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ABSTRACT

The final report summarizes goals and accomplishments of a project which developed and field tested materials to facilitate interagency cooperation in serving exceptional persons. The project developed a manual (which is appended) designed to acquaint the reader with major research findings on interagency agreement; describe a model for interpersonal conflict management, the lack of which was found to be the most prevalent barrier to successful agreements; and identify resources for local efforts. A simulation game (also appended) was intended to acquaint participants with conflict management. Field testing of both the manual and the simulation game indicated areas of needed revision but revealed generally positive reactions. The appendixes, which constitute the bulk of the document, include in addition to the manual and the simulation activity, an executive summary of the project's first year and a field reader evaluation package.. (CL)

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FINAL REPORT

Interagency Training Project  
August 31, 1981

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## T.0 Project Description

### 1.1 FY 80 Activities

This project was originally funded by OSE as a Special Project. The intent of FY 81 activities was to develop an information base upon which training materials could be designed and field tested.

A copy of the year one executive summary is set forth in Appendix A. Review of this document will inform the reader of the procedures and results of the data gathering activities of year one.

It will be noted in reading the executive summary that the project staff combined their efforts with others who were engaged in the study of interagency collaboration. This effort was facilitated by Jasper Harvey, Herman Saettler, Norman Howe, and Robert Henson-Walling. Continued collaboration and assistance from M. C. Martinson, University of Kentucky was greatly appreciated throughout years one and two.

### 1.2 FY 82 Activities

Based on the findings from year one, project staff (Christensen and McLaughlin) set as their goal the development of materials which would facilitate the design and operation of interagency collaboration. A primary finding of year one activities was that there were several good examples of methodologies to follow when developing an interagency agreement. Among these the Region Resource Center (RRC) materials stood out. As such, these materials and their authors played a major role in project development activities.

A second major finding of our study was that the most prevalent barrier to successful planning and implementation was inappropriate interpersonal relations. Not surprisingly, we found that the development and operation of interagency agreements is a group process. As

such, it is dependent on functional group dynamics. That is, if the participants were not skilled in interpersonal relations, their task was sometimes insurmountable.

To overcome this barrier project staff set out to develop materials, which would accomplish two objectives:

- key participants in the proposed collaborative effort to the need to sharpen their interpersonal skills; and,
- provide some useful guidelines on how to approach the barrier once it was identified.

To these ends, two products were developed and field tested in FY 81. The first was a manual which had a three-fold purpose: (1) familiarize the reader with the major research findings concerning the development and operation of an interagency agreement; (2) describe a model for interpersonal conflict management; and, (3) identify resources to the design and operation of local interagency collaborative efforts. The manual is presented in Appendix B.

The second product developed was a simulation game which had as its purpose to make persons who are engaged in planning an interagency effort aware of possible areas of conflict. The game, set forth in Appendix C, allowed the players to move from "me" behavior to "we" behavior through a series of rounds which generated conflict among the participants and indicated ways to manage that conflict.

The final developmental activity of year two was a field test of these products. Data relative to and discussion of the field test are presented next.

## 2.0 Field Test of Manual and Simulation Game

The manual entitled Interagency Collaboration: Helpful Hints, and the supplementary Simulation Game were field tested at the Fourth Annual Institute for Special Education Administrators, Directors, and Supervisors. The group consisted of nine administrators of Special Education, seven graduate students enrolled in a doctoral program in Special Education Administration and Supervision, three Appraisal/Support personnel, two professional trainers, one classroom teacher and five individuals who perform various administrative functions within the educational domain. The majority of individuals represented the Local Education Agency. State Education Agencies, Intermediate Education Units, Private and University settings also were represented.

Each reviewer was given a draft copy of the Manual and a Field Reader, Evaluation Package (see Appendix D). The Evaluation Package contained forms to evaluate each major section of the manual. The reviewers were instructed to review the Manual, complete the appropriate forms and write additional comments in the body of the manual.

### 2.1 Results of Field Test of Manual

The data for determining the overall manual evaluations are displayed below:

Frequency of Response	Unsatisfactory					Satisfactory	
	1	2	3	4	5	6	7

The mean rating for all 18 raters was 5.38 which indicates an overall favorable response to the manual. Comments in the returned manual were editorial in nature.

In order to obtain specific revision information, the manual and evaluation form for each major section was utilized. The reviewers

were to use a seven point rating scale to critically examine each section regarding: (a) format; (b) content; (c) usability. The results can be found in Figures 1-3 on the following pages.

Review of data entered in Figures 1-3 will indicate that in these evaluations the readers were generally quite positive. No special comments for revisions were obtained other than minor structural indications.

Editorial changes were made in the final copy of the manual. Additionally, a section on the importance of administrative (local, state and federal) support was added.

## 2.2 Simulation Activity

Overall comments regarding the simulation game recommended that more definitive background information be supplied to allow for character and agency representative role development. Hence, the following information has been added to the simulation packet:

1. description of the community
2. description of the agency
3. description of Hunter School

Field reviewers also recommended lengthening the time for each section in the simulation activity. This modification has been made. It has facilitated the character development modification previously discussed.

Evaluation of the simulation activity tended toward the positive. Field reviewers agreed that the simulation activity provided an awareness of the need for communication and participation in decision-making in order to facilitate collaborative development and implementation. Table 2 reflects the overall comments regarding the simulation activity.

## Section A: INTERAGENCY COLLABORATION

Figure 1

FORMAT	N	$\bar{X}$	SD
Well organized	24	2.93	2.080
Useful	23	2.70	.988
Clear	23	2.63	1.010
Adequate	23	2.49	.841
Effective	23	2.88	1.200
CONTENT	N	$\bar{X}$	SD
Useful	21	3.00	1.460
Clear	24	2.70	.978
Practical	24	2.90	1.165
Adequate	22	2.94	1.080
Relevant	23	2.72	1.270
Complete	23	3.22	1.470
Important	24	3.125	2.060
USEABILITY TO READER	N	$\bar{X}$	SD
Useful	23	3.06	1.470
Clear	22	2.72	.958
Practical	23	3.22	1.470
Adequate	23	3.09	1.260
Appropriate	23	2.84	1.300
Relevant	23	3.00	1.580
Complete	23	3.21	1.230
Important	23	3.00	1.580

## Section B: MATERIALS AND RESOURCES

Figure 2

FORMAT	N	$\bar{X}$	SD
Well Organized	23	2.84	2.48
Useful	23	2.50	1.23
Clear	23	2.53	1.46
Adequate	22	2.65	1.17
Effective	23	2.76	1.13
CONTENT	N	$\bar{X}$	SD
Useful	23	2.47	1.01
Clear	23	2.93	1.73
Practical	23	3.00	1.07
Adequate	23	3.20	1.82
Relevant	23	3.16	1.10
Complete	22	2.93	2.30
Important	23	2.80	2.15
USEABILITY TO READER	N	$\bar{X}$	SD
Useful	22	2.76	1.30
Clear	22	2.87	1.64
Practical	21	2.73	1.24
Adequate	22	3.16	1.29
Appropriate	22	2.76	1.30
Relevant	22	3.00	2.04
Complete	22	3.37	1.34
Important	22	3.16	2.72

## Section C: MATERIALS AND RESOURCES

Figure 3

FORMAT	N	$\bar{X}$	SD
Well Organized	22	3.63	3.07
Useful	18	2.70	2.21
Clear	22	3.21	2.04
Adequate	22	3.00	1.69
Effective	22	2.88	1.45

CONTENT	N	$\bar{X}$	SD
Useful	22	3.26	1.70
Clear	22	3.23	2.20
Practical	22	3.28	1.64
Adequate	22	3.62	2.14
Relevant	22	3.46	2.33
Complete	22	3.60	1.59
Important	22	3.15	2.19

USEABILITY TO READER	N	$\bar{X}$	SD
Useful	21	3.28	1.68
Clear	22	3.46	2.14
Practical	21	3.13	1.60
Adequate	22	3.40	1.72
Appropriate	22	3.38	2.26
Relevant	22	3.38	2.36
Complete	22	3.60	1.72
Important	22	3.41	2.57

Table 2

- time to allow personalities to develop
- instructions clarified and individual roles made more specific
- rigidity of roles did not allow conflict to develop
- exercises were too short in time duration
- no attitudinal change except that accounted for in the instructions
- allowed members to share
- more sharing was built in at end
- awareness, time factor, opportunity
- to know each other personally
- group need structure for real collaborative efforts
- groups need leadership
- group members must voice opinions
- members cannot leave groups; other members sense a feeling of rejection of their ideas as well as themselves; distrust enters in also
- role playing forced decisions but otherwise relatively few decisions were made
- committee felt persons in attendance should definitely have authority to disburse funds
- felt committee members should have opportunity to explain their role and pragmatics of their agency
- a lot of what happened was result of role playing design
- changes in atmosphere: i.e., nurse and director of juvenile corrections
- commitments should be voluntary; best way to foster ownership--natural tendency of agencies to enter interaction expecting to get something out of collaboration
- more background information is needed
- designated leader critical group dynamics training
- changes in roles not highly realistic--constraint so tight
- not effective for people who have no influence
- turf expansion not addressed

### 3.0 Future Activities

Although the project will no longer be funded by OSE, the principal investigator and project research associate intend to complete the development and dissemination of project materials. As in the past, they will continue to work with the RRCs in these activities. Primary contacts will be Marty Martinson of the Mid-South RRC and Linda Foley of the Mid-Atlantic RRC.

Additionally, project staff will work with their colleagues M. Tracy and S. Sturgeon in the continued development of the Simulation Game. Contact already has been made in New York and Virginia for this purpose. Credit for original support will be given to OSE during additional field tests. All reports of the field test will be sent to OSE upon completion.

APPENDIX A  
Executive Summary of Year One

A Study of Interagency Collaborative Agreements to  
Discover Training Needs for  
Special Education Administrators .

EXECUTIVE SUMMARY

Year 1

Prepared for  
Bureau of Education for the Handicapped

by

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## A. Introduction

Litigation, legislation, and administrative actions at all governmental levels have, in recent years, had a tremendous impact on existing delivery systems charged with providing services to the handicapped. Though all levels of society have been affected, the impact is more clearly viable in the educational domain. Mandates requiring the placement of all school-age handicapped children in the "least restrictive alternative" and the development of Individual Educational Programs (IEPs) are among the most popularized changes that educators across the country are now faced with. The most important challenge to the system, however, is in meeting the "full service goal" for providing full educational opportunities to all handicapped children, "birth through twenty-one years . . . "free and appropriate special education and related services without regard to cost."

In responding to the above mandates, Local Educational Agencies (LEAs) have often identified alternative service delivery patterns. Diminished financial capabilities and lack of broad-based instructional and diagnostic support personnel have forced LEAs to consider establishing liaisons with public and private agencies capable of providing desperately needed educational and supportive services. Such liaisons or cooperative interagency agreements may occur at any or all points in the exceptional person's educational program. As such, they may center on identification, diagnosis, service program planning, program implementation (instructional including academic, physical education, and related support services) and/or program evaluation.

In any one community, agencies which may be involved in the total service delivery system might include:

1. Educational Services (Title I, Special Educators, Vocational Education).
2. Crippled Children's Services
3. Social Services (Title IX:XX)
4. Rehabilitation Services
5. Public Health Services
6. Mental Health/Mental Retardation Services. One or more of the above may be called into the service delivery pattern for the exceptional child or youth.

Cooperative service agreements at the state and federal levels are not new: Federal agencies have taken the lead in establishing interagency agreements and have encouraged similar activity in state administered agencies. In response to such encouragement and in response to federal and legislative mandates, states have begun to establish agreements between and among agencies which have been or may become part of the total service delivery system for exceptional persons and their families. Consequently, there is a multitude of service patterns to provide alternatives both in and out of the school which must be considered. Thus, it seemed evident that there was a need for a sound information base which examined current cooperative interagency efforts, their strengths and weaknesses, to yield an environment conducive to the most effective and efficient development and implementation of future cooperative service delivery systems.

#### B. Phases

The proposed activities for year one of this project were to establish a "think tank atmosphere" where a relatively small number of persons over the course of the year would discuss current status of interagency cooperative

agreements and generate models which would have a high probability of success in varied environments. To that end a mid-year workshop was held in Blacksburg, Virginia.

#### Summary of Blacksburg Workshop

In order to meet the aforementioned charge, a workshop was held in Blacksburg, Virginia. The representation of participants attending consisted of (Federal/State/Local) administrators, providers, consumers, and trainers. Employing both large and small group formats discussants addressed state-of-the-art issues, training needs and driving and restraining forces related to the design, conduct, and evaluation of interagency collaborative efforts.

Stimulated by the workshop presentations, participants identified the driving and restraining forces, which influence planning, negotiations, and implementation of collaborative interagency agreements.

The results of this intense period of interaction is represented by the following lists of perceived "driving" and "restraining" forces, and the recommended actions/activities that might be utilized to either increase or decrease each specific force as appropriate.

#### Driving Forces

Those forces which tend to contribute to, and/or support the concept of collaborative interagency efforts include:

1. pressures from clients, parents, and advocates;
2. federal initiatives;
3. economic pressures;
4. the need to reduce and/or eliminate the duplication of services;
5. the continuing development of new and improved treatment strategies;

6. the need for additional, comprehensive services and/or the redistribution of existing services; and,
7. inter/intraprofessional pressures, based on the need for continuing education (for certification, re-licensure, professional advancement).

### Restraining Forces

The conditions which currently exist that have a restraining or inhibiting effect on collaborative planning and programming were identified as follows:

1. Few influencers, planners, implementors, and evaluators of collaborative interagency efforts are presently trained; and most would not fall in the training catchment area should preservice training packages be developed.
2. No collaborative interagency inservice training programs exist to support those individuals currently involved in collaborative interagency programming, planning, and implementation.
3. Current professional training and practice is unidisciplinary in design.
4. There is a general lack of awareness and understanding as to the needs and benefits of collaborative interagency planning and programming.
5. Few incentives currently exist which promote collaborative interagency planning programming initiatives.
6. The complex nature of present delivery systems restricts the degree to which interagency cooperation/coordination may be achieved.

