4. To provide the impetus for innovation, research, and change in education.
5. To promote inter-agency cooperation in order to achieve educational advancement for the community.
6. To develop an awareness and understanding of the community education philosophy within the community.

7. To develop a more effective planning scheme through a needs assessment.
8. To develop credibility for the director among community agencies.

The first five goals discussed above were consistent with the consortia goals identified in the literature review. The next three goals were not identified in the literature review; however, the investigation in this study revealed them as primary community education consortia goals. These three goals are discussed below.

The goal area of developing an awareness and understanding of the community education philosophy within the community relates back to a problem discussed in the previous section: the problem of a lack of awareness by the community of the philosophy in which the consortium was operating. It is suggested that the directors who had the conceptual ability to recognize the need for developing an awareness and understanding of the community education philosophy and then list it as a primary goal appear to be alert to some key factors that affect their positions. Many directors, however, may not recognize the need for awareness and understanding of the community education philosophy, and therefore may not take the necessary steps to achieve it.

The community education directors who stated that developing a more effective planning scheme through a needs assessment was a primary goal appeared to be taking into consideration the welfare of the community while planning

programs.

The final goal area, developing credibility for the director among community agencies, relates back to a community education consortium problem discussed above: the problem of the director's credibility with the community. For a director to be aware of a problem and state that problem as a primary goal seems to indicate his/her willingness to alleviate the problem. It appears that alleviation of the problem in these circumstances was accomplished by working cooperatively with other components in the community.

In conclusion, the first five goals reported by Michigan community educators were consistent with consortia goals found in the literature review. The other three goals appear to be unique to Michigan community education consortia inasmuch as they were not discussed in the literature relating to community education consortia arrangements.

Anticipated roles of consortia

This section discusses the community education directors' present and future perceptions of the effectiveness of the consortium. In addition, it discusses any future change, identified by community education directors, in goal areas.

The community education directors' perceptions of the effectiveness of their consortium varied from somewhat effective to very effective. The seven directors who

responded that they perceived their consortium as being very effective posited that program support was the basis for their judgment. These directors had few program failures. The frequent additions and changes in programs indicated the director was flexible in planning for community needs.

The five community education directors who responded that they perceived their consortium as being effective indicated that their programs had reached a peak and were leveling off. They were in the process of maintaining the organization.

Size of the consortium was a problem for the three directors who perceived their consortia as being somewhat effective. The scope of the organization caused communication breakdowns among the cooperating agencies, thus jeopardizing the daily maintenance functions provided by the director. Directors in this study agreed that a reduction in the geographic service area of the consortium would increase the quality and quantity of communication among agencies.

The future of the consortium was not a concern for the eight directors who indicated the consortium to be very effective. Enthusiasm for programs demonstrated by the community was the basis for their judgment. They perceived the consortium as expanding and/or modifying its future programs to meet community needs.

The four directors who perceived the consortium as

being effective in the future based their prediction on the rewards and benefits the community would gain through the consortium. Their perceptions suggested that the people would continue to support the consortium's programs. These perceptions were based upon the success of previous programs.

The need for additional funding appeared to affect the judgment of the two directors who predicted the consortium would be somewhat effective in the future. They contended that without additional funding it would be difficult for the consortium to increase the quality and/or quantity of its programs.

The nine community education directors who indicated that consortium goals would change in the future posited that program expansion was the direction of the change. They anticipated that as new community needs arose, programs would be implemented to meet those needs.

The six directors who indicated that their consortium goals would not change in the future based their decision on the lack of additional funding. Supplemental monetary support would be necessary for the consortium to venture into new areas. At the time of the interview, they had no idea where additional funds could be obtained.

Two conclusions can be drawn from the discussion of the directors' perceptions of the present consortium, the future of the consortium, and the future goals of the consortium:

1. The size and scope of the consortium can cause maintenance problems in the daily operations of the consortium.
2. The modification or expansion of additional programs may require additional funding.

Guidelines for Organization and Maintenance of Community Education Consortia

The following is a set of general guidelines resulting from the present study that may assist a practitioner in the organization and maintenance of a community education consortium:

(1) It is essential that an effective and efficient communication network be established to facilitate the sharing of vital information among consortium agencies and their clientele.

(2) It is essential that, from the inception of the consortium, the agencies involved develop a set of common goals and an understanding of how the other agencies are involved.

(3) It is essential that strategies be developed for the effective and efficient application of available resources.

(4) It is essential that the role and scope of the director be explicitly known and understood by member agencies and their clientele. In addition, it is essential that the scope of the organization be manageable.

(5) It is essential that strategies be developed to fund future growth and development of the consortium.

Recommendations for Future Study

The results of this study provide a series of questions which need further investigation.

A similar study should be done taking into consideration the demographic characteristics of the community--possibly a comparative study done on rural, suburban, and urban community education consortia. This may produce some interesting results regarding the identification of agencies participating in community education consortia and the extent of their resource involvement.

A study investigating local consortia arrangements in which the school is not involved would provide valuable data regarding alternate consortia models.

This study did not attempt to investigate higher education consortia. An investigation of the research available on higher education consortia and a comparison with the research available on local consortia may produce data that would enhance the guidelines for organizing and maintaining a consortium.

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APPENDIX A

WESTERN MICHIGAN UNIVERSITY

COLLEGE OF EDUCATION
Department of Educational Leadership
Community School Development Center

KALAMAZOO, MICHIGAN
49008

February 21, 1977

Dear Community Educator:

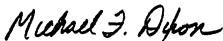
I am conducting a study of community education consortia in Michigan. The anticipated outcome will be the development of guidelines for the organization and maintenance of community education consortia.

