Establishing Interagency Communication among K-12 School Districts and Government Agencies through an Intermediate School District

Gary R. Campbell

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ESTABLISHING INTERAGENCY COMMUNICATION AMONG K-12 SCHOOL DISTRICTS AND GOVERNMENT AGENCIES THROUGH AN INTERMEDIATE SCHOOL DISTRICT

by

Gary R. Campbell

A Project Report
Submitted to the
Faculty of The Graduate College
in the partial fulfillment of the requirements for the
Degree of Specialist in Education
Department of Educational Leadership

Western Michigan University
Kalamazoo, Michigan
June 1988
ESTABLISHING INTERAGENCY COMMUNICATION AMONG K-12 SCHOOL DISTRICTS AND GOVERNMENT AGENCIES THROUGH AN INTERMEDIATE SCHOOL DISTRICT

Gary R. Campbell, Ed.S.
Western Michigan University, 1988

The proposed procedure for a local school administrator to establish direct interagency communication between local, K-12 school districts and other government agencies who deal with troubled youth was to: (a) examine the function and organization of the intermediate school district, (b) evaluate the role of its superintendent, and, (c) assist the superintendent in the establishment of an interagency discussion group. This group would meet regularly to discuss mutual concerns in helping troubled youth.

This experience focused on gaining an understanding of the organization and function of a Michigan intermediate school district, the role of its superintendent, and the other non-school, government agencies who routinely deal with troubled youth.

This experience illustrated that schools and other local agencies can communicate to share their experience and increase their mutual understanding. Through the active participation of the intermediate school district, all agencies can unite and exert a coordinated effort to assist the troubled youth of our communities.
ACKNOWLEDGMENTS

Teaching and learning are dynamic and not restricted to the classroom. We teach and learn as we live. The pursuit of formal education requires the cooperation, encouragement, and support of the following teachers, who have made this project and degree possible. I take this opportunity to thank the Board of Education, administrators and staff of the Lewis Cass Intermediate School District, the Honorable Herbert E. Phillipson, Judge of Probate for the County of Cass, and the members of the Cass County Youth Council for sharing their efforts to benefit youth.

Special recognition, respect, and appreciation are extended to Mr Gary Waterkamp, Superintendent of Schools, Lewis Cass Intermediate School District, for his patient involvement of many hours and providing the opportunity of a lifetime. Without the benefit of his experience, openness, and unqualified support, this project would not have been possible.

I also express my sincere appreciation to Dr Lawrence B. Schlack, Western Michigan University faculty advisor, for his knowledge, willingness, and most of all, patience in counseling me through this experience.

Gary R. Campbell
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CHAPTER I

PROBLEM STATEMENT

Prospectus

SPONSORING ORGANIZATION: Lewis Cass Intermediate School District

FIELD SUPERVISOR: Mr. Gary Waterkamp, Superintendent, Lewis Cass Intermediate School District

UNIVERSITY ADVISOR: Dr. Lawrence B. Schlack, Department of Educational Leadership, Western Michigan University

MAJOR FOCUS OF EXPERIENCE: The Intermediate School District, its operations and relationships with local school districts, other county level agencies, and the State of Michigan.

PROBLEM STATEMENT: Can a local public school administrator working with a Michigan intermediate school district establish interagency communication among local K-12 school districts and county agencies who have troubled youth as a common concern?

PROPOSED SOLUTION: The local administrator will understudy the duties and responsibilities of a practicing intermediate school district superintendent in common efforts to establish an interagency youth council. The intern will assist in the work of the council and will gain knowledge and understanding of the intermediate school district and other non school agencies who deal with troubled youth.
Rationale

The problems of youth in our society are varied and unique. Over the past thirty years local schools have been expected to assume more and more responsibility for dealing with these social problems. The courts and legislature have passed the responsibility for drug abuse, learning disabled, handicapped, driver education, vocational education, and most recently the special needs of the gifted and talented on to local educators. Adequate funding does not always accompany this mandate. Simultaneously, local schools are pressured by lower enrollments and dwindling resources.

Michigan's three echelon approach (see Figure 1) to public education offers a valued resource to local school districts in the form of the intermediate school district (ISD). The ISD serves a three-fold purpose as a link between the local educational agency and the Michigan Department of Education (MDE), a coordinator of services for local schools, and a direct provider of educational programs. Its regional scope provides the opportunity of wide ranging and unique programs to address many social and educational problems of youth.

The ISD also provides a vehicle with which local schools relate and interact with each other, local government agencies, and private sector groups. Pooling
Figure 1. Three Echelon Approach To Michigan Public Education.
of resources through the ISD provides opportunities to youth that would not otherwise exist.

Recognizing the potential for this intermediate organization, this internship is structured to establish the ISD as a liaison between local K-12 public school districts and local non-school agencies who routinely deal with troubled youth. To fully understand and use the potential of this unique organization, a study of the ISD is made from four perspectives. The first is a study of the organization, which would examine the internal organization and function of the ISD Board of Education and principal administrators. The second is a functional survey of the ISD as a provider of direct service to and among the local school districts. The third is a role review of the superintendent with local school superintendents and other professional organizations. The fourth is establishment of the ISD as a facilitator of communication and cooperation among similar, non-educational agencies.

The next four pages describe, in table form, the "Proposed Goals, Activities, and Outcomes" of this project.
### Table 1

**Proposed Goals, Activities, And Outcomes**

<table>
<thead>
<tr>
<th>OBJECTIVES</th>
<th>EXPERIENCE AND CONTACTS</th>
<th>PROJECTED OUTCOMES</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>A. CONCEPTUAL</strong></td>
<td>The intern will-</td>
<td>The intern will be able-</td>
</tr>
<tr>
<td>1. To acquire an understanding of ISD responsibilities and goals.</td>
<td>study school code, and school district policy; observe the Superintendent in the performance of leadership tasks; attend Board of Education meetings.</td>
<td>to discuss the role and responsibility of the ISD and to cite similarities among all ISD in the state.</td>
</tr>
<tr>
<td>2. To become familiar with the internal organization and operations of an ISD.</td>
<td>interview central office staff; observe the day-to-day working relationships of ISD personnel; participate in the training and use of computers.</td>
<td>to discuss the duties of the various staff; to use ISD computer equipment; to relate the various components of the ISD to each other and stated functions.</td>
</tr>
<tr>
<td>3. To relate the role of the ISD to state and local education agencies.</td>
<td>attend meetings in which ISD administrators interact with local and state education agencies; discuss agency interaction with ISD administrators.</td>
<td>to relate the roles of the ISD to local and state agencies; to cite areas of coordination and control of the ISD and local districts.</td>
</tr>
<tr>
<td>4. To review the several ISD functions and direct service programs</td>
<td>visit each program site; interview each service supervisor; and observe staff as they provide</td>
<td>to describe ISD direct service programs; to list the services available; and to discuss the service delivery process.</td>
</tr>
<tr>
<td>OBJECTIVES</td>
<td>EXPERIENCES AND CONTACTS</td>
<td>PROJECTED OUTCOMES</td>
</tr>
<tr>
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<td>--------------------------</td>
<td>-------------------</td>
</tr>
<tr>
<td><strong>A. CONCEPTUAL</strong>&lt;br&gt;(con't)</td>
<td>The intern will-&lt;br&gt;participate in the planned formation of the Cass County Youth Council; discuss the purpose of the group.</td>
<td>The intern will be able-&lt;br&gt;To write program proposals for troubled youth, to discuss the various services provided by local non-school agencies.</td>
</tr>
<tr>
<td><strong>B. HUMAN</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1. <strong>Attend meetings with local district superintendents.</strong></td>
<td>Observe the development of the agenda; participate in such meetings where appropriate and observe the conduct and communication process of such meetings.</td>
<td>To discuss the relative roles of an ISD supt. and local supts.; to conduct a meeting utilizing support staff and data.</td>
</tr>
<tr>
<td>2. <strong>To become familiar with the professional organizations that facilitate communication among professional educators.</strong></td>
<td>Participate in professional organization meetings; read professional journals and other publications and discuss the value of such organizations with members.</td>
<td>To cite state and local professional organizations; to identify sources of research and information available through these organizations.</td>
</tr>
<tr>
<td>OBJECTIVES</td>
<td>EXPERIENCES AND CONTACTS</td>
<td>PROJECTED OUTCOMES</td>
</tr>
<tr>
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<td>--------------------</td>
</tr>
<tr>
<td>B. HUMAN (con't)</td>
<td>The intern will-</td>
<td>The intern will be able-</td>
</tr>
<tr>
<td>3. To understand the role of the superintendent of an ISD and the Board of Education.</td>
<td>interview the superintendent on his duties; attend Board of Education meetings; read superintendent/Board of Education policies and other published data.</td>
<td>To discuss the duties and responsibilities of ISD functions; to discuss Board of Education policies; and to cite unique data on the Board/Supt.</td>
</tr>
<tr>
<td>4. To develop interpersonal skills necessary to work with local non-educational agencies.</td>
<td>observe ISD personnel in day-to-day work; participate in the CCYC.</td>
<td>To discuss the functions of several youth agencies; to relate needed services to appropriate local agency providers.</td>
</tr>
<tr>
<td>5. to acquire an understanding of the problems facing youth in our community.</td>
<td>discuss youth problems with probate court/DSS personnel; interview local law enforcement and ISD staff personnel.</td>
<td>to discuss several youth problem areas; to point to services and programs available to assist problem youth.</td>
</tr>
<tr>
<td>OBJECTIVES</td>
<td>EXPERIENCES AND CONTACTS</td>
<td>PROJECTED OUTCOMES</td>
</tr>
<tr>
<td>---------------------------------------------</td>
<td>-----------------------------------------------------------------------------------------</td>
<td>------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>C. TECHNICAL</td>
<td>The intern will-</td>
<td>The intern will be able-</td>
</tr>
<tr>
<td>1. to become familiar with financial operations of an ISD.</td>
<td>interview bookkeeper and Superintendent on the budget, cash flow, and investment procedures of the district. Review budget preparation process and financial history of the district.</td>
<td>to describe the budget preparation process; to discuss investment and cash flow procedures, to describe the general accounting system of an ISD.</td>
</tr>
<tr>
<td>2. To become aware of the due process rights of special education students.</td>
<td>To attend and observe an I.E.P.C. meeting;</td>
<td>To explain the due process rights of a special education child.</td>
</tr>
<tr>
<td>3. To understand the function and legal requirements of the ISD Board of Education.</td>
<td>To attend a scheduled property transfer hearing and subsequent appeal meeting. To observe ISD Board member election and organization process; interview the Superintendent on legal issues of the ISD.</td>
<td>To discuss the legal process for property transfers; to explain how ISD Boards of Education are elected and organized; and to discuss the legal environment in which an ISD exists.</td>
</tr>
</tbody>
</table>
Site Description