### Recommendations

The following recommendations represent the collective thinking of workshop participants following interactions during both small group (work sessions) and large group (reaction sessions) activities. They include certain initial actions which workshop participants feel must occur before substantial progress in the area of collaborative interagency planning and programming is to be realized.

1. Formally request that all federal agencies (including branches/programs within a single agency) coordinate their inter/intra agency project efforts across the country.
2. Develop an on-going information data base with dissemination capabilities as a means for collecting, storing, and sharing information related to collaborative interagency planning and implementation.
3. Solicit multi-agency funding for the purpose of developing and implementing preservice and inservice training programs for interagency program facilitators, and other professionals who may be involved in interagency planning, coordination and/or programming.
4. Develop and train a pool of consultants (using this group as a core) to serve as facilitators of collaborative interagency program efforts.
5. Develop a comprehensive training package which will provide individuals with opportunities to develop skills and techniques necessary to function effectively as facilitators of collaborative interagency efforts.
6. Recommend core curriculum additions to existing programs within professional schools (colleges/universities), as a basis for the eventual establishment of certification/licensure requirements for interagency program facilitators.
  - Examples of existing higher education programs where curriculum changes may be initiated include: special education; nursing; medicine; social services; and, public administration, etc.
7. Recommend the development and implementation of preservice degree or endorsement programs for facilitators of collaborative interagency programs.

#### Summary of Case Studies

An outgrowth of the workshop and subsequent discussion was the call for the development of a field-based information pool concerning the implementation of exemplary interagency collaborative efforts. Thus, it was proposed that several case studies be conducted which would allow for the establishment of descriptive data to support sharing materials with potential adopters for such model agreements. Further, it was proposed that data be aggregated

across all the studies to provide an analysis of similarities and differences within the programs.

As previously noted, the initial phase of the project was to establish an information base which reflected the "best thinking" associated with the development and operation of interagency cooperative efforts. The Blacksburg conference served as a forum through which that information base could be developed. As the summary of that process and its products in the previous section indicates a wealth of information was provided. However, in the main, that information was not data based. At best, it could be considered testimony from persons involved in the design and conduct of interagency collaborative efforts (administrators, providers, and consumers) as well as inservice and preservice trainers.

Thus, the project staff knew that additional information was needed. Our concern was the information base, although presumably accurate at a surface level, may not have the depth necessary to assess the required training needs.

Concurring with this notion, BEH agreed to allow the staff to design and conduct indepth descriptive case studies of five (5) exemplary interagency collaborative agreements. It should be emphasized that these investigations were descriptive rather than evaluative. That is, the purpose was to describe the processes and perceived impacts of the target collaborative effort rather than judge the actual worth of the effort.

Project resources and time allowed for the study of five sites. Interaction with consultants suggested that these should represent the following areas of emphasis: (1) rural service delivery; (2) secondary level programming; (3) severely emotionally disturbed clients; (4) service to delinquent,

handicapped learners; and, (5) services delivered in a single multifaceted center.

A nomination procedure was employed where persons at federal, state, and local levels familiar with the area, nominated exemplary collaborative efforts in one or more of the five areas. It should be noted that another area, early childhood handicapped, was frequently mentioned as needing investigation. However, project staff felt that this area was being covered by others involved in similar tasks (e.g., TADS, North Carolina; NASDE, Washington, D.C.). The selected sites and the area of emphasis are listed below (Note: No site can be considered as a "pure" representation of the area):

1. Project Care, Portland Oregon (Emotionally Disturbed)
2. Prevocational Programs for Handicapped Students, Lake County, Illinois (Secondary Level)
3. Connecticut Department of Corrections School District, New Haven, Connecticut (Incarcerated Handicapped)
4. Interagency Collaborative Project, Frederick, Maryland (Single site-multidisciplinary)
5. Mesa County School District, Grand Junction, Colorado (Rural Service Delivery).

Five three-person teams were used to conduct the site visit. All these persons had been involved with the project prior to the case studies. The five team leaders, as well as some of the members had assisted in design of the methodology for the case study. The team leaders were responsible for training team members and coordinating the site visit and subsequent report writing.

Each site visit was five days in duration. Day one was utilized for training and familiarization with the site documentation (written reports,

records, etc.). On days two and three the interviews and observations were made. The exit interview with site personnel was conducted on day four. The remainder of day four and day five were used for report writing. All reports were reviewed by both team members and site personnel prior to finalization.

All sites included interactions with several persons representing different agencies and associations with those agencies. The interviewees included the following:

- One person in each agency who had been most closely associated with the development and operation of the collaborative effort.
- One person in each agency who was designated as an agency administrator.
- One fiscal administrator from each agency.
- Three providers from each agency involved in the collaborative effort.
- Three consumers from each agency.
- A telephone interview with a representative from each parent state agency.

The following documents were reviewed:

- Statements of service between and among agencies.
- Enabling documents (e.g., policies and procedures which allow the agency to enter into a collaborative effort with the local education agency).
- Administrative/organizational charts for each agency.
- Records of students being served through the collaborative agreement.
- Records of expenditures made in relation to services provided under the collaborative effort.

Each person interviewed was asked to respond to questions in the following general areas related to the interagency collaborative effort:

## TABLE A

Questions for Case Study

1. Function - What function/purpose/goal does this Interagency program play in relation to providing special education/related to handicapped learners?
2. Change Variables - Payoffs
  - What are the characteristics of handicapped learners served through the agreement?
  - What needs are met?
  - What other payoffs were there (intended and unintended)?
3. Process - Who does what (staff/activities)?
4. Environment - How can the setting of the collaborative agreement be described?
5. Human Agents - What personnel resources (special skills, training, knowledge, etc.) are needed?
6. Physical Catalysts - What physical resources (equipment, materials, etc.) are necessary?
7. Fiscal Catalysts - What financial resources/configurations are necessary?
8. Management - What is the management structure of the collaborative effort (child-administrative)?
9. Information Catalysts - What information (client centered regulatory, legislative, etc.) is needed to complete agreement and cooperative effort?
10. What driving forces are there which enhance the development/operation of Interagency Collaborative Agreements?
11. What restraining forces are there which inhibit the development/operation of Interagency Collaborative Agreements?
12. How do the following variables appear to influence the operation and outcomes of Interagency Cooperative Agreements?
  - 12.1 Knowledge/skill of staff (all agencies)
  - 12.2 Attitudes of staff
  - 12.3 Administrative/organizational conditions existing within/across cooperating agencies
  - 12.4 Theory base for the design of the cooperative effort
13. What is the historical sense of the project?

- Historical (Development)
- Operational
- Future (Replication of the effort).

The questions which guided the case study implementations are listed in TABLE A. Instrumentation was developed to cover these questions. Copies of these are available from the authors.

The following summarizations are intended to provide the reader with an overview of each site examined. It should be noted that each cooperative endeavor is similar in that they were developed and implemented to provide services to handicapped learners. However, they are different in that they serve different target populations with different programmatic needs.

Mesa County School District #51,  
Grand Junction, Colorado

Currently, Mesa County School District is involved in three separate but related collaborative efforts. The first, Affiliation of Human Service Providers (AHSP), is in the early stages of development. Current agency representation includes:

- Social Services
- Parent Effectiveness Project
- State Home & Training School
- Mental Health Center
- Family Counseling & Learning Center
- Division of Rehabilitation
- March of Dimes
- Handicapped Children's Services
- Family Practice Center
- Saint Mary's Hospital
- Probation Office
- Youth Services
- School District #51
- Head Start
- Hilltop Rehabilitation Center
- Bridge House
- Foster Parent Services

At present, no programmatic functions have been implemented due to the preliminary stage of development. Developmental activities such as planning and clarification of agency role and responsibility are predominant.

The second collaborative effort at Grand Junction is the Community Training Center (CTC). Its primary objective is to provide a collaborative effort in providing work training and therapeutic and work related developmental programs for developmentally handicapped persons 16 or older.

Currently the following agencies are involved in the CTC:

1. Division of Rehabilitation
2. Goodwill
3. Mesa County School District #51
4. Mental Health Services
5. Mesa Developmental Services
6. State Home & Training School

With the possible exception of Goodwill, all five agencies are involved in identifying clients who are in turn referred for inter or intra agency assessment, program planning, program delivery, and some follow-up evaluation. Goodwill is principally involved in providing facilities and work opportunities.

The third collaborative effort is the Interagency Council. It was developed to provide increased and continued child identification and referral of 3 to 5 year olds.

At present, the following agencies are involved in the collaborative effort:

1. Handicapped Children's Program
2. State Home & Training School

3. Hilltop House
4. Mesa County School District #51
5. Mesa County
6. March of Dimes
7. Mesa Developmental Services
8. Public Health

These agencies provide representatives to help coordinate activities and administer the Council. Additionally, they provide staff and equipment resources.

Rock Creek Diagnostic Center,  
Frederick County Maryland

During the early 1970's, administrators and direct service providers from education, social services, health and mental health worked to plan and administer the services of the community diagnostic center for handicapped children. Presently the center is under the auspices of the Coordinating Authority of People Services.

Despite the fact that there have been personnel changes and administrative reorganization, this collaborative endeavor utilizes a client-centered, multidisciplinary approach for needs assessment and diagnosis. Further, as a child is identified as having a need which could not be met through existing services, allocations of time and resources are sought from existing agencies so as to meet the needs of that or any similar children residing within the county. At present, the following agencies are actively involved in providing diagnostic and remediation services to handicapped children:

1. Board of Education: The Regional Institute for Children and Adolescents (RICA II) Parent/Child Home Visitation Program
2. Frederick County Department of Social Services

3. Head Start
4. Division of Health Services
  - a. Mental Health Services
  - b. Rock Creek Diagnostic Center

Specific services available from the Rock Creek Diagnostic Center

include:

1. Social Work Services
2. Psychological Services
3. Occupational Therapy
4. Physical Therapy
5. Nurse
6. Pediatrician
7. Optometrics
8. Speech and Language
9. Audiological
10. Dental

#### Special Education District of Lake County (SEDOL)

This interagency cooperative venture between Illinois Division of Vocational Rehabilitation, Special Education District of Lake County and the Illinois Department of Special Education, provides the basis for an array of programs designed to evaluate the employment potential and training needs of students served by SEDOL. Specifically, the agreement provides for: (1) an appraisal of the individual student's patterns of work behavior, ability to acquire occupational skill and the capacity for successful job performance; (2) through the utilization of simulations or real work situations to assess the individual's capacity to perform adequately in a work environment; and, (3) to assist these individuals in finding gainful employment.

In existence since 1960, the cooperative venture called SWEP (Secondary Work Experience Program) and VAC (Vocational Adjustment Counselors) was based on the premise that the Department of Rehabilitation Services (DORS) would not supplant special and vocational education programs but supplement needed

rehabilitation services not otherwise provided in secondary special education programs. Currently, the SEDOL/DORS SWEP/VAC collaborative involves:

- (1) Coordination of educational programs with prevocational and rehabilitation support services.
- (2) Utilization of community-based job experience vs. in-school work stations.
- (3) Improved concentration on the areas of low incidence categories - labeled by some agencies - as severe and profound clients.

Additionally, SWEP & DORS involvement has been successful in funding the following special projects:

- (1) Camp Peacock: A project designed to evaluate independent living skills in a real-life situation.
- (2) Evaluation Center: This project was designed to provide a systematic evaluation of vocational interest, aptitude, and ability.
- (3) Model Office: A project designed to evaluate work tolerance, ability to follow directions, peer relationships, and other worker traits to individual handicapped students.
- (4) Project Hamburger Day: This project was started in cooperation with McDonald's Restaurant Chain to evaluate and train mentally handicapped students for employment in fast-food restaurants.

Project Care,  
Portland, Oregon

Project Care is a collaborative venture to render services to disruptive emotionally handicapped and/or learning disabled students on the

junior high level. Participating agencies include: Juvenile Court, Children's Services Division, Public Health Services, Mental Health Services, and the Youth Services Centers.

The project, now in its second year, seeks to provide three cooperative and interdependent student support systems to the aforementioned population.

They are:

(1) Consortium of Service Agencies

This system includes identification and prioritization of target students in an effort to more efficiently and effectively deliver services. This is accomplished through cooperative planning and implementation of treatment.

(2) Parent/Community Support

The purpose of this system is to increase parent/community awareness of available services and to provide a support system for parents to better enable them to support student achievement.

(3) Peer Counseling

This system is designed to:

- a. identify existing peer helping systems
- b. provide positive role models
- c. provide one-to-one tutoring and/or counseling
- d. provide part-time job placement assistance
- e. develop classroom teacher capabilities.

All three subsystems are cooperatively planned and implemented by representatives of the aforementioned agency (s).

Connecticut Department of Correction School District

In June of 1969, state legislation created a school district within the Connecticut Department of Corrections and charged it with the following responsibilities:

1. Establish and maintain such schools of different grades as deemed necessary by the Commissioner.
2. Establish and maintain school libraries which may be required in connection with the educational courses, services, and programs.
3. Purchase, receive, hold, and convey personal property for school purposes and equip such schools.
4. Make agreements and regulations for the establishment and conducting of such schools and employ and dismiss teachers as are necessary to carry out the intent of the act.
5. Receive federal and state funds and be eligible for and receive any other private and state funds to be used for the purpose of this act.

Thus, established as a local education agency, the Connecticut Department of Correction School District developed educational programs to meet the needs of its students. The Department of Corrections has initiated a number of programs for the handicapped in cooperation with Vocational Education, Department of Labor, New Haven School District, Vocational Rehabilitation, Literacy Volunteers, and Adult Basic Education.

The aforementioned agencies, with the exception of New Haven School District, work in collaborative efforts with the Department of Corrections

School District at the state level. These agencies, generally, work in their individual capacity to deliver a variety of services to the clients of the school district. Agencies such as vocational education, and state library retrain staff members within the correctional facilities and provide some services after release.