The participants in the study are the contact persons, identified by the Michigan Department of Education--Adult and Continuing Education Services, listed in the 1976-77 Community School Program Directory.

The first step entails the identification of agencies with which your school has a cooperative arrangement. In this cooperative arrangement, the participating agencies must voluntarily relinquish some decision-making prerogatives in order to reach certain goals and to provide educational activities and/or services that each member could not realistically provide independently. Therefore, would you please take a minute or two to complete the enclosed pre-paid postcard and return it today.

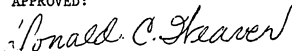
I would like to take this opportunity to thank you for your cooperation.

Sincerely,



Michael F. Dixon
Center Intern

APPROVED:



Donald C. Weaver, Director
Community School Development Center

enc.

APPENDIX B

INSTRUMENT 1

The school system in which I am the contact person for community education has a cooperative arrangement with the following agencies. In this cooperative arrangement the participating agencies must voluntarily relinquish some decision-making prerogatives in order to reach certain goals and to provide educational activities and/or services that each member could not realistically provide independently. (Please check ✓)

- ☐ Armed Forces
- ☒ City Government
- ☐ Township Government
- ☐ Other Government Agencies (please identify) _____
- _____
- ☐ Parks and Recreation
- ☐ Local Business and/or Industry
- ☐ Trade Unions
- ☐ Local Service Clubs and Organizations (i.e., Kiwanis, Lions, etc.)
- ☐ Social Agencies (i.e., YMCA, YWCA, Red Cross, Health Services, etc.)
- ☐ Philanthropic Organizations
- ☐ Professional Organizations (i.e., American Medical Association)
- ☐ Religious Organizations
- ☒ Other School Systems (i.e., public, private, vocational, etc.)
- ☐ Community College(s), Junior Colleges(s), College(s), University(ies)
- ☐ Other Agencies (please identify) _____

NAME OF SCHOOL SYSTEM # 0

APPENDIX C

INSTRUMENT 2

The History of the Consortium and General Background Information

1. What agencies are involved in the consortium?

- | | |
|----------|----------|
| a. _____ | g. _____ |
| b. _____ | h. _____ |
| c. _____ | i. _____ |
| d. _____ | j. _____ |
| e. _____ | k. _____ |
| f. _____ | l. _____ |

2. To what extent are these agencies involved in the consortium?

	<u>Extent</u>	<u>Extent</u>	<u>Extent</u>
Agency <u>a</u>	Considerable	Some	Limited
Agency <u>b</u>	Considerable	Some	Limited
Agency <u>c</u>	Considerable	Some	Limited
Agency <u>d</u>	Considerable	Some	Limited
Agency <u>e</u>	Considerable	Some	Limited
Agency <u>f</u>	Considerable	Some	Limited
Agency <u>g</u>	Considerable	Some	Limited
Agency <u>h</u>	Considerable	Some	Limited
Agency <u>i</u>	Considerable	Some	Limited
Agency <u>j</u>	Considerable	Some	Limited
Agency <u>k</u>	Considerable	Some	Limited
Agency <u>l</u>	Considerable	Some	Limited

3. What agency(ies) took the beginning initiative to form the consortium?

- a. _____
- b. _____
- c. _____

4. What agency, if any, does the director represent?

- a. _____

Problems encountered and the
initial planning and develop-
ment of the consortium

5. Prioritize (or list) the goals and/or objectives of the consortium:

- a. _____
- b. _____
- c. _____
- d. _____
- e. _____
- f. _____

6. How were these goals and/or objectives determined?

- a. Advisory (community) council
- b. Needs assessment
 - 1) Conducted by whom? _____
- c. Agency consensus
- d. A combination of the above (please specify) _____

- e. Other (please specify) _____

7. What problems were encountered in the developmental phase?

- a.-- _____

- b.-- _____

- c.-- _____

- d.-- _____

- e.-- _____

- f.-- _____

8. In the developmental process, were there any alternatives to a consortium discussed?

- a. Yes b. No

If yes, please identify them.

- a. _____
- b. _____
- c. _____

The administrative aspects of the consortium including the areas of directing, staffing, and funding

9. Directing:

- a. How was the director chosen?
 - 1) Advisory (community) council
 - 2) Agency consensus
 - 3) A search--national, state, local
 - 4) Recommended (by whom?)
 - a) College or university
 - b) Other agency(ies)--please identify _____
 - 5) A combination of above--please specify _____
 - 6) Other--please specify _____
- b. What criteria were established for the selection of the director?
 - 1) _____
 - 2) _____

10. Staffing:

- a. Who determines staffing needs, assignment, and working conditions?
 - 1) Director
 - 2) Involved agencies
 - 3) Others--please identify _____
- b. What criteria are involved in these processes?
 - 1) _____
 - 2) _____
 - 3) _____

11. Funding (outside)--List agencies, not consortium members, and to what extent their contributions are a percentage of the budget:

- a. _____
 b. _____
 c. _____

The director's perception of the consortium's effectiveness and the anticipated role the consortium will play in the future

12. How do you perceive the effectiveness of the consortium?

- a. Very effective b. Somewhat effective c. Minimally effective

Comments: _____

13. How do you perceive the effectiveness of the consortium in the future?

- a. Very effective b. Somewhat effective c. Minimally effective

Comments: _____

14. Do you predict a change in the goals of the consortium in the future (i.e., different from those indicated under #5, page 2)?

a. Yes b. No

If so, what changes do you anticipate? _____

APPENDIX D

INSERT WITH INSTRUMENT 1

Respondents Please Note:

Your school district is identified by number on this card to assure confidentiality of responses.