The Lewis Cass Intermediate School District (LCISD) is chosen because it is similar in function and purpose to others in the state, but its smaller size offers a more comprehensive view with lower complexity. The common organizational structure among ISD's will affect the role of the superintendent in smaller districts. The legal requirements of the position are the same for all districts. However, the small district requires the addition of routine duties or an alternative delegation of responsibilities.

Cass County is located on the Indiana border directly north of Elkhart, Indiana. Economically, the county is partially dependent upon northern Indiana for employment and retailing. The main agricultural commodity is the swine industry. Hog farming makes Cass County one of the largest producers in the country. Relative to the rest of our state, the property tax base is low, and significantly for schools, the property tax millage rates are low.

The Lewis Cass Intermediate School District is located in rural Cass County and includes the four local school Districts of Cassopolis, Dowagiac, Edwardsburg, and Marcellus. The combined student population of these districts is approximately 7,500 students.
The district owns one classroom building in which several special education programs and services are provided. The administration and other services are temporarily housed at a second location in leased facilities. A vocational building trades program to construct a permanent administration center adjacent to the classroom building had been recently approved. My participation in the early site and facility planning process for this new office complex will be discussed in Chapter II.

The five member ISD Board of Education hired Mr. Gary Waterkamp as Superintendent of Schools in 1979. Within four years he was the senior Superintendent in Cass County. The ISD has experienced some instability and financial difficulty in prior years. Through the management and leadership skills of Mr. Waterkamp, the district had gained stability, solved financial difficulties and established goals.

One such initiative for the future occurred immediately prior to the beginning of my internship. Dialogue between ISD Superintendent Gary Waterkamp and Cass County Probate Judge Herbert E. Phillipson, Jr. occurred concerning the many agencies and institutions that exist in the County with the common purpose of assisting youth. These many agencies included the ISD, Probate Court, Department of Health, Cass County Mental
Health, Department of Social Services, Law Enforcement, Youth Service Bureau, Prosecuting Attorney, Friend of the Court, Planned Parenthood, local substance abuse and youth correction agencies. Each group targets troubled youth in different ways but with a common purpose. The discussions between the two men led to the realization that there was lacking a communication link among these agencies and the local school systems. From this discussion the Cass County Youth Council was developed. Its formation was a major part of my internship experience and will be discussed later in more detail.

Another future oriented goal immediately prior to my internship was the computerization of the ISD Administrative Office. A commitment had been made by the LCISD Board of Education to purchase computers which would serve as terminals to a remote data center and also be utilized as on-site word processors.

A final background aspect of the LCISD involves the unique factor of local school superintendent longevity. Perhaps a product of the 1980-83 recession, all four local superintendencies, for a variety of reasons, were vacant within the previous three years. The ISD Superintendent, therefore, with four years on the job, had an enhanced orientation responsibility and relationship with local district administrators.
This internship is structured to observe the LCISD from four perspectives:

1. to understand the LCISD as an organization;
2. to examine the relationship of the LCISD to both the local school district and the Michigan Department of Education;
3. to understand the role and responsibility of the LCISD Superintendent of Schools; and,
4. to establish through the LCISD a county youth council of non educational agencies and local K-12 school personnel.

The accomplishment of these goals is detailed in Chapter II by notations of significant activities. Chapter III is a critical review of the outcomes of this experience.
CHAPTER II

LOG OF EXPERIENCES

May 24

The internship began with a meeting with Dr. Lawrence Schlack, WMU advisor, and Mr. Gary Waterkamp, LCISD Superintendent. At that meeting we discussed the scope of the internship and several possibilities for involvement. These local plans included development of an intergovernmental communication group to assist troubled youth, construction planning for a proposed new administration center, computerization of the ISD central office and observation of the various routine operations of an intermediate school district.

May 26

The first meeting of the Cass County Youth Planning Committee met in a restaurant in Cassopolis, Michigan. Participants at this first meeting were from various county agencies including the LCISD, Probate Court, Department of Mental Health, Sheriff's Department, Youth Service Bureau, and Department of Social Services. Each representative discussed their services to youth.
Lengthy discussion was held on goals for the group. It was decided to expand the group to include more county agencies and the four local school districts.

Later that afternoon, I met in chambers with Judge Herbert Phillipson to prepare the agenda for the next meeting on June 16.

June 3

Mr. Waterkamp and I traveled to Elkhart, Indiana to meet with Mr. David Brown, architect with LeRoy Troyer & Associates. This meeting included a tour of the facilities of the firm and detailed feasibility discussion of the proposed new administration center. A workshop with district administrators was scheduled for mid July.

June 6

The biannual election of school board members was held. With four school district representatives voting, Mr. Wilbur Breseman, a Marcellus farmer, was elected. I discussed with those present, the rather unique election process for the ISD Board of Education. Each candidate must file nominating petitions as in a general election. However, the election is conducted with designated electors, one from each local school board. These four individuals cast votes and elect the board member.
June 10

Mr. Waterkamp and I met to discuss preparations for the July Board of Education meeting. In addition to regular monthly business, this meeting would be the annual organizational meeting. At this time we also discussed my internship progress and plans.

June 16

The second meeting of the Cass County Youth Planning Committee was held again in Cassopolis. Representation was expanded to include Cassopolis and Dowagiac school system representatives. In-depth discussion was held on means to help truant and delinquent youth. One plan involved the employment of a Youth Activities Coordinator. This person would act as a clearing house for all youth related agencies. A proposed position description and sources of funding were discussed.

July 14

An all-day workshop was conducted by the staff of LeRoy Troyer & Associates. David Brown used a variety of techniques to assist the LCISD administrators in their design of the new facility. The very informative session was for group discussion of the operational, space, and functional needs of the staff.
The process began with goal setting, discussion of space requirements and personnel interaction patterns. This group session was productive and concluded with a comprehensive building and site design that was unique. The design was also quite different than initially conceived by ISD administrators.

July 18

The annual organizational meeting of the Board of Education was combined with the regular business meeting of the month. Following that meeting, a rare joint ISD Board meeting was held with both the LCISD Board and the Van Buren County ISD Board meeting as one body. The purpose of the meeting was to consider a property transfer between the two counties. In this case the Dowagiac Union School District has agreed to accept the incoming transfer, but the Decatur School District strongly opposed the outgoing transfer. The combined board consisting of ten members approved the transfer.