The Department of Corrections School District and the New Haven School District have joined in a cooperative effort providing a transitional counselor program. A counselor was selected and hired by the Department of Corrections School District to work in a New Haven High School with twenty (20) released juvenile offenders. He provides counseling, home contact, community contact, etc., and facilitates regular and special educational services in an effort to increase the offenders educational employment opportunities.

#### C. Current Information Base

The purpose of this section is to discuss what we've learned to date and propose our next steps towards not only furthering our knowledge base but also the development of resource materials to be used in training persons who are currently or plan to be involved in the establishment and operation of interagency collaboration. Perhaps the best title for this section is "a little bit of knowledge is dangerous." With luck and sound thought, we should be able to "snatch victory from the jaws of defeat" rather than "snatch defeat from the jaws of victory."

As the reader has no doubt noted, our information base has been built from three sources: literature review, presentations and discussions at the Blacksburg conference and the case studies. Unless it is necessary for clarity or credit purposes, no specific references will be made to

particular sources of information. In most instances, the authors have used the case study findings to serve as a reflector for the other information. For example, both the literature and conference suggested problems which arose when professionals attempt to develop and operationalize interagency collaborative efforts. We looked to the case study findings to substantiate these suggestions.

Before going further, let's take a brief look at how the interagency collaborative effort has been defined. Here we draw heavily from the RRC Task Force resource materials and Bob Audette's Manual for Establishing Interagency Agreements.

First and foremost, an interagency collaborative effort is more than a paper agreement. That is, although the document which graphically represents promises that the agencies make concerning the delivery of special educational and related services to targets is an important first step, it is just that - a step. The steps that follow which portray the human interaction to bring about the collaboration are what make up the collaborative agreement. Thus, in its simplest sense an interagency collaborative effort can be viewed as a process through which two or more agencies work together to articulate their separate programs for the purpose of providing special educational and related services to handicapped learners and their families. The RRC Task Force has defined this process as follows:

Interagency collaboration is a process which:

- Encourages and facilitates an open and honest exchange of ideas, plans, approaches, and resources across disciplines, programs, and agencies.

- Enables all participants jointly to define their separate interest in mutually identified needed changes in order to best achieve common purposes.
- Utilizes formal procedures to help clarify issues, define problems, and make decisions relative to solutions.

Any number of agencies may become involved in collaborative efforts depending on the service needs of the population. Typically one or more of the following have been involved:

- Education
- Rehabilitation
- Crippled Children's Services
- Social Services
- Mental Health/Mental Retardation
- Corrections.

With the passage of PL 94-142, which was consistent in most cases with existing state legislation, the education agency has taken the lead in setting the collaborative wheels in motion.

We'll take a closer look at what actual interagency collaborative efforts might look like. But first let's take some time to suggest why they are needed.

As indicated above PL 94-142 has had a substantial impact on the service system. In particular, as a result of its full-service goal, 94-142 has forced state and local education agencies to identify alternative service delivery patterns. Diminished financial capabilities and lack of broad-based diagnostic and instructional support personnel have forced LEA's to consider establishing liaisons with public and private agencies

capable of providing desperately needed educational and related services. Such interactions have occurred at all points in the exceptional learner's educational program. As such, they have centered on identification, diagnosis, service planning, program implementation (instructional including academic, physical education and related support services) and/or program evaluation (year-end).

To be more specific, we can look to our information base for some reasons why interagency collaboration might be a high priority. Listed below are several "driving forces" to the establishment of interagency collaboration gleaned from our sources:

- Pressures from clients, parents, and advocates;
- Federal initiatives;
- Economic pressures
- The need to reduce and/or eliminate the duplication of services;
- The continuing development of new and improved treatment strategies;
- The need for additional, comprehensive services and/or the redistribution of existing services;
- Inter/intraprofessional pressures, based on the need for continuing education (for certification, re-licensure, professional advancement);
- Fragmented service delivery system;
- Overlap in service definitions;
- Multiple funding bases;
- Multiple planning bodies;
- Varying models for service delivery;
- Variability in client eligibility;

- Client confidentiality across agencies
- Resistance to change among agency/consumer members

Now that we've addressed some of the driving forces or influences to the establishment of interagency collaborative efforts it's time to lend some reality to the issue. There are some problems which administrators can expect to encounter both in the development and operation of interagency collaboration. Below are listed several barriers to the development of collaborative efforts as reported by the site visit teams:

- Public vs. private agency participation
- Interpersonal relations between and among planning board members
- Agreement on target population
- Lack of centralized information base
- Imprecise definition of agency responsibility and authority
- Absence of common procedures for information dissemination
- Difficulty in defining decision-making rules among developers
- Fragmented fiscal support for the interagency effort
- Confidentiality and transference of records
- Provider (classroom teacher, rehabilitation counselor, social worker) acceptance/understanding
- Uncertainty of end product
- Sustained availability of key people to facilitate planning.

What problems were encountered during the operation of the collaborative effort? In those five sites visited by our teams the following operational problems were recovered:

- Definition of roles and responsibilities of various persons

across and within the agency organizational structures

- ° Identification/selection of professionals to deliver services
- ° Staff turnover often resulting in key people filling positions who are not committed to a "master plan"

Although our list is multifaceted, it became evident that the relation of the "press" to the service provider was critical to actual success of the collaborative effort. That is, if the education agency was responding to external pressure (e.g., parent groups or other agencies), there was less of a chance for successful implementation than if the pressure came from a recognized, shared, internal program need. Thus, proactive programming was more likely to meet with success than reactive.

The U.S. Senate and House Subcommittee oversight hearings on PL 94-142 have provided a major sounding board for representatives of consumer and advocacy groups as well as administrators and providers from agencies which deliver services to handicapped persons and their parents and families. One of the ten most frequently sighted topics in the hearings was inter-agency collaboration. Below is a summarization of the issues presented in the hearings that relate to interagency collaboration:

Interagency coordination and increased related services are imperative in order to provide an appropriate education. These themes ran throughout all testimony presented.

The discrepancy between educational legislation which mandates full total education and related services for handicapped students versus legislation which permits other agencies to provide related services to the same population on a selective basis was highlighted by several state directors of education and school superintendents.

It was suggested during testimony and in meetings with representatives of Congress that legislation governing associated agencies should be modified to assure that

these agencies "are not relieved" from providing the necessary social, health and diagnostic related services to handicapped children. Often PL 94-142 funds are being used to buy services which were once provided by other related agencies. NASDSE testimony stated that the above posture "results in the dilution of the instructional dollar . . . Did Congress intend SEAs to provide total fiscal subsidy and total case management for all handicapped children, or do other agencies have responsibilities as well?"

SEA personnel generally reported difficulty in achieving the general supervision requirements of the law. Difficulties in monitoring educational agencies other than those which are state and local indicate a need for policy clarification in this area.

Dr. Edwin Martin of BEH, and Wilbert Cheatham of OCR agreed that continued efforts in establishing and implementing interagency agreements are needed and are a priority. The degree to which these efforts are being undertaken is discrepant, according to testimony.

Often the delivery of "related services" is the purpose of interagency collaborative services. According to the joint testimony of the Council of Chief State School Officers and the National Association of State Directors of Special Education before the House Subcommittee the implementation of this aspect of PL 94-142 has been impeded by "state governance structures, federal regulations which limit and complicate interagency action, and the wide range of services for which these agencies (human service agencies) are responsible."

Accountability seems to be a major problem related to this citation. That is, according to the testimony many human service agencies have claimed that PL 94-142 has relieved them of their responsibility for school-aged

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<sup>1</sup> From Liaison Bulletin (supplement), Nov. 17, 1979. Published by NASDE Inc., Washington, D.C.

children because of its requirement that the state education agency monitor/supervise service delivery regardless of the agency delivering the service.

The Education Advocates Coalition (EAC), which represents 13 advocacy groups, identified ten major problems which must be addressed by BEH (now Office of Special Education) if PL 94-142 is to be fully implemented. One of the ten was that "handicapped children are frequently denied related services, such as physical therapy, occupational therapy, school health services and transportation, essential to enable them to benefit from special education." According to EAC the delivery of these related services is impeded by the failure of LEAs and SEAs to establish interagency agreements which would result in the purchase and/or delivery of the necessary related services by other agencies. The lack of functional agreements has led to the loss of services where schools could not deliver them or a reduction in the quality of the service when the school inadequately attempted to provide the services.

Thus, the establishment of interagency collaborative efforts is not without its problems. It's easier said than done!

The Blacksburg conference discussion yielded several restraining forces to the development of interagency collaborative efforts. Those conditions which currently exist that may have an inhibiting effect on cooperative planning and programming were identified as follows:

- Few influencers, planners, implementors, and evaluators of collaborative interagency efforts are presently trained in the development and operation of such endeavors; and most would not fall in the training catchment area should pre-service training packages be developed.

- No collaborative interagency inservice training programs exist to support those individuals currently involved in collaborative interagency programming, planning, and implementation.
- Current professional training and practice is unidisciplinary in design.
- There is a general lack of awareness and understanding as the needs and benefits of collaborative interagency planning and programming.
- Few incentives currently exist which promote collaborative interagency planning and programming initiatives.
- The complex nature of present delivery systems restricts the degree to which interagency cooperation/coordination may be achieved.

A review of the literature recovered a similar list of problems associated with the development of interagency coordinated delivery systems.

These are set forth below:

- Competitiveness of long established institutions/agencies
- Lack of an organizational structure that brings agencies together around mutual interest
- Parochial interest of agencies that make them myopic to the needs of the broader community
- Lack of experience in the techniques of coordinating service delivery
- Awkwardness in interdisciplinary communication
- The temptation of system delivery designers to become preoccupied and fixated on the system design rather than the functional role of the system
- Time to include ("bring them along") people in the effort
- Interpersonal communication, for example:

turfdom  
jealousy  
competition for clients  
lack of resources

skepticism (feasibility)  
 professional selfishness  
 time management  
 allocation of responsibility/function

The problems identified throughout this section of the discussion have not been ordered according to priority. However, our reading and experience tell us that the primary factor which serves as a barrier to the successful planning and implementation of the collaborative effort is communication.

It appears that inappropriate, ineffective relationships between and among persons associated with the proposed delivery system cause the most problems. In fact, in one site they had to wait for one person to die before they could get on with the job!

Now that we have some idea of the driving and restraining forces associated with the establishment of interagency agreements let's take a look at what they might look like if they get past the barriers.

First, developmental steps. The RRC Task Force on Interagency Collaboration designed a process model for the development of cooperative agreements which is set forth in Figure #1. One aspect of the case study was to "validate" this process. Did the exemplary programs go through these stages, in the same order?

As might be expected, we could not recover a specific picture of the steps taken in planning the agreements. Partially this was due to the varying stages of planning and operation that our sites were in. But more importantly, our teams sensed that one could not specify the common steps, let alone their order. It appeared to our investigators that the steps ran together; that it was impossible to pull them apart. When the question of developmental strategies was addressed to the program participants, they affirmed that the steps set forth in Figure #1 were completed not once

A PROCESS OUTLINE FOR INTERAGENCY PLANNING

● Establishing the Need

Determine needs and rationale for initiation of interprogram collaboration project  
1.0

Define service delivery population of interest  
2.0

● Establishing the Data Base

Identify agencies and programs serving or authorized to serve the target population(s) and contact agency administrator  
3.0

Define current program policies and services responsibilities of identified programs  
4.0

● Identifying the Planning Targets

Compare local programs and procedures across agencies to identify gaps, overlaps, constraints, and other linkages.  
5.0

Identify local policy and procedures wherein modifications would enable satisfaction of need and rationale for collaboration and specify the needed modifications  
6.0

● Establishing Interagency Provisions

Determine which modifications can be made on the local level and incorporate these modifications in a local interprogram agreement  
7.0

● Assuring Collaboration in Service Delivery

Enable implementation of interprogram modifications  
8.0

Implement local evaluation functions  
9.0

but over and over again. These persons indicated that all steps outlined to them were important.

The question of developmental steps should not be dismissed without cautioning the reader to reconsider the barriers to development discussed earlier. Many of the conditions identified suggest to these authors that even though the steps may have been accomplished, they were not done so effectively. In our view careful consideration of the processes set forth by the RRC Task Force will lead to productive planning. Furthermore, although the order or the steps did not emerge with the expected importance, these authors see some logical sequencing. For example, the development of an information base on client needs and service availability should precede the design of a response plan.

What might the collaborative agreement look like once the development stages are complete? R. Audette Associates in their manual for establishing interagency service programs developed for the Southwest RRC list three classes of agreements. The second class, an agreement about the allocation of resources, is most relevant to our discussion at this point. Once the need for the collaboration has been confirmed and standards for the delivery of the services have been identified (Audette's class 1) then some thought to the allocation of agency resources must be considered. Six allocation plans may be identified, one or more of which may be utilized in an inter-agency collaborative effort:

1. First dollar agreements - When a handicapped child or family is eligible for certain services from two or more agencies, a promise is made regarding which agency pays first, e.g., when a medicaid-eligible, handicapped child needs physical therapy, medicaid agrees to pay. Education only pays for physical therapy when a child is not medicaid eligible.