July 21

The third meeting of the Cass County Youth Planning Committee met in Dowagiac. At this well attended meeting the Prosecuting Attorney and three of the four local school districts were added to the group. Two significant discussions were held. One discussion
involved the need for this group to facilitate communication among the several public agencies in Cass County that deal with youth. The second discussion, initiated by Judge Phillipson, was on a program recently available through the Michigan Children's Trust Fund. To receive funds through the CTF, a local Council along the lines of our current membership could be incorporated to benefit children in Cass County.

August 8

The regular August Board of Education meeting was held in the office of the central administration. These meetings are not well attended by the public. District administrators, an occasional local media representative, and the Board meet in a small meeting area. Although the meeting area is informal, the meetings conducted by President I. C. Madden are formal in process.

The rather routine agenda included a report on a reroofing project at the Brookside school, the annual levy of property taxes and purchase of special education vehicles. The Board of Education seemed to be well informed on the issues being discussed. Although other district administrators were present, Superintendent Waterkamp and Board President I. C. Madden controlled the course and pace of the meeting.
August 9

With the purchase of Zenith 100 microcomputers, the office staff began their training during the first week of August. Today I assisted in that training by introducing the Multi Plan spreadsheet software. During this session, we discussed how the ISD budget and accounting system is organized. I also became aware of the office division of duties.

August 24

I met with Gary Waterkamp to discuss the background of a reroofing project for the Brookside Elementary. This discussion is in preparation for a meeting to be held tomorrow to discuss the project with Board members. We also discussed progress on my internship.

August 25

An afternoon Board of Education meeting was held at the Brookside School to discuss severe problems with the reroofing project. It was discovered that moisture from a previous roof failure had rotted and destroyed the roof decking material. The meeting with architects and administrators also present was to determine a new course of action. Alternatives for correcting the problem were discussed.
September 12

The regular September meeting of the Board of Education was held today. A final plan for solving the Brookside roof problem was approved. Plans for the new administrative center were also presented. The building will be built as part of the LCISD Building Trades program. Students will build the building over a two year period. Other routine business came before the Board.

September 15

The Cass County Youth Planning Committee met in Dowagiac. Most of the county agencies are now represented on a regular basis. A special guest today is County Commissioner Johnnie Rodebush. Discussion of various youth problems from child abuse to vandalism was held. A thorough discussion of the potential of a Children's Trust Fund grant was conducted by Judge Phillipson. Following the last meeting, Gary Waterkamp had filed an intent to apply for funds from the CTF. Our group could now incorporate and be the official representative of the CTF in Cass County. To be recognized and funded it would be necessary to write a formal proposal. Judge Phillipson, James Russell, DSS, Gary Waterkamp, and I were appointed to a subcommittee to prepare the proposal. Following this meeting, Mr.
Waterkamp and I discussed the internship and agreed to include more time with this youth project than I had originally planned.

September 16

The Cass County Youth Council (new name selected for the group) subcommittee met in the Cass County Courthouse. At this first meeting we discussed CTF requirements and received application materials. To prepare the lengthy proposal would require goals, objectives, and implementation plans. With input from this meeting, I agreed to prepare draft statements for consideration at our next committee meeting.

September 20

I attended a meeting of a regional school business officials group. The group exists to provide communication opportunities for school business managers. Gary Waterkamp assumes the duties of business manager for the ISD. This group also provides a forum for discussion of common areas of concern such as school finance, maintenance of facilities, auxiliary services and labor relations.

September 21

A meeting of the ISD staff and all local school
superintendents was held in Edwardsburg. This is a regular monthly meeting at which Mr Waterkamp presents issues of ISD and local concern. This month, Dawn Atkinson, the LCISD Gifted and Talented Coordinator, presented a program on the services provided by her office. It is unusual that one of the smaller ISD's in the state provides this tremendous opportunity for gifted students. Local Superintendents discussed the future of gifted and talented programs in their respective districts.

Following the county superintendent's meeting, we went to Cassopolis for an afternoon subcommittee meeting on the Children's Trust Fund. Judge Phillipson, Gary Waterkamp, Jim Russell, and I reviewed proposal requirements. Using my initial drafts of goal statements, we refined several of the statements and discussed other proposal requirements such as budget projections, project timetable, and objectives within general goal areas. The proposal goals will now be redrafted and reviewed with Jim Russell on September 26.

September 26

The several discussions of goals have produced a much clearer image of the Cass County Youth Council. In my meeting with Mr. Russell this morning, we spent much time discussing our implementation plans for the project. Mr.
Russell had reviewed proposal formats with a CTF contact in Lansing. He critiqued our plans to date and made several suggestions.

September 28

Berrien Cass Administrators Association meetings are held monthly during the school year. Today, I attended with Mr. Waterkamp, who is President-elect of the organization. The group consists of Superintendents and central office administrators of the two counties. Programs of timely concern are presented.

After the meeting, we again met with Jim Russell to further discuss our CTF project proposal. It was decided that Waterkamp and I would attend a CTF informational meeting in Lansing on October 3, 1985.

October 3

Gary Waterkamp and I spent the day in Lansing at a meeting for prospective applicants. We reviewed in an open discussion atmosphere the history and intent of the fund, legislative concerns, and the general organization of CTF administration. Discussion then centered on proposal writing. Among the materials distributed was Key Elements to Proposal Writing Success (Shay, 1983).
October 7

The Berrien Cass Van Buren School Business Officials meet monthly in Benton Harbor. This group consists of local school district business officials. The program today was on controlling school district unemployment costs. Program topics of this group seem to be more specific and technical than those of the Berrien Cass Administrators Association.

October 10

The regular meeting of the LCISD Board of Education was held. Agenda items were routine. A progress report was given on the administration office project and the roof repair project at the Brookside School.

October 11-12

These entire days were spent writing and refining the CTF project proposal. The fifteen page document includes a history, structure, and operational description of the council and its accomplishments. It also provides goals, objectives, and a documented implementation plan. Detailed descriptions are required of each of the above areas and funding plans.
October 13

The October meeting of the Cass County Youth Council was held in Dowagiac. Most county agencies were represented. Local school district participation today is low. The Council viewed a film on vandalism and heard reports from each agency. New to the group is a representative of the Joys of Parenthood, Inc. They presented a project proposal on youth parenting skills to be funded by CTF. The Council endorsed their application.

Following the meeting, the rest of the day was spent finalizing our CTF project proposal. The application is due on October 18.

October 14

Gary Waterkamp, Linda Linn, and I went to Lansing to attend a property transfer hearing. The matter involved an appeal of the decision of the joint ISD Board meeting of July 18, by the Decatur Board of Education. The appeals hearing is conducted by Mr. Raymond L. Godmer of the Michigan Department of Education. Present at the hearing were officials of the Decatur Schools, the parent and property owner, and officials of the LCISD. The property in question was owned by the parents of a child who required special education services. Those
special services were more effectively available through the LCISD than the Van Buren ISD (Decatur Schools). I was surprised to note that most of the testimony involved the needs of the child and not questions of fact (boundary lines, historical property ownership, etc.).

October 15

Today was used to finish the final CTF proposal (see Appendix B). We have requested a grant of $30,000 which is a 50/50 matching grant. With these funds, the CCYC will hire a director and provide several clearinghouse type services to Cass County youth agencies. The first year of the Council will be an organizational one. Its primary goal for the year will be to establish future direction.

October 26

The Berrien Cass Administrators Association meeting was held today in Niles. This meeting is a special evening event held each year to honor retired superintendents in Berrien and Cass Counties.

November 8

Waterkamp, Judge Phillipson, and I went to Kalamazoo to meet with Mr. David Mills, Executive Director of the Children's Trust Fund. The purpose of our meeting was to
discuss our CTF project proposal. Mr. Mills informed us that our proposal had been approved for funding at a reduced amount. This change also requires that a portion of the proposal be rewritten incorporating the new funding limitation.

This meeting was of particular value because it allowed a full day of informal discussion with Judge Phillipson, Gary Waterkamp, and Mr. Mills. My insights on Probate Court dealings with youth and the Children's Trust Fund history were expanded.

November 10

I attended the Cass County Youth Council meeting in Dowagiac with Alice Barrett, Administrative Assistant, LCISD, and Gary Waterkamp. Three local school district representatives joined the other regular members of the group. The by laws of the group were distributed and formally approved. A productive part of this meeting was a general discussion of the Council to date.

The Council also held a discussion on the November 8 meeting with Mr. David Mills. A modified proposal for CTF funding was approved for resubmission. A subcommittee of Jim Russell, DSS, Judge Phillipson, and me was authorized to rewrite the proposal. Another subcommittee was appointed to officially request matching funds from the Cass County Board of Commissioners.
November 14

The regular meeting of the LCISD Board of Education met today. Routine business was conducted including a presentation by a consultant on four alternatives to correct a heating system problem at the Brookside School.

A very interesting program was presented by the LCISD gifted and talented coordinator, Dawn Atkinson. She introduced students who had participated in programs locally and a recent activity at Michigan State University.

An unusual agenda item illustrates the open style of Waterkamp and the Board of Education. Board members were provided, in advance, information on salaries, budgets and superintendent recommendations. At the meeting, the Board and Waterkamp publically negotiated the salary and other compensation for the superintendent. The process was an example of professionalism on the part of all involved.

November 15

Jim Russell, Waterkamp, Judge Phillipson, and I met to revise our CTF project proposal. Discussion was held on how our previously submitted project could be reduced in cost and achieve the basic goals and objectives of the CCYC. We also discussed and revised a proposed position
description for the CCYC coordinator, a proposed new position to be funded by the project.

Waterkamp and I also met to discuss the budgeting process for the LCISD. He explained the technical structure of the budget. It is organized by program and is developed in consultation with the appropriate staff administrators. Mr Waterkamp directly performs these duties and acts as the district business manager. Revenues are provided by local property tax levy and state or federal aid. The office staff are now in the process of inputting and refining the budget on computers purchased by the district last summer. The budget is adopted by the Board of Education prior to July 1 of each year. Although the budget is entirely an ISD function, local district superintendents review the budget and offer input to Waterkamp prior to presentation to the Board.

November 16

Waterkamp and I attended the monthly LCISD Superintendent's meeting. This month the meeting was hosted by Marcellus in the village of Jones, Michigan. All local superintendents were present and discussed items of ISD concern. Waterkamp discussed news from the State Board of Education and discussed possible LCISD coordination of data processing.
November 18

LCISD staff, Alice Barrett and Charlene Vaughn, met Waterkamp and I at the Ross Beatty High School in Cassopolis at 8:00 a.m. Our purpose was an audit of the district's fourth Friday official membership. While on site, we verified attendance, schedules and records for the high school on their official count day. The process was detailed and laborious. We randomly selected students by grade and asked them to report to the cafeteria to verify their attendance. Student absence was checked for appropriate documentation of excuses. School district policy on attendance was reviewed. This state monitoring activity is time consuming and expensive.

November 23

As the officially recognized representative of the CTF in Cass County, we were required to review project proposals from county groups. Today I prepared and sent our local endorsement of the project proposed by the Joys of Parenthood. Their project was one designed to teach youth parenting skills.

November 29

Waterkamp and I prepared for the regular December
meeting of the LCISD Board of Education. He asked that I review the district's investment practices and prepare a report for the next meeting. Following our discussion, I reviewed current banking relationships with the district bookkeeper. This review included both investment practices and internal cash flow scheduling.

December 1

A well attended CCYC meeting was held in Dowagiac today. The Council approved the new, reduced CTF proposal after some discussion. Several other organizational matters were accomplished including the formal appointment of directors and officers, presentation of official by laws of incorporation and tentative authorization to proceed with the hiring of a part time director. A county wide drug abuse program, Teen Project Recovery, was also discussed.

December 2

Judge Phillipson and I met to prepare a news release on the CCYC and to discuss future plans for the group. We also discussed the final draft of the CTF proposal as discussed and approved at our meeting yesterday. The CCYC will have new direction with the employment of a director who will schedule meetings and disseminate information among member agencies. The Probate Court,
local schools, and county youth agencies can now make decisions affecting youth in the context and knowledge of other available youth services and agencies.

December 3

Most of today was spent rewriting and preparing the revised CTF proposal and budget in final form. The new proposal is contingent on matching funds from the Cass County Commission and in-kind contributions from the Lewis Cass Intermediate School District.

December 6

I obtained copies of monthly financial reports and the budget. Discussion with Waterkamp and the bookkeeper explained office procedures relative to the receipt and disbursement of funds. We also examined banking and investment practices for both depositories and short-term investments. The district has two funds, the General Fund and Special Education Fund. Each of these funds has a designated depository, a local bank, with a standard, commercial checking account. The district maintains a significant compensating balance in each account. Money is invested through a bidding procedure with all banks in the school district in amounts of $100,000 or more.
Today I interviewed Mr. Ned Sutherland, CEPD and Vocational Coordinator for the LCISD. Mr. Sutherland has both a staff function and direct-line function for the organization. His staff duties include assisting local districts with vocational programming and development. He also works with local district vocational program reporting to the Michigan Department of Education. He is chairman of the Career Education Planning District (CEPD) Council. This Council develops an annual vocational plan for all local districts to follow. Under this plan, Ned helps to prepare grant applications, develop parent advisory councils and conducts monitoring and compliance activities with local districts.

Sutherland directly supervises or represents the LCISD in many special programs. The district has an extensive weatherization program that uses high school graduates to weatherize eligible homes in the county. He also administers a vocational building trades program involving high school students from the four local school district. He acts as a liaison between the Private Industry Council (PIC) and local educational institutions. Sutherland also is deeply involved with state and federal programs including the DSS Adult Placements Program, Michigan Youth Corps, Job Training and Placement
Act (JTPA) programs, and a local Community Service Block Grant program. The entire result of Mr. Sutherland's direct and indirect administrative function is to provide vocationally related services to local school districts and youth. He is also an effective boundary spanner for the district with the local business community and local non-educational government entities.

December 8

In preparation for report to the LCISD Board of Education next Monday evening, I attended a meeting in St. Joseph, Michigan, on banking. Mr. James Murphy, President and Chairman of the Board of Inter-City Bank addressed a group of area businessmen on the subject of banking. He described the history and current status of banking in the United States. Recent legislative action has significantly deregulated banking. This deregulation is cause for all businesses including school districts to review basic banking relationships.

December 9

To further study investments, I reviewed the State School Code of 1976 and obtained samples of school district investment policies from area schools and an MASB prototype suggested policy.
Following this review, I met with Mr. Harry Burleson, Pacesetter Bank and Trust - Southwest, to discuss banking and investment possibilities for school districts. Mr. Burleson noted that deregulation has provided greater income potential for school districts with the advent of interest bearing checking accounts and short-term, demand accounts carrying money market rates of return. He also stressed the importance of maintaining a local banking relationship. A nominal increase in interest income can be quickly offset by the inability to acquire low interest loans or other services when required.

December 10

Today was consumed with final preparation of the investment program analysis report. The report drew from the several sources previously mentioned. A review of law and current LCISD practice was followed in the report by suggestions and recommendations for both administration and Board of Education. Among the recommendations was the delegation via board policy of investment authority to Superintendent. The school code places this responsibility with the Treasurer of the Board unless delegated. Today's banking environment requires that decisions be made on a daily, flexible basis. A Board member, no matter how well intentioned or
capable, does not have the daily, intimate contact with internal school business affairs to be effective.

December 12

The Lewis Cass ISD Board of Education met this evening for their regular December meeting. Mr Waterkamp was not present due to a two week business trip. Administrative Assistant Alice Barrett acted in his place. My report on investments was presented and accepted with some discussion. Several routine business items were acted upon. Mrs. Barrett reported that the official audited membership count for LCISD is 7,782 students. The fourth Friday count by each district is audited by the LCISD and certified to the Michigan Department of Education. The Board of Education also discussed their process for the annual evaluation of the Superintendent.

January 12

Waterkamp and I attended the CCYC meeting in Dowagiac. We have received formal approval of our grant proposal. The Council also received approval from the County Commission for matching funds. The next action will be to hire a director. The CCYC also discussed workshops conducted by Robin Smietanka and Gloria Gillespie on child sexual abuse. The workshops are
designed for teachers and other professionals who work with children.

January 13

Today I attended the Berrien Cass School Business Officials meeting. Following that meeting, Waterkamp and I reviewed the status of my internship. We also discussed the role of each administrator including the Superintendent, in the daily operation of the LCISD. The Superintendent meets regularly with the three other administrators. Each has program and budgetary responsibilities within guidelines established by Waterkamp. It was agreed that I should pursue the special education function of the ISD in more detail.