2. Complementary dollar agreements - When a handicapped child or family is eligible for certain services from two or more agencies, a promise is made for each agency to pay for certain services, e.g., when a medicaid-eligible handicapped child needs speech therapy and reconstructive dental surgery in order to speak clearly, education pays for the speech therapy and medicaid pays for the surgery.
3. Complementary personnel/dollar/agreements - When a handicapped child or family is eligible for certain services from two or more agencies, one agency commits personnel to serve the child directly while another agency reserves sufficient funds to pay for other services, e.g., when a medicaid-eligible handicapped child needs speech therapy and reconstructive dental surgery in order to speak clearly, education directly provides (through a school employee) the speech therapy and medicaid pays for the surgery.
4. Shared personnel agreements - When children are screened prior to entering public school, a promise is made which allows public health nurses and school nurses to work together in administering some health portions of the screening program, e.g., family health histories are taken by both public health and school nurses during a preschool screening program.
5. Shared facility agreements - When children are screened prior to entering public school, a promise is made to use a community hospital facility for carrying out all or part of the program, e.g., when preschool screening is conducted for a certain neighborhood, the local hospital is used as the most convenient site for parent participation.
6. Shared equipment and materials agreements - When children are screened prior to entering public school, a promise is made to use hospital equipment and/or materials for certain elements of the screening program, e.g., when preschool screening occurs, the local hospital does all the blood work analysis for lead paint testing.

Mary Ockerman and Marty Martinson of the Mid-South RRC have identified a variety of interagency cooperative activities which might be directed

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<sup>2</sup>From R. Audette Associates. A Manual for Establishing Interagency Collaborative Service Programs. Developed for the Southwest RRC, Wayne Johnson, Director.

at handicapped learners and/or their families. These are presented so that the reader might get a flavor of the activities that could be addressed by planners of interagency collaborative efforts.

- Case conference
- Case management
- Contracts/purchase of service agreements
- Data systems
- Fiscal arrangements
- Training activities and conferences
- Formal referral procedures
- Informal agreements
- Needs assessments
- Planning activities
- Programming
- Staff sharing

Another way to view the probable activities of the agencies involved in collaboration is to overlay them on five basic functions of the LEA Special Education program:

- Identification (child find, screening and referral)
- Diagnosis and evaluation
- Planning and placement
- Delivery of Special Education and Related Services
- End of year program (IEP) evaluation

Different agencies are likely to be involved in one or more of these functions. For example, the child may be identified through a public/health agency, evaluated by the education and health agencies, have services planned jointly by the health and education agencies, have special education services delivered by education, related services delivered by health, and finally have the service system evaluated by both education and health.

The point of this over-simplistic example is to indicate the possible relationship between the education agency's programs to meet the needs of

handicapped learners and the services offered by its sister agencies in the total human service delivery system. Our experiences indicate that without this broad picture of the potential points of interface full educational opportunities will not always be available to handicapped learners and, therefore, they are threatened with a loss of entitlements.

### Training Needs

The first task is to identify who should be trained. Our data sources, again, are the Blacksburg conference and the case studies. It was immediately apparent that there was no single training target. To facilitate our understanding of the intended training audiences, we reviewed the various people engaged in the effort and the functions they were undertaking. This analysis led us to categorizing the training audience into four groups: Influencers, Planners, Implementors, and Evaluators. Persons could be cross categorized. That is, an individual at various times may be viewed as an influencer, planner, implementor, or evaluator. Take, for example, the parent of a handicapped learner. This person serves as an influencer, by advocating for programs through legislative, judicial, social or administrative channels. When he is invited to attend an IEP meeting for his child he becomes a planner. Often the parent becomes engaged in the service delivery, thus, becoming an implementor. Finally, parents individually or as a group may participate in the evaluation of the program, both for their child and the service delivery system as a whole.

In addition to parents, the following categories of persons might compose the potential training audience:

- Agency heads
- Consumer (advocacy) groups

- Program administrators/managers
- Professional/para-professional service providers (public/private)
- Local/state/federal elected policy makers
- Local/state/national advisory groups (DD State Planning Council)
- Trainers (preservice/in-service)
- Independent consultants

Now that we have some idea of who might be trained, we must identify the content of the training. Here we turn to the case studies because, in our opinion, it is necessary to identify training needs based on actual roles and responsibilities of real people.

As a result of the case studies and the Blacksburg conference, we have generated a menu of training needs which address the development, operation, and evaluation of an interagency collaborative effort. These goal statements are reproduced in Table 1. The reader should note that not all these topics must be directed at every member of the audience and that the entries on the list are interdependent.

The training goal statements were categorized by a panel to indicate areas of commonality. Four clusters emerged: (1) organizational/management; (2) service delivery; (3) strategies for community support; and, (4) evaluation. The asterisks indicate those statements which appear to be members of more than one category.

In summarizing the potential training needs, it can be seen that a recurring theme is interpersonal relations. It was apparent to the team members that the single most important factor related to the success or failure of the interagency collaboration was the degree to which the people could work together. Further, because of the complexity of the development

and operation of the collaborative program it was suggested that a facilitator be employed to support the effort. This person should not be an employee of any one of the agencies. If this is not possible then he/she should be a staff member of the education agency, possibly the special education director.

Our next step must be to validate the list of training needs. This must be done at a level of specificity to allow for the crossing of training needs with actual roles played by persons involved in the interagency endeavor. Also, the list of problems (barriers) associated with the design and conduct of the collaborative effort must be refined and validated. It will be necessary to identify which problems have been solved, what resources have been used, and what methods were employed to deliver the resources.

#### Summary

Our purpose has been to generate an information base on interagency collaboration which could be utilized by BEH to direct the development of training materials for persons who are or will be involved in the design and conduct of interagency endeavors.

We have defined interagency collaboration as a process in which two or more agencies integrate their resources to provide services to meet the individual needs of handicapped learners. The vehicles we have used to generate the information base were literature review, a working conference, and five case studies.

As a result of our efforts, we have observed many benefits which accrue as when successful interagency agreements are reached. Among these are:

- Common program standards and uniform methods of accountability
- Single responsibility for case management

- 33
- Cooperative identification, evaluation, planning, service delivery
  - An inventory of service capacity at state and local levels
  - Clarification of responsibility for fiscal support and program delivery
  - Common planning

The design and conduct of interagency collaborative efforts is a complex task. The paper describing the agreement is the first step. However, many stop there. Our study has yielded several variables which are associated with the success or failure of the interagency agreement. These are listed below:

Variables Associated with Failure in Interagency Collaborative Efforts

- Breakdown in human interaction/communication
- Development of the collaboration in response to external pressures
- Lack of specific accountability
- Lack of designated monitor/evaluator
- Inadequate orientation within and outside agencies
- Negative staff attitude
- Failure to consider political variables

Variables Associated with Successful Interagency Collaboration

- Use of a facilitator
- Effective communication
- Understanding of the dynamics of change (personal/group/organizational)
- Commitment/cooperation at the top level of management
- Inservice training
- On-going professional support to administrators and providers

Training is viewed as one means to achieving successful interagency agreements; however, there is not one training audience. Rather there are many including administrators, providers, and consumers. These persons have been viewed as playing many roles - influencers, planners, implementors and evaluators - in relation to the interagency agreement. Over thirty (30) training topics were presented by the authors with no one training group expected to acquire all knowledge/skill related to these topics.

It was noted that there were many key factors associated with the success of interagency agreements; the most important of which was the degree to which people associated with the program could work together. Probably the most critical training for persons who are or will be involved in the design and conduct of interagency efforts is in the area of human relations. When this training has not occurred then a facilitator should be employed who is trained in group dynamics. The task of this person will be to positively motivate the participants to the collaborative philosophy, open communication channels, and build trust among the members to increase their propensity for risk taking.

Table 1  
Training Goals

Goal Statements	Categories			
	Organizational Mgmt./Overall Program Mgmt.	Service Delivery	Strategies for Community Support	Evaluation
1. To design alternative methods to "start-up" and "operationalize" collaborative efforts.	X <sup>a</sup>		X	
2. To improve client-based and agency-based coordination.	X			
3. To develop effective and interactive leadership skills.	X			
4. To increase team building efforts in interagency activities.	X			
5. To improve the effectiveness of the role and responsibility of the community in the influencing, planning, implementation and evaluation of programs.			X	
6. To develop techniques for employing the political system to influence the development of interagency programs.			X	
7. To provide information to the public on legal and legislative techniques and history of the interagency programs.	X	X		
8. To improve the methods of developing and operationalizing a master service delivery plan.	X			
9. To develop individual service plan.		X		
10. To identify and diagnose individual client service needs.		X		
11. To improve parent/consumer advocacy techniques.		X <sup>a</sup>	X	
12. To develop competence in problem-solving/decision-making.	X			
13. To maintain systematic methods of assessing and compiling client data from multiple sources.	X <sup>a</sup>			X
14. To develop resource inventories to be utilized in interagency programs.	X <sup>a</sup>	X		
15. To develop methods for program monitoring and evaluation (design conduct/reporting)				X
16. To develop needs/resource assessment methods.		X		
17. To increase knowledge of client management systems.		X		
18. To acquire skills to maintain positive interpersonal relationships.	X			
19. To provide inservice to interagency personnel on the dynamics of positive/negative attitudes.	X			
20. To improve communication and listening skills for the purpose of maintaining maximum interagency contact.	X			
21. To inform interagency personnel of the dynamics of human and organizational change.	X			
22. To increase awareness of management information system	X			
23. To improve skills in personnel management.	X			
24. To evaluate organizational goal/analysis of interagency progress				X
25. To evaluate position/job analysis of interagency employees to validate to effectiveness of their roles.				X
26. To identify ways to decrease organizational stress.	X			
27. To identify ways to avoid conflict within organizations.	X			
28. To improve the effectiveness of conducting group meetings	X	X <sup>a</sup>		
29. To improve time mgmt. skills for efficiency in the operation of interagency programs	X			
30. To identify the forces that impede the growth of interagency programs.	X			

APPENDIX B  
Manual

INTERAGENCY COLLABORATION: HELPFUL HINTS

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## ABSTRACT

This manual is designed to provide the reader with information regarding interagency collaboration between special education and other human service agencies. It recognizes the difficulties which arise in developing, implementing, and evaluating collaborative programs and provides a vehicle by which difficulties and/or conflicts may be resolved.

Section I delineates interagency collaboration as a process. It describes its benefits from both the community and agency perspective. Finally, it provides an organizational framework of suggested activities and considerations which should be recognized to realize the goal of comprehensive service delivery.

Section II considers the mode by which interagency collaboration is developed and implemented: communication. It recognizes that grounded in the collaborative process is the basic assumption of conflict. This section describes the sources of conflict and the various approaches used to manage conflict. Finally, a model and a step-by-step process for recognizing and reconciling differences are included.

Section III provides abstracts of resources which may assist in interagency collaborative planning, implementation and evaluation processes. Bibliographies dealing with interagency collaboration and conflict management are also included.

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## SECTION I

### Interagency Collaboration: The Process and Product; Research Findings

#### INTRODUCTION

Interagency collaboration is not a new concept. Rather, the term and more notably the integration of service delivery came to the national forefront in the middle sixties. The forerunners of integrating service delivery systems were Vocational Education, Vocational Rehabilitation, the Health Service agencies and Community Based Education projects. It is only within the last five years that major interagency collaboration, beyond that provided by Vocational Rehabilitation, has surfaced to include the provision of services to handicapped children.

Public Law 94-142, Education for All Handicapped Children Act of 1975 gave federal impetus to the interagency movement in Special Education. The "related services" requirements of the law provided direction in seeking formal relationships with other agencies. Regulations (Federal Register, August, 1977) describe "transportation and such other developmental, corrective and supportive services as are required to assist a handicapped child to benefit from special education. There are certain kinds of services which might be provided by persons from varying professional backgrounds and with a variety of operation titles. (121a.13, p. 42479-42480)." Guidelines regarding coordination of activities (S100a.580 and S100b.580) and methods of coordination (S100a.581 and S100b.581) were promulgated in 1980 with the Education Division

General Administrative Regulations (EDGAR).

In addition to legislation, the Federal government has played an important role in the interagency movement through letters of transmittal, joint memoranda and policy papers. The most recent of these documents was the "Memorandum of Understanding" issued by the Office of Education (OSE) and the Office of Civil Rights (OCR). This "Memorandum" specifically guides the coordination of activities in enforcement, data collection, policy development and technical assistance in coordination services to states in implementing Public Law 94-142 and Public Law 93-112, Section 504. Further, the "Memorandum" reiterates OSE's commitment to seek coordinated activities and provide assistance to states in effecting efficient service delivery systems.

In keeping with Federal encouragement and in order to comply with Federal mandates, State and Local Education Agencies (SEAs and LEAs) have responded by developing and expanding special education programs and service delivery systems. Concomitantly, as the demand for those services has increased and budgetary resources have diminished, many SEAs and LEAs have entered into agreements or arrangements (interagency collaborative efforts) with other human service agencies to provide comprehensive special education and related services to handicapped learners. Agencies such as Rehabilitation Services, Public Health/Mental Retardation, Crippled Children's Services and Corrections are generally found to have agreements at both the SEA and LEA levels of administration.

#### WHAT IS INTERAGENCY COLLABORATION

Interagency Collaboration can be viewed as the process in which two

or more agencies work together to join their separate programs and services for the purpose of providing a continuum of service alternatives to handicapped learners. The underlying principles of this process are grounded in the following:

- Encouraging and facilitating an open and honest exchange of ideas, plans, approaches, and resources across disciplines, programs, and agencies;
- Enabling all participants to jointly define their separate interests and mutually identify needed changes in order to best achieve common purposes; and,
- Utilizing formal procedures to help clarify issues, define problems, and make decisions. (RRC, Primer, 1979)

It should be remembered that interagency collaboration goes beyond the generation of a document which indicates "agreement" between or among agencies. That document should be the consequence of a planning effort that involved participants from all agencies in the determination of needs and current service offerings and responsibilities. After the document is written, the work starts! The complex task of matching resources to client needs requires agency representatives to work together in establishing a manageable system to guide the implementation of the collaboration effort.

Interagency collaboration does not mean the creation of new agencies nor does it imply reorganization of existing ones. Rather, collaboration implies the re-ordering of priorities to reach the common goal of providing services for handicapped learners. Collaboration also implies maximum utilization of shrinking appropriations and more efficient utilization of resources.