January 19

Through arrangement of Special Education Director, Mrs. Mildred McGrath, I met at the Brookside school with Karen Winchester, SMI teacher, Judy Listenberger, Physical Therapist, and Pamela Zandt, Child Find Coordinator. The purpose of our meeting was an IEPC for a severely mentally impaired child. This meeting was routine for this child and was not attended by the parent. In spite of the parent's non attendance, the group conducted the meeting and discussed the process with me.
I also interviewed Mrs. Alice Barrett, who is Principal of the Brookside Learning Center. We toured the facility and discussed the various special education programs and services offered. In addition to her duties as principal, Alice also is responsible for several ISD duties including local district monitoring of child accounting, pupil transportation, and substitute teacher certification. I find this span of responsibility unusual in scope and primarily due to the small size of the ISD.

February 16

The CCYC met today for their monthly meeting. A subcommittee appointed in January reported their recommendation of Mr. James Russell to be hired as CCYC Executive Director. The appointment of Mr. Russell was made and he agreed to begin work immediately. Discussion was also held on the juvenile justice system in Cass County and plans for a child abuse and neglect services needs assessment.

March 16

Waterkamp and I attended a breakfast meeting with area legislators. We discussed several issues which impact education locally and in the state. Following this meeting, we discussed current problems and issues in the
daily operation of the district. Mr. Waterkamp is now planning the budget for next year and trying to include several program requests of various groups.

March 22

I attended my last CCYC meeting. Mr. Russell distributed a draft of an opinionnaire on child abuse and neglect. The instrument is planned to be part of a newsletter which will introduce the CCYC to county agency personnel. Mr. Russell also discussed his timetable for action over the next year. The presentation was received with enthusiasm.

Summary

The internship from May through March provided an opportunity to observe the district in operation during nearly and entire year. This created an appreciation for the cyclical nature of the various responsibilities. The financial budget cycle, program monitoring and evaluation, and the interface of these cycles with local district operational cycles.

The direct working relationship with Waterkamp allowed for much informal interaction which was helpful in understanding role relationships. The participation in the formation and early development of the CCYC was personally educational and rewarding.
CHAPTER III

OUTCOMES

As a result of this internship, all four of the previously stated goals have been met. A major portion of time was spent working with the CCYC project. However, the experience of that process permitted a unique view of the entire function of the LCISD. This county government context is least understood by the educational community it serves. It is also an emerging role of the ISD in Michigan. The accomplishment of these goals are described below.

The Organization

The LCISD is administered by a five member Board of Education, which acts as a policy level governing body. An Intermediate School District (ISD) has five members unless through ISD consolidation or other action of the electorate, a seven member board has been authorized. The Board of Education hires a Superintendent of Schools, who implements policy and administers the organization. There are three administrators who report directly to the Superintendent: the Career Education Coordinator, the Director of Special Education, and the Administrative
Assistant to the Superintendent. Due to the small size of the district, all four administrators have wide ranging responsibilities.

The administrative organization described above is very typical of a small ISD in Michigan. In larger districts, three additional types of administrative positions exist. A business affairs manager would provide leadership in budget, finance, office operations and legal matters. The LCISD Superintendent assumes this function.

A second type of position is the administrative services administrator. Under various titles, this person oversees monitoring and compliance functions for local districts and/or a state legislative liaison function. LCISD has decentralized this position as an adjunct to each administrator with overall coordination by the Superintendent.

The third type of administrative position is the program administrator. This involves the specialized supervision of a specific program or function. It typically includes service areas such as data processing, information services, graphic arts, enrichment materials, public relations or other services large enough to require direct, administrative level supervision. LCISD has no such administrator. One potential position is the Brookside Learning Center building principal. Several
programs for the handicapped are provided at this facility. The Administrative Assistant currently assumes this position along with several other ISD duties.

The organizational structure of the fifty-seven Michigan ISDs (see Figure 2) is locally designed but heavily influenced by state statute and state departmental regulation. These influences include local district monitoring and compliance, coordination and operation of local district services and mandated legal functioning of the Board of Education. The Michigan Department of Education (MDE) has long advocated and encouraged local district and ISD consolidation and cooperation. One apparent move in this direction was the establishment through Public Act 55 (1970) of the Regional Educational Media Center (REMC). There are currently twenty two REMC districts in Michigan. These units operate under their own funding system and provide numerous services to local districts.

Similar redistricting, to a lesser extent has occurred with the establishment of the Career Education Planning District (CEPD). There are fifty-three such career and vocational education service districts in the state. Other cooperative ventures have informally combined ISD's for data processing, graphic arts, audio visual and computer related equipment repair.

ISD's are also effective in forming cooperative ven-
Figure 2. Fifty-seven Intermediate School Districts of Michigan.
tures among local school districts. The REMC encourages cooperation in the use of materials and technology. The ISD is usually involved in the formation of shared time, cooperative programs in vocational educational and, more recently, academic or gifted and talented program areas.

The Board of Education and administration function much as a local school district. With effective leadership they deal with policy level issues only. As representatives of the public, board members openly discuss all issues. In Michigan, the ISD, and most other governmental bodies, are subject to the Open Meetings Act. With exceptions for personnel, collective bargaining, and certain legal matters, Boards of Education must hold all deliberations in public.

Unlike local boards of education, ISD board elections occur biennially. Board members are elected to six year terms. Citizens desiring to serve on an ISD board become candidates by filing nominating petitions as for any other public office. Eligibility criteria exists to assure fair representation of the local, constituent school districts. Not more than two members of the ISD board of education may be from the same constituent district, unless there are fewer than five districts. The election is conducted at a meeting of local school district board member representatives, who have been designated to cast one vote on behalf of their local
board of education. If a vacancy occurs during the six year term of office, the remaining ISD board members appoint a new member who serves until the next biennial election.

ISD boards of education have boundary responsibilities for local school districts. They must prepare and maintain an official map of constituent districts. They must also consider property transfer requests from one local district to another. The ISD considers the previous action of the local districts and acts to approve, reject, or in the case of local district conflict, decide the issue. When two local districts from different ISDs conflict, both ISD boards of education meet to form one ten (10) member body to hear and decide the issue on its merits. This joint ISD level decision may be appealed to the State Board of Education for final resolution.

The budget and accounting system of the ISD has a governmental fund structure. The district may have a general fund, building and site fund, cooperative education fund, special education fund, vocational-technical education fund, and debt retirement funds. Each fund must have separate accounting records and a separate annual budget. The major funding source of an ISD is the local tax levy, which is supplemented by other local, state and federal funds.
The local tax levy may include both fixed, county allocated, and extra voted millages. As a county taxing unit, the ISD is subject to the same truth in taxation, truth in assessing, and constitutional millage limitation requirements that apply to local school districts. ISD millages are usually fixed or perpetual. This eliminates the need to "renew" or periodically request tax levy approvals of ISD taxpayers.

State and federal sources of funding are usually restricted or targeted to a specific program or use. Some general state aid is received through a state funding formula based upon local tax rate and student enrollment.

The business functions of the ISD are similar to local districts. Investment of funds are limited to certain secure types of investment instruments. Sound fiscal management and cash flow procedures are employed to maximize investment income. The payroll, accounts payable, and accounts receivable processes are standard to Michigan public school districts. The rather complex fund accounting structure adds to the task of the business office. During the internship, the LCISD Board of Education approved a special request by the district Certified Public Accountant to increase the previously agreed audit fee citing this unanticipated, accounting
complexity. The district had participated in several local state and federal grant programs, each of which required separate accounting. This complexity is facilitated by the emerging use of computers in the business office.

The budget development process is also similar to local districts. ISD boards of education are prohibited from adopting a deficit budget. They must comply with Michigan's Public Act 621, the Uniform Budget and Accounting Act (1979). This act requires a budget for each fund prior to July 1 of each year, specific appropriation action, and frequent modification of the budget throughout the year. The Superintendent prepares his recommended budget and allows local district comment prior to formal recommendation to the Board of Education. Budget hearings are open to the public, but they are formal in nature and usually not well attended.

The ISD office structure is departmentalized. The office of the Superintendent, in smaller ISDs, also includes the business and personnel functions. Separate departments for Special Education, Vocational Education, Data Processing, REMC, and other educational support programs operate independent of the central office, but with effective communication among department heads and the Superintendent. This office networking is enhanced by the use of computers and telecommunications.
The Function

Michigan has a three echelon educational organization (see Figure 1). The State Board of Education (SBE) is a policy level arm of the state government. The SBE and the Michigan Department of Education (MDE) carry out the will of the Constitution and Legislature of Michigan.

The second echelon is the intermediate school district. It has three basic functions in the Michigan educational system: direct service, local district support service, and a monitoring function to provide a link between the MDE and the local school district.

As a direct service provider, the ISD typically operates several special education programs for the handicapped. Some direct vocational services are also provided. These direct services are both effectively and efficiently operated usually at the request of the constituent districts.

The support service function of the ISD provides for local responsiveness. The services provided vary widely from one ISD to another. This results from the resource allocation differences of the local communities, geographical considerations, and the availability of other public and private sector services. The LCISD has uniquely responded to constituent district demand for the services of a gifted and talented program coordinator.
The three echelon organization (see Figure 1) of Michigan public education places the ISD in a strategic position to influence all facets of public instruction.

This linking function of the ISD is also a major source of its monitoring and compliance functions. As a result, the ISD has major responsibility for child accounting, financial and other reporting, and information desemination.

As a natural link between the MDE and the local K-12 school district, LCISD proved to be in an ideal position to act as a link between local schools and county agencies. Its peer level relationship to county government provides political and administrative access to county personnel and decisionmaking.

The Role of the Superintendent

As the chief executive officer of the ISD, the superintendent provides the effective leadership and management skills to assist the Board of Education in their formulation of policy and to implement that policy. The superintendent must have extensive human relations skills to work with a diverse Board of Education, internal ISD staff, and constituent district superintendents.
Participation in local state and national organizations is essential to remain informed on topics of interest to the ISD, local districts and the major educational issues of the day.

The role of the ISD superintendent as a leader, resource person, and program coordinator for constituent districts is a most demanding one. To be effective, the superintendent must listen and be responsive to stated needs. He/she must be able to deal appropriately with the resource allocation demands of the ISD Board of Education, ISD program staff, and constituent district needs.

The Cass County Youth Council (CCYC)

The formation of the Cass County Youth Council was the direct result of the commitment of Judge Herbert E. Phillipson and Superintendent Gary Waterkamp. Judge Phillipson brought to the group many years of experience and representatives of most county level agencies (see Figure 3). Superintendent Waterkamp obtained the participation of each local high school administration and LCISD staff.

All participants gained knowledge about services available. More importantly, each participant provided his or her unique professional perspective on a problem or concern common to all. Of value to each member was
CASS COUNTY YOUTH COUNCIL
PROPOSED ORGANIZATIONAL CHART

COUNCIL - 20 MEMBERS
(Lewis Cass Intermediate School District-Fiscal Agent)

PUBLIC SCHOOLS  SERVICE GROUPS

DSS  DPH  DMH  SHERIFF  PROBATE COURT  LCISD  PRIVATE AGENCIES

Figure 3. Cass County Youth Council Organizational Chart.
the personal contact at each member agency to facilitate future referrals and responsiveness.

Shortly after the formation of the CCYC, we gained the experience of legal incorporation and the development of operating by laws (see Appendix A). This experience also provided for a continuing commitment to interagency cooperation and communication.

When the incorporation process was complete, the CCYC was designated the clearinghouse for all Children's Trust Fund (CTF) applications from Cass County. The grant writing and CTF application process was personally rewarding. It was also successful. The CCYC application (see Appendix B) was approved for partial funding during its first year.

Evaluation

This internship began with the problem: Can a local public school administrator, working with a Michigan intermediate school district establish interagency communication among local K-12 school districts and county agencies who have troubled youth as a common concern? The proposed solution was that the local administrator will understudy the duties and responsibilities of a practicing intermediate school district superintendent in common efforts to establish and interagency youth council. The intern will assist in the work of the council and will gain knowledge and
understanding of the intermediate school district and other non school agencies who deal with troubled youth.

The project has succeeded and has, in fact, exceeded the expected outcomes. The success has been described earlier as the establishment of the CCYC illustrates. The project exceeded initial expectations with three personally rewarding experiences.

The first benefit has been the project structure and process. The development of goals and objectives, the technical pursuit of writing, and the discipline of maintaining a log of experiences has been of personal and professional value.

A second additional benefit has been the indepth study of the Michigan ISD. Understanding the legal framework of public education facilitates my work as a local school official. In this process, I gained a knowledge of available services and an understanding of how decisions are made at the intermediate and state levels.

A third and significant benefit is the greatly improved familiarity with the existence and role of the various county and community agencies available to help students. Understanding the context of the social worker, law enforcement official, or court administrator assists in working through problem at the local school district level.
One area that fell short of my expectations was the limited exposure to the emerging administrative issues facing the superintendent. He was in the process of budget planning, construction of a building, renovating and existing facility, collective bargaining preparation, and computerization of all offices. Initial attempts to observe and participate in these issues proved to be too broad in scope for this project.

Experience gained through this internship has opened an entire area of future career exploration. I now believe the ISD to be an exciting entity with great potential for influencing education in the 21st century.
APPENDICES
Appendix A

By-Laws of the Cass County Youth Council, Inc.
BY-LAWS OF THE
CASS COUNTY YOUTH COUNCIL, INC.

ARTICLE I

NAME

Section 1. The registered office of the corporation shall be the Cass County Youth Council, Inc.
Section 2. The registered agent of the corporation shall be Gary Waterkamp, c/o Lewis Cass Intermediate School District, Lake LaGrange, Cassopolis, Michigan, 49031.

ARTICLE III

OFFICERS

Section 1. The officers of the corporation shall be a chairman, vice-chairman, secretary, and a treasurer.
Section 2. The chairman shall be elected by the membership from among its members, shall serve from July 1, of each year, to June 30 of the following year, shall preside at all meetings and shall speak for the organization within authority given to him by the board of directors. He, further, shall be responsible to administer any and all programs or other activities of the corporation.
Section 3. The vice-chairman shall share in the responsibility of the chairman, shall act for the organization in the absence of the chairman, shall aid him wherever
possible and collaborate with him in the work of the corporation. He also shall serve for the same times and be elected in the same manner as the chairman.

Section 4. The Secretary shall be responsible to keep the minutes of the meetings, maintain all files and keep the records of the organization and shall serve for the same periods as the chairman and vice-chairman.

Section 5. The Treasurer shall be responsible for all funds and property owned by the corporation and shall make a report once monthly at the regular meeting of the organization.

ARTICLE IV

TERMS OF OFFICE AND FISCAL YEAR

Section 1. The term of office of all officers and directors shall be one year and extend from July 1 to June 30 of the following year.

Section 2. The fiscal year of the corporation shall be October 1 through September 30.

ARTICLE V

EXECUTIVE COMMITTEE

Section 1. The chairman, vice-chairman, secretary and treasurer shall be the executive committee and shall be empowered to act for the Council at times and under conditions when the Council are not available. All acts
of the executive committee are subject to ratification or disavowal by the Council but not act of the Executive Committee may be disavowed except by a two-thirds vote of the membership of the board of directors.

**ARTICLE VI**

**BOARD OF DIRECTORS**

Section 1. The Board of Directors of this organization shall consist of one representative of each of the following Cass County agencies:

- Department of Social Services
- Department of Mental Health
- Department of Public Health
- Probate Court
- Prosecuting Attorney
- Lewis Cass Intermediate School District
- Sheriff's Department

and also shall include 3 other agencies providing treatment or preventive services for abused and neglected children, parents or guardians.

The membership shall further elect one member for each of the above members making a total membership of twenty. Members should be selected so that the Board will best reflect the demographic composition of the community of Cass County.

Section 2. The Board of Directors shall be the governing body of the corporation and shall meet at least once monthly on the call of the Chairman, and in his absence or unavailability the Vice-chairman.
Section 3. The Board of Directors shall have all the powers provided by the laws of the State of Michigan for non-profit corporations within the powers set forth in the Charter and by-laws of the corporation. It shall not provide direct services except on a demonstration project basis or as a facilitator of interagency projects. It may provide pilot prevention program models and consult with other organizations and communities regarding prevention continuance and development.

Section 4. The corporation may raise funds to provide the 50% matching funds required by law and may seek services and other in-kind contributions to its projects.

Section 5. The organization shall at all times collaborate and foster direct community action in programs, activities, and public instruction to combat and prevent neglect, abuse and delinquency in youth of all ages, backgrounds, and areas within the County of Cass.

ARTICLE VII

MEETINGS

Section 1. Meetings shall be noticed in accordance with the Open Meetings Law of the State of Michigan and shall be held once monthly at a place or places designated by the Executive Committee.
Section 2. Meetings shall be conducted in accordance with an agenda mailed with the notice to the membership. Items may be added to the agenda by a majority vote of the membership present.

Section 3. Unexcused absence at three (3) consecutive meetings shall be deemed resignation from the Board of Directors and the person vacating a position shall be replaced by election of a new member by a vote of the remaining Directors. Vacancies shall be filled in the same manner.