Interagency collaboration has become necessary and important for several reasons. The most important of these being the need for a coordinated approach to meeting all the service needs of handicapped clients/

learners. More often than not, collaborative arrangements have been designed to:

- Make better use of existing facilities, staff, equipment and other resources;
- Provide better utilization of any excess capacity;
- Redistribution of tasks and functions so that they may be performed by the agency which is best able to deliver the service; and
- Streamline the administration and delivery of essential services so that they may be re-applied to extend service capability. (RRC, 1979; Ferrini et al, 1980, Ringers, 1977)

### IMPETUS FOR COLLABORATION

In order to understand the need and interest in interagency collaboration it is necessary to examine some of the motivational forces which contribute to interagency involvement.

#### Legislation

To realize that collaborative efforts are permissible and can assist in reduction of duplicative services, a review of major legislation as it interfaces with, or directly pertains to, the education of the handicapped learner is useful. For the purposes of this discussion, the review will consist of a brief purpose statement and general provision of services for each piece of legislation.

#### A. P.L. 93-112 Rehabilitation Act

Purpose: To develop and implement through research, training and services, and guarantee by equal opportunity, comprehensive and coordinated programs of vocational rehabilitation and independent living.

Services: Services will be provided which are necessary to achieve the purpose and will include components of screening, assessment, individual program development, implementation/treatment, program review/re-evaluation.

B. P.L. 94-103 Developmental Disabilities Act

Purpose: To provide comprehensive services to persons with developmental disabilities, assist states in developing, implementing plans and implementing systems for protection and advocacy.

Services: Services will include screening, assessment, individual program development, implementation/treatment, program review/re-evaluation.

C. P.L. 94-142 The Education for All Handicapped Children Act

Purpose: To ensure free appropriate special education including related services to handicapped children and to ensure parental and children's rights.

Services: Services will include screening, assessment, individual program development and program review.

D. P.L. 94-482 Vocational Education Act

Purpose: To assist states in improving planning in the use of all resources available for vocational education and manpower training by involving a wide range of agencies and individuals concerned with education and training within the state in developing of vocational education plans (104.2).

Services: Any goods or services necessary to render handicapped individuals employable. This will include screening, assessment, individual program development, implementation/treatment, program review/re-evaluation.

Other pieces of legislation which may benefit the handicapped learner

are: Maternal and Child Health Services (Title V of the Social Security Act), Crippled Children's Services (Title V of the Social Security Act), Child Development and Social Service Programs (Title XX of the Social Security Act), Supplemental Security Income, Disabled Children's Program (Title XVI of the Social Security Act), and Early and Periodic Screening, Diagnosis and Treatment, (Amendment to Title XIX of Medicaid).

### Community

Concomitant with budgetary restraints has come the need to continue and expand present service delivery systems. However, consumers and government officials demand accountability and resist increased expenditures and agency appropriations. Thus, communities favor collaborative arrangements as a means of attaining multiple yield from the tax dollar and existent agency services and provisions.

The following list has been identified as driving forces for inter-agency programming at the community level:

- The need to conserve economic resources;
- The changing social needs of the community;
- Unserved or underserved needs of a particular group of citizens;
- Inadequate or non-existent referral network to help users locate the needed services in the community;
- Poor or non-existent linkages between related service providers in the community. (Ringers, 1977, Ferrini, 1980, Agranoff & Pattakos, 1979)

### Agency

The agency perspective for entering into collaborative arrangements is similar to that of the community; accountability and decreasing

appropriations. The following factors have been identified as providing impetus for agencies entering into interagency collaboration:

- Shortage of funds, staff, capital assets and clients;
- Responsiveness to client needs for effective and efficient service delivery;
- Maximum utilization of monies, personnel, and service resources thereby reducing individual agency cost; and
- Providing and/or receiving support for necessary programming. (Ringers, 1977; Ferrini et al, 1980; Agranoff & Pattakos, 1979)

As can be seen from the various perspectives interagency collaboration has been used as a vehicle to maximize allotted appropriations and continue or expand comprehensive service delivery to handicapped learners/clients. However, in order for interagency collaboration to be realized as a viable operating mechanism key organizational representatives must be brought together. It is at this point that collaboration must be jointly acknowledged as mutually beneficial. It must also be recognized that collaboration fosters the following:

- The sharing of organizational perspectives on the needs of clients;
- The sharing of information regarding services which each agency currently offers;
- The identification of the most crucial client needs;
- The identification of new programs and linkages between existing programs that would meet crucial client needs;
- The identification and sharing of agency resources;
- The planning and implementation of new programs;
- The development of long term collaborative arrangements which would ensure continued efforts to identify needs and development of programs to meet client needs. (Ferrini, 1980)

Despite the many recognized benefits of collaboration, the complexities of interorganizational relationships and subsequently the collaborative processes oftentimes present difficulties. Several characteristics of interorganizational relationships have been identified as being associated with successful interagency collaboration:

- Awareness: Agencies recognize other agency's service provisions, roles, and functions.
- Interdependence: Agencies acknowledge similarities and differences of service provisions, roles and functions and copitalize upon them.
- Standardization: Agencies attempt to make standard procedures of referral and information gathering and sharing.
- Number of participating agencies: Agencies acknowledge and recognize that formality of collaboration may be determined and influenced by large numbers of participants.
- Communication: Agencies must acknowledge their own and other agency's limitations and effectively communicate so that misunderstandings may be circumvented.
- Commitment: Agencies should recognize that the higher the executive and administrative commitment the more likely the operationalizing of inter-agency collaboration. (Baumheier & Welch, 1976; Gilbert & Sprecht, 1977)

In terms of the interagency collaborative process it is important to be aware of major developmental and operational functions. An example of these are found in Figure 1.

FIGURE 1

A PROCESS OUTLINE FOR INTERAGENCY PLANNING

- Establishing the Need

Determine needs and rationale for initiation of interprogram collaboration project  
1.0

Define service delivery population of interest  
2.0

- Establishing the Data Base

Identify agencies and programs serving or authorized to serve the target population(s) and contact agency administrator  
3.0

Define current program policies and services responsibilities of identified programs  
4.0

- Identifying the Planning Targets

Compare local programs and procedures across agencies to identify gaps, overlaps, constraints, and other linkages.  
5.0

Identify local policy and procedures wherein modifications would enable satisfaction of need and rationale for collaboration and specify the needed modifications  
6.0

- Establishing Interagency Provisions

Determine which modifications can be made on the local level and incorporate these modifications in a local interprogram agreement  
7.0

- Assuring Collaboration in Service Delivery

Enable implementation of interprogram modifications  
8.0

Implement local evaluation functions  
9.0

By examining the interorganizational characteristics associated with interagency collaboration and the process for developing and operationalizing a collaborative effort certain barriers may become apparent to persons involved in the collaborative process. In order to circumvent these barriers, it is essential to recognize that conditions for entering into a collaborative arrangement may contribute or hinder the collaborative process. Factors which might facilitate successful collaboration are:

Collaboration should be voluntary.

Many organizations may decide to enter into collaborative arrangements because of consumer pressure and legislative mandates. However, unless internal conclusions have been reached, commitments of time and resources run the risk of being only token intents.

Collaboration should be democratic.

Collaboration implies a democratic process. It becomes essential, then, that participants be equal partners in planning and implementation. In order to ensure equality it may be necessary to obtain another party to facilitate and/or enable interagency collaboration to be realized.

Collaboration requires a considerable time investment.

It is important to recognize that collaboration is, by nature, an attempt to cross organizational barriers, develop new means of communication and prioritize needs. It becomes important and necessary to develop mutual trust and respect in order to gain information and maximize resources. To accomplish these tasks effectively requires continuous time and effort.

Collaboration requires systematic planning.

To effect and operationalize an interagency collaborative effort, organizations must clearly define steps, options, and procedures. These options and procedures must then be analyzed to build a mutually agreed upon plan of action. If agencies are to contribute resources they must be participants of the planning and decision making process.

To overcome interagency barriers, collaboration requires an interactive process.

Most collaborative efforts will encounter some philosophical

and organizational differences. Communication will be essential to overcoming these differences. (Ferrini, 1980)

#### Support from the top.

One of the most critical factors related to the successful planning and operation of an interagency collaborative effort is support from higher levels of administration. For example, Federal level interagency collaboration will promote such collaboration at the state level. Correspondingly, state level collaboration imposes a positive influence on local level interagency agreements.

A related issue is support from higher level agency administrators. In practice, agreements are often planned and implemented by those persons directly responsible for the provision of services. These individuals must have formally recognized support from their supervisors if the agreement process is to be successful.

#### HOW SHOULD COLLABORATION BE APPROACHED AND MADE TO WORK?

Simplistically, interagency collaboration might be approached in the following manner:

Have a plan;

Start small;

Proceed with order and method;

Approach each step in a timely and persistent manner; and,

Communicate!

1. Have a plan - All agencies must identify their goals, objectives and priorities. They must be able to discuss what they can and will commit in terms of resources. A mechanism for presentation/organizes that information and allows analysis and identification of procedures.
2. Start small - Although the inclination of participants may be to do everything at once, the primary consideration should be limited to two or three programs or agency, legislative or public priorities. Success can only be beneficial and expansion can occur later.
3. Proceed with order and method - One of the most effective and efficient organizational strategies is the ordering of priorities. By approaching a collaborative venture in this manner, common goals may be identified and an orderly procedure for realizing these goals may be operationalized.

4. Approach each step in a timely and persistent manner - As procedural plans of operation are actualized, it is crucial that steps be implemented as agreed upon. Any changes which must be made should be reviewed and modified by all participants.
5. Communicate - Communication has been identified as one of the most important factors effecting the success or failure of an interagency collaborative arrangement. It is essential for defining agency roles and functions, limitations, and resource commitments and ultimately to a successfully operating collaborative venture. The follow phases and subsequent action steps may help guide your approach.

The aforementioned considerations should be applied to the phases and concerns/actions which are detailed below.

<u>PHASES</u>	<u>CONCERNS/ACTIONS</u>
◦ Conceptual	Where are we? Where do we seem to be going?
◦ Development	Where do we want to go? How can we get there? What do we need to get there? What alternatives are available?
◦ Gathering Allies	Who will help us? What talent/power do they possess? What relationships exist and are needed? How can these relationships be strengthened?
◦ Strategy	What do you have to offer? What reaction do you expect? What alternatives can you tolerate? Plan: assign players; set direction and time frame; rehearsals (small projects); establish communication network.
◦ The Campaign	Work the plan Develop support, encourage participation Exert influence/power Reach understanding
◦ Implementation	Evaluate and recycle. (Ringers, 1977)

The preceding discussion has exemplified the parameters of a collaborative process. It has provided a frame of reference and points for consideration without detailing the specific strategies and tasks which are necessary.

The Regional Resource Centers in their Guide to Local Implementation (Vol. 2) describe strategies, tasks, underlying assumptions, considerations, activities and references which might be useful to Interagency collaborative planning. A summary of the strategies, tasks and suggested activities are presented as a guide to developing a collaborative program. For a more complete description see Vol. 1.

Strategy 1.0 Determine needs and rationale for initiation of inter-program collaboration project.

<u>Task</u>	<u>Suggested Activities</u>
1.1 Conduct needs assessment	<ul style="list-style-type: none"> <li>1.1.1 Review state level agreement and preview strategies 1.0 - 9.0 as discussed below.</li> <li>1.1.2 Identify appropriate decision makers in the initiating agency(s) who need to be involved in this collaborative effort.</li> <li>1.1.3 Determine whether or not to contact a consultant for technical assistance in this project. Engage consultant if desired.</li> <li>1.1.4 Outline information required for determining which persons need to be involved in setting goals, establishing commitment, and outlining objectives for the interprogram collaborative project.</li> <li>1.1.5 Develop needs assessment design. <ul style="list-style-type: none"> <li>1.1.5.1 Format (interviews and/or questionnaires, etc.) based on 1.1.4.</li> <li>1.1.5.2 Target audience to be assessed.</li> <li>1.1.5.3 Time frame when needs assessment is to be conducted; how long it will take.</li> <li>1.1.5.4 Person(s) responsible for seeing that needs assessments are completed.</li> </ul> </li> <li>1.1.6 Conduct needs assessment.</li> <li>1.1.7 Tabulate and summarize needs assessment data.</li> </ul>

Task

Suggested Activities

- 1.2 Prepare a statement of proposed goals, objectives, procedures, timelines, responsibilities, and expected outcomes for the recommended interagency collaboration project.
- 1.2.1 Review state level agreement.
  - 1.2.2 Review needs assessment summary.
  - 1.2.3 Discuss and determine project goals based on 1.2.1 and 1.2.2.
  - 1.2.4 List objectives for each goal.
  - 1.2.5 Develop strategies for meeting each objective.
  - 1.2.6 Establish timelines and persons responsible for accomplishing each strategy.

Strategy 2.0 Define service delivery populations of interest.

Task

Suggested Activities

- 2.1 Develop a conceptual framework for defining the service populations (e.g., age levels, types of severity of handicapping conditions, etc.)
- 2.1.1 List service delivery populations that could be target groups for the project's attention. Include descriptors such as age levels, handicapping conditions, geographical areas, etc.
  - 2.1.2 Review needs assessment results, "served and unserved" head counts and any other information from locally served populations.
  - 2.1.3 Based on collected data, establish criteria for prioritizing potential target populations to be considered for interprogram collaboration.
- 2.2 Identify the population(s) which are most problematic for delivery of full services.
- 2.2.1 Use criteria established in 2.1.3 to prioritize potential target populations listed in 2.1.1.
  - 2.2.2 Examine list and determine how many populations, beginning with the top priority, should be included as foci for the project.

Strategy 3.0 Identify agencies and programs serving or authorized to serve the target population(s) and contact agency administrator.

<u>Task</u>	<u>Suggested Activities</u>
3.1 Review state level agreements, state program/service directories, relevant state statutes, etc., to determine which state agencies/programs currently provide services to the target population.	3.1.1 Collect necessary reference documents.
	3.1.2 Review documents and contact State Protection and Advocacy Service to identify all agencies/programs serving or authorized to serve selected target populations.
	3.1.3 List those agencies which should be contacted.
3.2 Contact agency(s) representative.	3.2.1 Call selected agency(s) administrator. Explain purpose of project. Secure name of appropriate representative. If agency administrator is unknown, use state directories or information number at local, intermediate, or state level.
	3.2.2 Review with representative the strategies covered thus far and establish future meeting date.
3.3 Meet with agency(s) representative to establish mutual needs and goals for collaboration.	3.3.1 Take time for getting to know each other.
	3.3.2 Review materials collected and developed thus far.
	3.3.3 List mutual needs, goals, objectives, strategies, timelines, persons responsible.

Strategy 4.0 Define current program policies and service responsibilities of identified programs.

<u>Task</u>	<u>Suggested Activities</u>
4.1 Review state level interagency agreements and the needs, goals, etc., established in 3.0.	4.1.1 Collect materials to be reviewed.
	4.1.2 Review materials.

Task

Suggested Activities

- 4.2 Analyze local program policies and procedures in order to list responsibilities, resources, and current practices.
- 4.2.1 Use sample worksheet or one of the agencies' own design to outline agencies' responsibilities, resources, and current practices.

Strategy 5.0 Compare local programs and procedures across agencies to identify gaps, overlaps, constraints, and needed linkages.

Task

Suggested Activities

- 5.1 Compare the data collected in Strategy 4.0 across agencies with needs established in Strategies 1.0 and 3.0. Identify met and unmet needs.
- 5.1.1 Using checklist of the agencies' established responsibilities and needs (strategies 1.0, 3.0 and 4.0) determine agencies' level of accomplishment for each item. This process will begin the identification of gaps, overlaps, constraints and needed linkages.
- 5.2 Compare the data collected in Strategy 4.0 across agencies with state level agreements. Identify areas of compliance and non-compliance.
- 5.2.1 Using a worksheet designed as a checklist of state level agreement sections, determine where gaps, overlaps, etc., exist.

Strategy 6.0 Identify local policies and procedures wherein modifications would enable satisfaction of need and rationale for collaboration and specify the needed modifications.

Task

Suggested Activities

- 6.1 Using the gaps, overlaps, constraints, and needed linkages identified in Strategy 5.0; outline modifications that would remedy these problem areas.
- 6.1.1 Using sample worksheet modified for local need, outline remedies for each problem area identified in 5.0.

Strategy 7.0 Determine which modifications can be made at the local level and incorporate these modifications in a local interprogram agreement. (see next page)

Task

Suggested Activities

7.1 Determine type of agreement needed.

7.1.1 Using service categories identified on NWRRC Program Analysis Worksheet, and Needs Assessment information, list local practices and procedures as identified in 5.0 and modifications developed in 6.0 which will be followed by the agencies in providing services to the target population.

7.1.2 Negotiate specific types and contents of agreements needed to remedy gaps or overlaps in services, etc., as determined in 5.0.

7.2 Prepare draft agreement(s).

7.2.1 Determine the content and format of the agreement(s) to be proposed.

7.2.2 Establish procedure and assign personnel for preparation of the draft.

7.2.3 Announce writing team assignments.

7.2.4 Implement procedures for writing the draft materials, and for ongoing review of completed components by the total group as necessary to ensure comprehension, validity, acceptability, etc.

7.2.5 Periodically share work progress of the writing team with other affected staff.

7.2.6 Edit the draft agreement, using input from the total group.

7.3 Circulate draft among affected staff, consumer representative, private vendor, and appropriate others.

7.3.1 Managers of the affected programs work with writing team to prepare plan for dissemination and review of the draft agreement.

7.3.2 Jointly prepare interagency announcements, schedule meetings as appropriate (e.g., staff meetings, public hearings), to enable initial dissemination.

Task

Suggested Activities

- 7.3.3 Develop a systematic process for collecting and documenting input, identifying significant problems or areas of concern, etc.
- 7.3.4 Schedule followup meetings with selected personnel as necessary to resolve issues and to review and revise the draft agreement.
- 7.3.5 At point of majority consensus prepare and disseminate revised draft and announce preparation for "second reading".
- 7.4 Secure approval and publish final inter-program agreement(s).
  - 7.4.1 Establish a local inter-program steering/advisory committee to plan and implement appropriate strategies for facilitating and measuring the implementation of the interagency.
  - 7.4.2 Establish roles, responsibilities, and timelines for implementing the agreement(s).
  - 7.4.3 Establish interim capacity (e.g., funds, consultants, etc.) and options for needed personnel development, assistance and other means for facilitating the implementation of the agreement(s).

Strategy 8.0 Enable implementation of interprogram agreement.

Task

Suggested Activities

- 8.1 Design and execute a dissemination system to make appropriate personnel, parents, and the community aware of the new interprogram agreement.
  - 8.1.1 Determine target audience for dissemination.
  - 8.1.2 Determine appropriate means for dissemination.
    - 8.1.2.1 Design and conduct an awareness workshop.
      - 8.1.2.1.1 Develop awareness presentation objectives outline.

Task

Suggested Activities

- 8.1.2.1.2 Develop any needed handouts, transparencies, activities, and/or other supporting materials.
- 8.1.2.1.3 Secure location and time on local calendars for awareness presentation.
- 8.1.2.1.4 Conduct awareness workshop.
- 8.1.2.1.5 Evaluate workshop.
- 8.1.2.2 Develop and disseminate a fact-sheet of pertinent information regarding interprogram agreement.
- 8.2 Design and execute a joint inservice training program for appropriate personnel to assist them in implementing the agreement.
  - 8.2.1 Determine target audience.
  - 8.2.2 Develop training objectives and outline and content.
  - 8.2.3 Develop any needed handouts, transparencies, activities, and/or other supporting materials.
  - 8.2.4 Secure location and time on local calendars for training workshops.
  - 8.2.5 Conduct training workshops.
  - 8.2.6 Evaluate workshop.

Strategy 9.0 Implement local evaluation functions.

Task

Suggested Activities

- 9.1 Solicit feedback from personnel, students, and their parents as to whether or not the needs identified in 1.0 and 3.0 are being met (summative evaluation).
  - 9.1.1 Develop summative evaluation questionnaire and/or interview format to determine degree that local agreement is being implemented.
  - 9.1.2 Determine sample to receive questionnaire and/or interview.
  - 9.1.3 Conduct evaluation.
  - 9.1.4 Tabulate results.
  - 9.1.5 Summarize results.
  - 9.1.6 Distribute summary report to appropriate personnel.

<u>Task</u>	<u>Suggested Activities</u>
9.2 Collect input from staff in an ongoing manner and analyze as to problems occurring in implementation of written agreement (formative evaluation).	9.2.1 Develop formative evaluation questionnaire and/or interview format to determine needed modifications in procedures to implement agreement.
	9.2.2 Determine sample to receive questionnaire and/or interview.
	9.2.3 Conduct evaluation at systematic intervals.
	9.2.4 Tabulate results.
	9.2.5 Summarize results.
	9.2.6 Make procedural modifications if necessary.
9.3 Make revisions to agreement as indicated by information received in 9.1.1 and 9.1.2, following format in 5.0-7.0.	9.3.1 Reconvene agreement developers.
	9.3.2 Review formative and summative evaluation results.
	9.3.3 Make revisions based on 9.3.2.

### CLASSES OF INTERAGENCY AGREEMENTS

Interagency collaborative efforts can be generally categorized as formal or informal in nature. Formal agreements delineate procedures, services, and agency responsibilities through a written document having the appropriate agency representative signatures. An informal agreement is more of a gentleman's agreement where procedures, services, and agency responsibilities are "understood." It may or may not be committed to paper, and executive signatures are not apparent.

Successful agreements are common to both categories. The degree of formality may be based on the requirements of representative agencies and the service needs of their clientele. More often than not, however, the number of participating agencies and the complexities of service procedures, provisions, and responsibilities are the determinants of formality.

To understand more clearly interagency agreements three specific classes of agreements have been detailed by Robert Audette Associates:

Class 1: Agreements about program standards

Essentially, this class focuses on common standards for conducting programs. Such agreements established common criteria which reflect who, what, where, when, how often, and under whose supervision services will be provided.

Class 2: Agreements about allocation of resources

Class 2 agreements are basically procedural in nature. That is, after agreeing to the "ends" of an agreement, the participants must decide how to allocate the resources. Below are found several agreements of this type which were identified by Audette.

- (1) First dollar agreements - When a handicapped child or family is eligible for certain services from two or more agencies, a promise is made regarding which agency pays first (e.g., when a medicaid-eligible, handicapped child needs physical therapy, medicaid agrees to pay. Education only pays for physical therapy when a child is not medicaid eligible).
- (2) Complementary dollar agreements - When a handicapped child or family is eligible for certain services from two or more agencies, a promise is made for each agency to pay for certain services (e.g., when a medicaid-eligible handicapped child needs speech therapy and reconstructive dental surgery in order to speak clearly, education pays for the speech therapy and medicaid pays for the surgery).
- (3) Complementary personnel/dollar/agreements - When a handicapped child or family is eligible for certain services from two or more agencies, one agency commits personnel to serve the child directly while another agency reserves sufficient funds to pay for other services (e.g., when a medicaid-eligible handicapped child needs speech therapy and reconstructive dental surgery in order to speak clearly, education directly provides [through a school employee] the speech therapy and medicaid pays for the surgery).
- (4) Shared personnel agreements - When children are screened prior to entering public school, a promise is made which allows public health nurses and school nurses to work together in administering some health portions of the screening program (e.g., family health histories are taken by both public health and school nurses during a pre-school screening program).

- (5) Shared facility agreements - When children are screened prior to entering public school, a promise is made to use a community hospital facility for carrying out all or part of the program (e.g., when preschool screening is conducted for a certain neighborhood, the local hospital is used as the most convenient site for parent participation).
- (6) Shared equipment and materials agreements - When children are screened prior to entering public school, a promise is made to use hospital equipment and/or materials for certain elements of the screening program (e.g., when preschool screening occurs, the local hospital does all the blood work analysis for lead paint testing).

### Class 3: Process and activity agreements

This class delineates uniform activities for implementing the collaboration. The issues discussed by Audette focus on steps necessary to ensure the accurate installation of the service(s) as identified in the agreement. Some of these are: (1) definitions; (2) forms and formats; (3) referral; (4) complementarity; (5) transitions; (6) fiscal administration; (7) integrated data base; and, (8) cooperative evaluations and monitoring.

### BARRIERS TO INTERAGENCY COLLABORATION

Throughout this document benefits, characteristics, conditions, approaches, and classes of interagency agreements have been identified. Problems have been alluded to but not previously discussed. It is essential to recognize that problems or difficulties will, indeed, arise. Some of the most common barriers to interagency collaboration are:

- Public versus private agency participation;
- Interpersonal relations between and among participants;
- Lack of centralized information base;
- Imprecise definition of agency responsibilities and authority;
- Absence of common procedures for information dissemination;
- Uncertainty of end product;
- Sustained availability of key people to facilitate planning and implementation;

- Territorial ownership/organizational autonomy;
- Differing legislative mandates; and,
- Lack of intra/interagency communication. (McLaughlin and Christensen, 1979-80)

Perhaps the most important of these barriers to be addressed by persons involved in interagency collaboration is interpersonal relations. The development and implementation of the collaborative is a group process. Whenever people convene for purposive activity conflicts may arise. The managements and/or resolution of these conflicts depends on the interpersonal skills of the group members. Failure to deal effectively with the conflicts increases the probability of the collaborative effort's will not to succeed.

## SECTION II

### Managing Conflict

#### INTRODUCTION

Webster defines conflict as 1) a disagreement; 2) the opposition of persons or forces that gives rise to the dramatic action in a drama or fiction; or 3) to show antagonism or irreconcilability.

Conflict is grounded in the principals of communication, and communication is the foundation for building interagency collaboration. Thus, whenever interaction occurs, on whatever level, the potential for philosophical, personal and procedural differences and/or conflicts are present. Conflict, in the process of communication and ultimately in interagency collaboration, is increasingly perceived as inevitable, often legitimate and, on occasion, desirable. Whenever there is interdependence between individuals and/or among groups their relationships must be defined and worked out across boundaries.

Conflict, within the interagency collaborative process, emerges for several reasons. First, productive conflict evolves out of commitment to a goal or object. It arises out of caring: caring about the group, the individuals and for a program. Consequently, members are generally willing to take a risk to help improve the situation. Secondly, each member and/or representative agency may have different needs and values. These differences may produce conflict when decisions must be made regarding the design, implementation and evaluation of an interagency collaborative effort. Finally, conflict occurs within the context of interdependence. In other words, the activities and/or responsibilities of one party affect other members of the interagency planning group.

## SOURCES OF CONFLICT

There are many sources of conflict between and among participants in the interagency process. For the purposes of this document, we have limited the sources to those most often associated with the interagency collaborative process.

### 1. Individual vs. Individual or Me vs. You

In this particular case, individuals are in competition or in opposition for positions, resources, goals, services, and the like.

### 2. Individual vs. Group or Me vs. System

Conflict, in this instance, generally stems from the individual proposing and/or promoting issues which are different from the group's.

### 3. Group vs. Group or My Agency vs. Your Agency

Although individuals may or may not agree with the goals and activities of the group, as agency representatives the goals of their respective agency(s) are of paramount importance. Thus, conflict may emerge from differences between individual agencies and the direction of the group.

## APPROACHES TO MANAGING CONFLICT

Individuals approach resolution and management of conflict in many different ways. The following approaches are a compilation of those that exist and are the most commonly identified and utilized. An individual's use of a particular approach is based on a variety of factors which may include personality, payoff to individuals and/or agency, risk to the individual and/or agency and the like.