ARTICLE VIII

ADDITIONAL POWERS

Section 1. The corporation shall have any and all powers necessary to carry out its purposes as set forth in its charter and shall aggressively and constructively seek to secure its objectives within the terms of all applicable laws.

ARTICLE IX

AMENDMENTS

Section 1. These articles may be amended by a majority vote of the Board of Directors. No amendment shall be adopted unless published to the Board of Directors at least 48 hours previously.
Appendix B

Children's Trust Fund Application,
Cass County Youth Council, Inc.
TITLE PAGE

NAME: CASS COUNTY YOUTH COUNCIL

ADDRESS: 58253 M-62
Cassopolis, Michigan 49031

TELEPHONE: (616) 445-8660

AUTHORIZED ORGANIZATION:
Mr Gary Waterkamp, Superintendent
Lewis Cass Intermediate School District

STATUS: Non-Profit, 501(c) 3

AMOUNT REQUESTED:
Local $15,000
State $15,000
Total Project Cost $30,000

DATE SUBMITTED: October 15, 1983
DESCRIPTION OF LOCAL COUNCIL

HISTORY

The Council began with a discussion between Cass County Probate Judge Herbert Phillpson and Lewis Cass Intermediate School Superintendent Gary Waterkamp in early spring 1983. This initial discussion centered on problems of truancy and general delinquency of youth in Cass County. Both the educational community and the law enforcement agencies were concerned and, further, convinced that more emphasis on prevention was necessary. A major, if not the major, contributing factor in the above stated problems of delinquency and truancy is child abuse or neglect. To this purpose the Cass County Youth Council was formed.

STRUCTURE

The CCYC is composed of twenty (20) members, ten (10) of which are representatives of local agencies concerned with programs for youth:

- Department of Social Services
- Department of Mental Health
- Department of Public Health
- Probate Court
- Prosecuting Attorney
- Sheriff's Department
- Lewis Cass Intermediate School District
- Three (3) other community agencies which provide preventive services for abused/neglected children
- Ten (10) at large members of the community selected on a basis that represents the demographic make up of the entire county.

The Council is administered through the Lewis Cass Intermediate School District as the fiscal agent with clerical and office assistance through the Cass County Probate Court.
STAFFING

The Council as it currently exists is all volunteer. The present co-chairpersons are Judge of Probate Herbert Phillipson and LCISO Superintendent Gary Waterkamp. With this volunteer organization, no funding currently exists. Office and clerical work arrangements are currently made through the homes and offices of the members.

MAJOR ACCOMPLISHMENTS

The major accomplishment of the CCYC to date has been the formation, maintenance and growth of the organization. The enthusiastic participation of agency members has resulted in:

- communication and need for a teacher awareness program on abused children in the public schools,
- investigation and visitation of a pilot program for youth in another county for potential future implementation in Cass County,
- exposure of agency personnel to information and media which is available at other agencies, and
- an opportunity for various agency personnel to discuss together their common problems and clarify their respective points of view.
GOAL STATEMENT

The purpose of our Council is to coordinate the efforts of the several existing agencies in Cass County who provide services to abused/neglected youth.

The Council will first assess community needs for child abuse/neglect prevention programs. It will then plan for improvement of existing programs and promote needed new programs.

An underlying resultant goal of the Council is to facilitate a community awareness of target youth areas, in-service training programs for and by member agency personnel as they relate to individuals and groups within the community.

STATEMENT OF OBJECTIVES

A. Assessment and planning for child abuse/neglect prevention services:

* During this first year, the Director will conduct a needs assessment for child abuse prevention programs. This objective will include designing a method of identifying and assessing those services currently available. The Director will also survey existing agency staff to determine perceived unmet needs.

* After identifying needs, the Director will evaluate existing pilot programs in other areas of the state for possible future implementation in our county.

B. Facilitation, development and coordination of prevention services.

* The Director will identify data required of each member agency to monitor program effectiveness.

* The Director will solicit volunteers to assist member agency staff in technical, educational and support assistance for programs.

* As an interagency council, information on educational needs and target areas will be used to coordinate in-service training programs for and by member agency personnel, target youth and community groups.

C. Advocacy

* A major goal of this project is to provide a clearing house for interagency data collection and dissemination.

* The Director will also identify and clarify overlapping efforts of member agencies.

* The Director and Council will make recommendations to member agencies on needed programs. The Probate Court and DSS will consider these recommendations for funding priorities for the child care fund and DDS contract funds.
IMPLEMENTATION PLAN

A. Background

The Cass County Youth Council originated from the cooperative effort of the Cass County Probate Court and the Lewis Cass Intermediate School District. These two agencies convened a meeting of all local government agencies concerned with youth for the purpose of discussing common problems.

This early meeting occurred in May 1983. Following that meeting, interest was generated by the group in a program for troubled youth in another county. This program, visited by several members of this Council, illustrated to all that Cass County youth would benefit by continued interagency collaboration and communication.

The Cass County Youth Council was formed to continue this collaboration on a monthly meeting basis. These meetings provided member agency personnel a basis for sharing ideas and resources. It was as a result of the sharing that the detailed assessment of present services was lacking in our county. Member agency staff did not have the time or resources to properly evaluate pilot programs or the efforts of colleagues in other agencies.

As attendance increased, participation occurred by virtually all agencies involved with child abuse prevention programs in the county. With the increase in the number of member agencies, a present inadequacy of interagency communication vehicles was noted. No clearing house for the dissemination of agency effort exists. Duplications are the rule where assistance and follow up could be provided.

This dynamic and spontaneous acceptance of a coordinating and collaborating council led to official incorporation as an independent, non profit 501(C)3 organization in October 1983.

The Council is currently composed of representatives of the following Cass County agencies: Department of Social Services, Department of Mental Health, Department of Public Health, Sheriff's Department, Probate Court, Prosecuting Attorney, Lewis Cass Intermediate School District and three other community service agencies providing prevention programs for neglected/abused youth. In addition to agency personnel, there is a like number of community members interested in child abuse prevention in Cass County.
B. Method

The above objectives will be met first by the employment of a Director. The Director will obtain a commitment from each participating agency of the council. This commitment will manifest itself in the form of a designated volunteer contact person who will represent that agency on the Council.

The Director will solicit volunteers for the involvement of members of the community in the planning and evaluation efforts of the Council. Such involvement will include data collection, needs assessment and evaluation of the effectiveness of existing programs.

Utilizing the contact persons and volunteers designated above, the Director shall conduct a needs assessment for Cass County child abuse and neglect prevention services.

The various agencies will provide information on incidence of child abuse, available programs, available staff, and suggestions for cited deficiencies. This information will provide the basis for the Director dissemination of information, identification of target areas, and needs assessment.

Each month the Council will convene for the purpose of progress reports. At these meetings the Council will also review the work of the staff and the direction for future staff effort.

Each quarter the Director will submit to the Children's Trust Fund a report on the progress of the Council.

After completion of the needs assessment report, the Director will identify potential pilot programs for evaluation by the Council.

The Director will establish and coordinate a source of in-service training programs to be utilized by member agencies, schools, and community groups. This program will incorporate volunteers from the community as appropriate.

As a parallel service, the Council will publish a monthly interagency newsletter to inform and advise all agencies of developments in the field.

The Director, as approved by the Council, will recommend to appropriate agencies program funding priorities for their future budgeting consideration.
C. Community Involvement

The agencies involved in meeting the objectives are:

★ LEWIS CASS INTERMEDIATE SCHOOL DISTRICT - The LCISD will participate by:

- hiring the director,
- providing fiscal management and office space,
- assuring monthly/annual audits of all funds received or disbursed,
- providing an evaluation format and vehicle for personnel selection, employment and performance rating.

★ MEMBER AGENCIES - Each member agency will provide one designated representative who will attend monthly meetings of the Council. That representative will provide volunteer assistance on:

- needs assessment duties and data,
- Council planning, and
- Council evaluation of proposed CTF projects by concerned county agencies.

★ COMMUNITY PREVENTION GROUPS - representatives of other groups in the community will:

- assist in the needs assessment,
- provide data in their area of expertise to member agencies,
- act as resource persons in the evaluation of future pilot programs, and
- provide personnel and/or data for community education and awareness programs.
D. Tasks To Be Performed/Timetable

<table>
<thead>
<tr>
<th>TASK DESCRIPTION</th>
<th>COMPLETION DATE</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Hire Council Director and establish office</td>
<td>January 1, 1984</td>
</tr>
<tr>
<td>• CCYC monthly meeting</td>
<td>January 19, 1984</td>
</tr>
<tr>
<td>• Director contact all agencies and assemble list of volunteer staff and available resources</td>
<td>February 1, 1984</td>
</tr>
<tr>
<td>• CCYC monthly meeting</td>
<td>February 16, 1984</td>
</tr>
<tr>
<td>• Approve needs assessment document, method procedure</td>
<td>February 16, 1984</td>
</tr>
<tr>
<td>• Publish interagency newsletter</td>
<td>March 1, 1984</td>
</tr>
<tr>
<td>• CCYC monthly meeting</td>
<td>March 15, 1984</td>
</tr>
<tr>
<td>• Report on in-service programs available utilizing agency volunteers</td>
<td>March 15, 1984</td>
</tr>
<tr>
<td>• Publish interagency newsletter</td>
<td>April 1, 1984</td>
</tr>
<tr>
<td>• First quarterly report to Childrens Trust Fund</td>
<td>April 1, 1984</td>
</tr>
<tr>
<td>• CCYC monthly meeting</td>
<td>April 19, 1984</td>
</tr>
<tr>
<td>• First report and discussion on the community needs assessment</td>
<td>April 19, 1984</td>
</tr>
<tr>
<td>• Publish interagency newsletter</td>
<td>May 1, 1984</td>
</tr>
<tr>
<td>• CCYC monthly meeting</td>
<td>May 17, 1984</td>
</tr>
<tr>
<td>• Identify target areas for child abuse prevention programs in Cass County</td>
<td>May 17, 1984</td>
</tr>
<tr>
<td>• Identify potential pilot programs to be investigated</td>
<td>May 17, 1984</td>
</tr>
<tr>
<td>• Publish interagency newsletter</td>
<td>June 1, 1984</td>
</tr>
</tbody>
</table>

- 7 -
<table>
<thead>
<tr>
<th>TASK DESCRIPTION</th>
<th>COMPLETION DATE</th>
</tr>
</thead>
<tbody>
<tr>
<td>(con't.)</td>
<td></td>
</tr>
<tr>
<td>• Establish a clearing house network for the exchange of specific information among interested groups in the community on available child abuse prevention services</td>
<td>June 1, 1984</td>
</tr>
<tr>
<td>• CCYC meeting - Final discussion on needs assessment.</td>
<td>June 17, 1984</td>
</tr>
<tr>
<td>• Report on pilot programs investigated</td>
<td>July 1, 1984</td>
</tr>
<tr>
<td>• Quarterly report to Childrens Trust Fund</td>
<td>July 1, 1984</td>
</tr>
<tr>
<td>• Publish interagency newsletter</td>
<td>July 1, 1984</td>
</tr>
<tr>
<td>• CCYC meeting</td>
<td>July 19, 1984</td>
</tr>
<tr>
<td>• Discuss Director recommendations to DSS and Probate Court on any funding priorities for new or existing programs</td>
<td>July 19, 1984</td>
</tr>
<tr>
<td>• Report to agencies on coordinated funding priority recommendations for agency budget request consideration</td>
<td>August 1, 1984</td>
</tr>
<tr>
<td>• Publish interagency newsletter</td>
<td>August 1, 1984</td>
</tr>
<tr>
<td>• CCYC monthly meeting</td>
<td>August 16, 1984</td>
</tr>
<tr>
<td>• Submit letter of intent for future demonstration project through CTF</td>
<td>September 1, 1984</td>
</tr>
<tr>
<td>• Publish interagency newsletter</td>
<td>September 1, 1984</td>
</tr>
<tr>
<td>• CCYC meeting</td>
<td>September 20, 1984</td>
</tr>
</tbody>
</table>

In addition to the above tasks, the Director will follow up on needs discovered in the needs assessment and respond to the demands of various agencies for assistance. As both a coordinator and collaborator, the Director will identify overlapping efforts of various agencies and provide a direction for Cass County child abuse prevention in future years.
E. Staffing Pattern/Capability

★ Paid Staff - Paid staff for the Council will consist of one (1) person with the title of Cass County Youth Council Director. The Director will work for and report directly to the Council. In order to qualify for employment the person should have:

- a college degree in Social Sciences/Psychology or related field
- demonstrated experience and interest in working with youth and the general public
- ability to relate well with other professionals
- proven ability to organize, analyze and present information and ideas.

★ In Kind/Volunteer Staff - Volunteer staff will be designated from each member agency. In addition, volunteers from existing groups in Cass County will be used for:

- needs assessment data
- clerical work
- in-service training programs
- community awareness programs

F. Evaluation

The evaluation procedure and preformance rating system will be the responsibility of the Lewis Cass Intermediate Superintendent. Once established this format will serve as a conduit for the Council to periodically evaluate the performance and effectiveness of the Director.

In addition, the Council will also evaluate its own effectiveness. This will be done by a quarterly progress report on each of the service objectives listed on page 3. In preparation for this report, the Director will:

- report and justify any deviation from proposed completion dates.
- recommend changes or additions to existing objectives.
- solicit suggestions and criticisms from involved member agency staff.
- solicit reports from participating volunteers and community groups.
At the end of each quarter the Director will list and update accomplishments during the past year. Success and effectiveness will be measured by a direct comparison with stated objectives. Future funding requests and the very continued existence of the Council will be based on this evaluation.
BUDGET NARRATIVE

Revenue Sources - Cash

Cass County Board of Commissioners $11,250

Revenue Sources - In Kind Match

Lewis Cass Intermediate 2,000
Cass County Probate Court 250
Member Agency Staff 1,500

Total in Kind Match 3,750

Budget Line Item Analysis

Council Director Salary & Benefits 23,000
Volunteers - 230 hours @ $6.50/hour 1,500
Telephone - Twelve months @ $40 per month 500
Office Supplies 500

Postage:
  Routine mail @ $.20 $100
  Monthly newsletter 900
  1,000

Travel:
  Mileage (in county @ $.20/mile) 250 miles 500
  Travel outside county to other programs 500

Equipment:
  Typewriter (used) $250
  Desk, chair, etc. 250
  500

Rent - 286 sq. ft. @ $7.00 per Sq. ft. 2,000

GRAND TOTAL $30,000
BUDGET PLAN FOR THE PERIOD OF JANUARY 1, 1984 - DECEMBER 31, 1984

I. Total Project Cost: $30,000

II. Sources of Funding

<table>
<thead>
<tr>
<th>Source of Funding</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>A. Children's Trust Fund Grant</td>
<td>$15,000</td>
</tr>
<tr>
<td>B. Local Cash Match Amount</td>
<td>$11,250</td>
</tr>
<tr>
<td>C. Local In-Kind Match Amount</td>
<td>$3,750</td>
</tr>
<tr>
<td>D. Children's Trust Fund Project Amount</td>
<td>$30,000</td>
</tr>
<tr>
<td>E. Other Funding: (list sources in narrative)</td>
<td></td>
</tr>
</tbody>
</table>

F. TOTAL PROJECT COST (sum of D and E) (same as I. above) $30,000

III. Budget

<table>
<thead>
<tr>
<th>Line Item</th>
<th>Total Project Cost</th>
<th>Children's Trust Fund Grant</th>
<th>Local Cash Match</th>
<th>Local In-Kind Match</th>
</tr>
</thead>
<tbody>
<tr>
<td>A. Personnel</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Council Director Salary</td>
<td>$23,000</td>
<td>$15,000</td>
<td>$8,000</td>
<td>--</td>
</tr>
<tr>
<td>Volunteers @ $6.50</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>230 hours</td>
<td>1,500</td>
<td></td>
<td></td>
<td>$1,500</td>
</tr>
<tr>
<td>B. Supplies</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Telephone</td>
<td>500</td>
<td></td>
<td></td>
<td>500</td>
</tr>
<tr>
<td>Office Supplies</td>
<td>500</td>
<td></td>
<td></td>
<td>500</td>
</tr>
<tr>
<td>Postage</td>
<td>1,000</td>
<td></td>
<td></td>
<td>1,000</td>
</tr>
<tr>
<td>C. Travel</td>
<td>1,000</td>
<td></td>
<td></td>
<td>1,000</td>
</tr>
<tr>
<td>D. Equipment</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(Each item over $100)</td>
<td>500</td>
<td></td>
<td></td>
<td>250</td>
</tr>
<tr>
<td>E. Rent</td>
<td>2,000</td>
<td></td>
<td></td>
<td>2,000</td>
</tr>
<tr>
<td>F. Miscellaneous</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

TOTAL $30,000 $15,000 $11,250 $3,750