1. Withdraw: The individual backs away from the problem or situation. Negotiation may be minimally present.

2. Avoid: Individuals take an active approach to difficulties by staying away from them at all costs. Negotiation is non-existent.
3. Third Party: Individuals seek the advice of an outside party (i.e., facilitator) as a means of resolving the problems. Negotiation is possible through intervention.
4. Alternatives: Individuals identify probable solutions, choose the most viable, attempt to utilize it and modify or regroup as necessary. Negotiation is at its maximum.
5. Win-Lose: Neither party gives an inch. The conflict continues until one party or position is overcome. Negotiation is nil.

#### A MODEL FOR MANAGING CONFLICT

The proposed model for managing conflict which might occur during the design, implementation and/or evaluation of an interagency collaborative effort is a compilation of many models. It incorporates the need for flexibility and individuality of agency representatives, situations and/or group goals and activities.

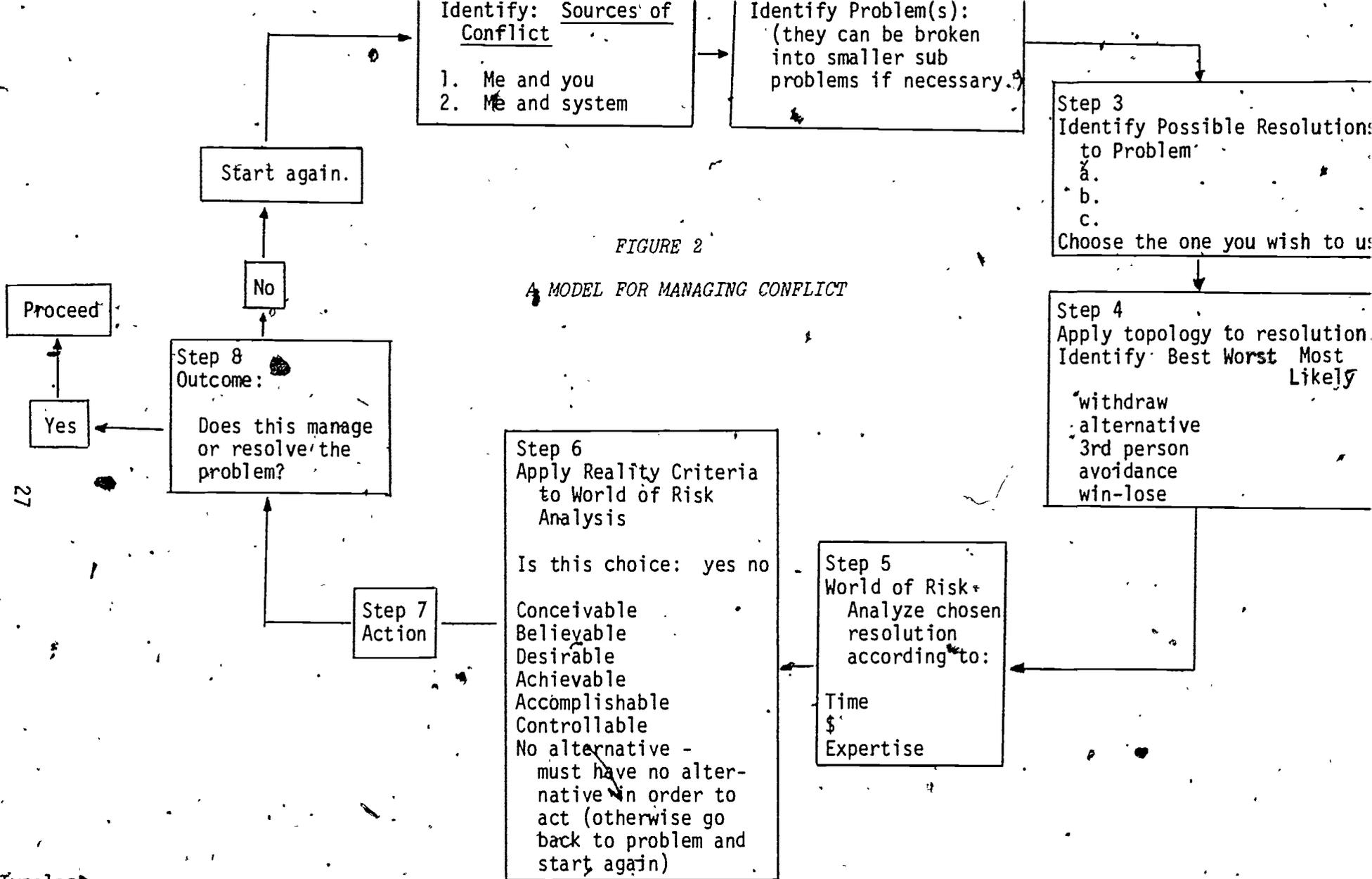


FIGURE 2

A MODEL FOR MANAGING CONFLICT

27

Typology

1. Withdraw - walk away and hope no one notices
2. Avoidance - stay actively away, if someone notices ... run.
3. 3rd Person - will you help me resolve; sharing / negotiating = resolution
4. Alternative - identify probable solutions, select one, go for broke, adapt, modify or switch
5. Win - Lose - Russian roulette.

## CONFLICT RESOLUTION - A Step by Step Process

Figure 2 portrays the process of conflict resolution. What follows is an explanation of each step.

Step 1. In resolving conflict it is important to identify the source of conflict. The rationale being to eliminate extraneous individuals and/or agencies and focus on the issue(s) at hand. Do the difficulties arise between

- A. Me and You? (individuals)
- B. Me and the System?
  - 1. Me vs. the group?
  - 2. My agency vs. your agency?

Step 2. After determining the source of conflict the specific problem / issue must be identified. It is essential to recognize that often a problem can be broken down into smaller more manageable sub-components or issues. Start small! The solutions and resolutions will be easier to find.

Step 3. Identify possible resolutions for one problem or issue focusing on those that are acceptable to you and/ or your agency.

Step 4. Apply the typology to the possible solutions. This allows for establishing a framework from which to work while determining which is the ideal, the worst or the more likely solution. This step also identifies acceptable options.

Step 5. Analyze the solutions according to the time involved (yours, agency

or group), the money involved, and the expertise deemed necessary. Essentially this is the "world of risk" for examining the feasibility of implementation.

Step 6. Apply the reality criteria to the world of risk analysis. This step brings the proposed resolution into focus. It allows for investigation of those factors which may influence practical implementation.

Step 7. The action or implementation step puts the wheels in motion.

Step 8. The outcome step bears the fruit of the process and determines the success or failure of available options.

SECTION III  
Resource/Training Materials

In order to facilitate interagency collaboration, resources and training materials have been developed that can serve as a reference. This document gives a brief abstract of selected resources and training materials that are currently available.

TITLE: Project Teams -  
Training Education Agencies to Meet Special Education Mandates:  
Planning for Full Services

AUTHORS: Anthony P. Caetano and Richard A. Punzo, Jr., editors

ADDRESS: AASA/NAESP/NASPE Project Teams  
1801 North Moore Street  
Arlington, VA 22209

ABSTRACT: This package was developed to assist local/state agencies in providing a two-and-one-half day workshop on planning full services for the handicapped. The package consists of workbooks, filmstrips, cassettes, slides, objectives and activities on achieving this goal.

TITLE: Interagency Collaboration of Full Services for Handicapped  
Children and Youth  
A Primer and Vol I - V

AUTHORS: Regional Resource Center Task Force on Interagency Collaboration

ADDRESS: Mid South Regional Resource Center  
Lexington, Kentucky

ABSTRACT: This technical assistance package was designed to facilitate the work of facilitators of interagency collaboration. It consists of: A Primer which provides background information on interagency collaboration; A Guide to State Level Planning and Development which details the strategies, tasks and activities involved in developing a collaborative program at the state level; A Guide to Local Implementation which addresses similar issues and tasks at the local level; A Guide to Federal Policies and Agreements Regarding Health, Education and Social Service Programs which overviews five major federal programs (i.e., EPSDT, CCS, DD and the like) and their respective child-centered and program support processes; A Guide to Federal Policies and Agreements Regarding Vocationally Related Education and Rehabilitative Programs which overviews 94-142 (The Education of All Handicapped Children Act) Vocational Education Act, Vocational Rehabilitation and Developmental Disabilities; and Annotated Bibliography and Glossary of Acronyms and Terms which presents a sample of the literature in this area as well as some of the jargon or terminology which is present.

TITLE: Interagency Agreements to Support Special Education Programs for Children with Handicaps: A Manual for Establishing Program Relationships in Colorado

AUTHOR: Robert Audette Associates  
for Southwest Regional Resource Center

ADDRESS: Mid South Regional Resource Center  
Lexington, Kentucky

ABSTRACT: Although this manual was designed for use in Colorado it is generic in nature and would be useful in other states and local education agencies. The manual identifies the three primary classes of interagency agreements. It also provides information and worksheets for establishing Interagency agreements. Primarily, the manual focuses on: Identification of Agencies; Prioritizing Agreements; and, Determination of Discrepancy Between Agency Standards.

TITLE: The Interdependent Community: Collaborative Planning  
for Handicapped Youth

AUTHORS: Paul Ferrini  
June Foster  
Bradford L. Matthews  
Jean Wrokmán

ADDRESS: Technical Education Research Center  
44 Brattle Street  
Cambridge, MA 02138

ABSTRACT: This package consists of two handbooks, a Leader's Guide and a member's handbook, which delineates steps and activities for planning a collaborative arrangement. It was designed for users who wish to improve career - related opportunities for handicapped youth. However, the strategies are easily modified or adapted for different populations and programs.

The model of collaboration is designed to address and overcome many of the barriers common to interagency collaboration. Issues and subsequent exercises which are included are: assembling and orienting an interagency planning team; the Planning Process; Team Dynamics; and, Implementation, Evaluation and Future Planning.

TITLE: Planning for Services to Handicapped Persons:  
Community, Education, Health

AUTHORS: Phyllis R. Magrab and Jerry O. Elder, editors

ADDRESS: Paul H. Brooks, Publishers  
P.O. Box 10624  
Baltimore, MD 21204

ABSTRACT: This book addresses the coordination of services from a variety of programmatic perspectives. Topics include: Community Service Planning, Educational Planning, Perspectives on Planning for Prevention of Mental Retardation, Community Health Planning, Health Planning in Residential Settings, Rehabilitation Planning, and Advocacy. It also provides valuable information on the Coordination of Service Delivery and worksheets and forms which might be utilized.

TITLE: Coordinating Services to Handicapped Children:  
A Handbook for Interagency Collaboration .

AUTHORS: Jerry O. Elder and Phyllis R. Magrab, editors

ADDRESS: Paul H. Brooks, Publishers  
P.O. Box 10624  
Baltimore, MD 21204

ABSTRACT: This book focuses on the dynamics and mechanics of interagency collaboration. Such issues as interdisciplinary collaboration and communication are addressed. Models of interagency collaborative efforts are presented in addition to the developmental components or steps which may be necessary. Finally, the authors provide guidelines for writing the agreement.

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APPENDIX C  
Simulation Game

PLAYER A

INSTRUCTIONS FOR  
"Interagency Agreement Process"

This role playing activity simulates a group of professionals at the local level developing, implementing, and reviewing interagency agreements. Participants explore role relationships and group process concerns which occur when professionals move toward functioning interdependently.

**OBJECTIVES:** To experience a model of interagency planning.

To examine ways to foster interagency agreements.

**MATERIALS:** 6 player booklets per group (A-F)  
Instruction sheet.

**GROUP SIZE:** The simulation is played in groups of six. In groups of less than six, distribute the booklets in alphabetical order. For instance, if five people are playing, use player booklets A, B, C, D, and E.

**ARRANGEMENTS:** Participants should be in groups of six, preferably in circles at tables.

**PERSONNEL:** One group leader is necessary to give instructions. This person and one or more group facilitators, should be available during the simulation to answer questions and/or assist teams.

**TIME:** Each session of the simulation was designed for the following amounts of time:

Session 1	10 minutes
2	15 minutes
3	15 minutes
4	15 minutes
Debriefing	30 minutes

The total simulation takes approximately 70 minutes. However, the personnel running the simulation may adjust the times as necessary, either lengthening or shortening sessions depending on the needs and interests of particular groups. The debriefing questions may be adapted to deal with different group objectives or training populations.

## How to Manage the Simulation

To begin the simulation, you may want to tell the participants:

The purpose of this activity is to try to better understand the issues involved in developing and implementing interagency agreements.

To do this you will be roleplaying, i.e., acting as the decision-makers who represent various local agencies who provide human services.

Try to explain the position you are taking to the other players as well as react to their positions.

The whole exercise will take about an hour including four roleplays and a debriefing session.

INSTRUCTIONS: To be read by the group leader:

### Session I

Recently, the governor of the state of Montgomery adopted a new policy favoring interagency agreements at the local level as a way of administering block grant programs. Open your booklets to page 2 and read that page to find out more about this new policy.

(pause)

Now, turn to page 3 and read the memo you just received from C. Phillips, the Director of Special Education.

(pause)

You are together for the meeting. Let's find out more about you. Turn to page 4. You will find your name, your title, and your attitude which you will want to read. Prop your booklet in front of you so that the others in the group will know who you are.

(pause)

Remember, from this point on you must take the role of the person described in your booklet. Now it is time to turn this meeting over to C. Phillips. C. Phillips, would you call the meeting to order and ask the team members to introduce themselves and tell a little bit about their background. (allow about 5 minutes).

## Session 2

Excuse me. A little later that month, the team members received a second memo. Please turn to page 6 and read the memo.

(pause)

Now turn to page 7 to find out some of your ideas about the second meeting. (Allow approximately 10 minutes - C. Phillips has instructions to begin the discussion when the group is ready.)

## Session 3

Excuse me. After much discussion, the team did decide to try to use the old Hunter School. Now team members have received another memo from the Special Education Director. Turn to page 9 and read that memo.

(pause)

Now turn to page 10 for more information about your ideas for using Hunter School. (Allow about 10 minutes - C. Phillips has instructions to begin the discussion when the group is ready).

## Session 4

Excuse me. Several months have passed since the team decided to use the Hunter School, and the team members receive a memo from C. Phillips. Read that memo on page 12.

(pause)

Now turn to page 13. You will find out what your positions are. Allow about 10 minutes - C. Phillips has instructions to begin the discussion when the group is ready.)

## DEBRIEFING

Excuse me. Now it's time to leave your roles and reflect on the simulation. On pages 14 and 15 are some questions for discussion. Would C. Chapman please lead the discussion and C. Phillips take notes? (Allow 15 minutes; the group leader may designate certain questions to be discussed if that is desired).

\*\*NOTE: Anything in parentheses ( ) is not to be read aloud.

INTERAGENCY AGREEMENT PROCESS

A SIMULATION

Player "A"

T.A.S.C. I, INC.  
700 N. Walnut  
Bloomington, Indiana  
47401  
812-336-6583

Written by: Michael L. Tracy  
Suzanne Sturgeon

Content Consultants: John McLaughlin  
Margaret Christensen  
VPI & SU

Background

PLAYER "A"

Two months ago, the Governor's office mandated local interagency planning agreements in the state of Montgomery. Since that time, the superintendent of schools in Posey County contacted C. Phillips, the Director of Special Education, and asked that he organize an interagency coordinating team to comply with the Governor's mandate.

You have agreed to represent your agency in this process of making local interagency agreements and have just received a memorandum from C. Phillips notifying you of the group's first meeting.

SESSION I:

PLAYER "A"

PLAYER "A"

MEMO TO: Interagency Coordinating Team  
FROM: C. Phillips, Director of Special Education  
DATE: May 1  
RE: Interagency Planning Process

Thank you for agreeing to represent your agency in our local interagency planning efforts. We will meet every two weeks over the next six months to complete the tasks. As you are probably aware, Public Law 94-142, as well as other federal and state legislation, mandates the existence of interagency agreements as a condition to receipt of funds for some of our programs.

The Governor's office has specified six areas for allocation plans and interagency agreements:

1. shared facility agreements;
2. shared equipment and materials agreements;
3. shared personnel agreements;
4. first dollar agreements;
5. complementary dollar agreements;
6. complementary personnel/dollar agreements.

The Governor expects us to produce a document outlining plans for implementation at the end of six months. Therefore, I suggest we complete one area per month recognizing that we may not reach all of them and may need to request more time. I look forward to considering "shared facility agreements" with you next Wednesday at 9:30 am at the community center.

C. Phillips  
Director of Special Education

You have been the Director of Special Education in Posey County for only two years, but before that you were a teacher and principal in the area. You are proud of the progress the schools have made in serving the handicapped in the community but are concerned about the future of funding with declining enrollments. You are fairly familiar with the roles of other agencies in providing services to the handicapped but have not formed a position about the involvement of the schools with other community agencies.

The superintendent has directed you to coordinate these meetings because of your familiarity with P. L. 94-142. You are concerned about how to respond to other agency personnel and are unsure of what their commitment to this process is. You are a busy person and want the task completed with as little effort as is possible.

As the chairperson of this group you should ask each member to introduce him/herself and to give the others some background information. Remember that the purpose of this meeting is to begin making plans for inter-agency agreements so you may want to ask others about prior experiences in this area.

## Background on the City of Warren

Warren is a city with a population of approximately 105,000 people. The major period of economic growth and development occurred in Warren during the period 1940-1965 when textile, beverage, and agricultural industries were booming. Manufacturing provides one quarter of the available jobs. Government, wholesale and retail trade, services, contract construction, finance, insurance, and real estate account for over half of the employment opportunities. The rest of the people who have jobs are either self employed or work on farms. Recently unemployment in Warren is approximately 8%.

Although Warren's population is growing, the central city area has gradually declined since 1965; however a movement is underway to revitalize the central city area. In 1971, the city of Warren and Henry County were merged by an act of the state legislature. The resulting new Warren Metropolitan Government serves all of Henry County. All functions previously performed by the county and city separately, except those specified by the State Constitution to be performed by counties (e.g., county courts, sheriff's office, coroner, etc.) are now being performed by the Warren Metropolitan Government, which is a Mayor-City Manager-Council form of government.

### Sources of Revenue

Warren obtains revenue from a variety of sources: court fines; penalties; business licenses; rent from city-owned properties; interest from investments; State and Federal aid; and property taxes. Properties taxed are real estate and personal property. The greatest portion of the income is from property taxes which are determined annually by the needs of the city. The assessed value, by State law, is 40% of the fair market value as set by the Appraiser's Office, which determines value of real estate by grade, class, and location. The total millage includes taxes for the city operating budget, the schools, and bonded indebtedness.

(John and Maggie--You may want to insert the material on the agencies here)

Zoning

Planning, zoning, and building requirements in Warren are handled by divisions of the Department of Community Development which is directly responsible to the Metro Council. A general plan for community development through 1990 has been prepared and includes recreation, transportation, land use, transit, community facilities, citizen participation, urban design, downtown development, housing, airport, and medical facilities.

State law requires any zoning be submitted to the Planning Division of the Warren Department of Community Development for recommendation before the Warren Metro Government Council can adopt it. A public hearing at a regular Council meeting is required after prescribed legal notices of the proposed change. The Board of Zoning Appeals hears and rules on any written appeal in which it is alleged there is an error in any order, requirement, decision, or determination by an administrative official in the enforcement of the zoning and building codes. It has limited authority to grant variances from literal code enforcement. Its decisions may be appealed to the Superior Court. The Board may not amend the Zoning Ordinance or rezone property. Any citizen may submit a petition to rezone any property in Warren. Specific procedures for applying for, or objecting to, rezoning is set by the Department of Community Development.

Building Requirements

The City Building Inspector requires compliance with the building code for new buildings and compliance with the Minimum Standards Housing Ordinance for residential construction. The building code defines the uses to which buildings may be put and sets standards for their plumbing, wiring, gas-fired installations, and structural characteristics.

Transportation Systems

The Warren Transit Company operates a public bus service that services the entire county. The transit company is municipally owned and governed by the Metro Council. It is not entirely self-supporting, but subsidized by consolidated government funds and Federal matching funds, especially for the purchase of new buses and the establishment of a transit center.

The Warren Metropolitan Airport is municipally owned and operated by the Airport Authority. The airport is self-supporting. Also the Southern Railroad runs through Warren.

Sociological Aspects of the Area

The Warren SMSA is a conglomerate of people from the White and Negro races. Although the mix is approximately four whites for every Negro, the ratio of fifty-two females for every fifty males. The predominance of the population is in the 18 to 64 year age frame. While the median income level is not high, there are a relatively low number of people on total welfare. There is also a relatively high level of educational attainment in those 25 years and over.

Community Issues

All citizens want lower taxes and improved services, high quality schools, good roads, preservation of individuality and freedom from outside interference. They particularly want freedom from illness, crime and disasters such as fire and riot. In a recent survey of the population, the following priorities emerged in this order:

1. Provision of efficient circulation to and from major work areas.
2. Development, preservation and enhancement of public and private recreational facilities.
3. Development of a future land use plan.
4. Preservation and enhancement of established neighborhoods.
5. Location and design of transportation facilities to minimize traffic hazards.

6. Minimization of disruption of school districts by transportation systems, etc.
7. Preservation and enhancement of landmarks, government buildings, and churches in the downtown area.

The community is justly proud of its public school system, which is rated as one of the best and most progressive in the state. Warren School District census data are as follows:

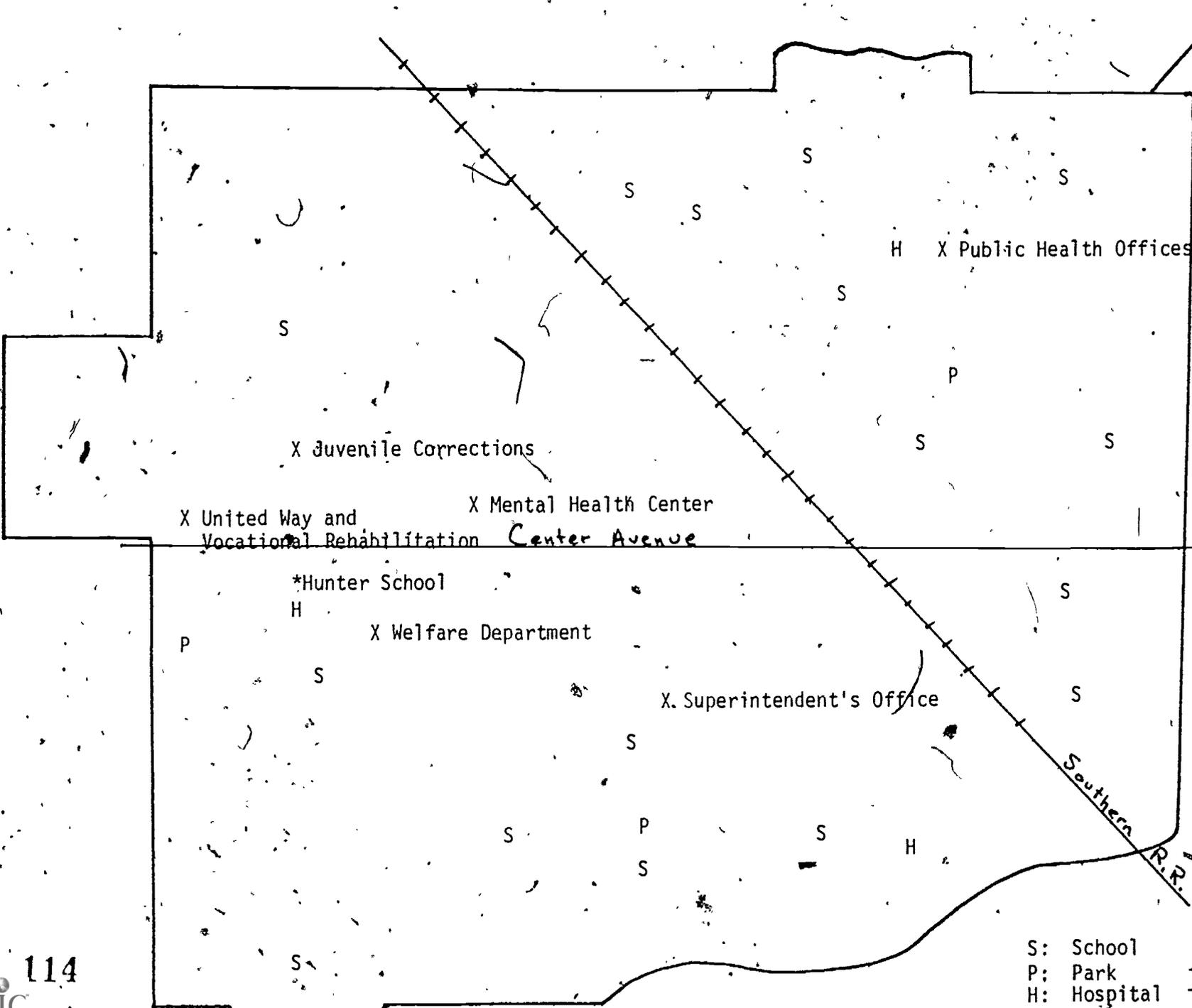
Grades K-6	8,138
Grades 7-9	3,596
Grades 10-12	2,496

---

Total School Enrollment 14,230

The map of Warren which follows shows the location of several community agencies and the location of all schools.

TO AIRPORT



X United Way and Vocational Rehabilitation

X Juvenile Corrections

X Mental Health Center

H X Public Health Offices

\*Hunter School

X Welfare Department

X Superintendent's Office

Center Avenue

Southern R.R.

S: School  
P: Park  
H: Hospital

## Hunter School

Hunter School, constructed in 1917 is a large red brick structure located in the heart of the old downtown area of Warren. As the city's population grew and suburban sprawl became the norm, the school system decided to abandon the building for classroom use. It was decided that the building would be rented in 1955. At that point in time, the school of nursing, in connection with the small community college, rented the structure and remained in the building until 1975. At first the Hunter School seemed to be more than adequate for the nursing school's needs. Further, its location, only three blocks away from St. Charles hospital, made it a convenient facility for students. Gradually, maintenance costs on the building became prohibitively high, and the school of nursing moved out.

The school was boarded up at that time to prevent vandalism. The roof of the structure continues to be in good shape; however, the Hunter School developed several other problems. Wiring and plumbing repairs are badly needed. The current heating system is adequate; however, the building is expensive to heat with its high ceilings and wide hallways. The building is currently inaccessible to handicapped persons, having neither ramps nor elevators.

There are 28 classrooms in the building, all of which need to be painted. However, the walls are generally in good shape. In order to use the building, several windows would need to be replaced.

There is more than enough room outside the building to enlarge the parking lot by using some of what was the old playground area. Its downtown location is within walking distance of several other community services and would be in a convenient location.

SESSION I:  
"ORGANIZATION FOR COMPLIANCE"

PLAYER "A"

PLAYER "A"

MEMO TO: Interagency Coordinating Team  
FROM: C. Phillips, Director of Special Education  
DATE: June 15  
RE: Shared Facilities Agreement

After sharing the minutes of our first meeting with F. Valle, the Superintendent of Schools, he indicated that the schools could make the old Hunter School available for interagency use. This is the school next to the hospital which has been vacated by the School of Nursing. Using this facility jointly would bring us into compliance with the sharing of facilities part of the interagency agreement that we are considering. Could we discuss how we might reach agreement on the use of this facility at our meeting next Wednesday?

7  
C. Phillips  
Director of Special Education

PLAYER

As the individual accountable for the development of the local plan for P. L. 94-142, you were pleased with the decision to make the Hunter School available for interagency use. However, you are aware that the School of Nursing moved out because of the condition of the building and the expense of heating it. You have been in need of office space and have decided to put the school psychologists over at Hunter to ease the pressure. You see the purpose of the meeting to get the others to do something with the facility on a very "Ad Hoc" basis.

Please begin the meeting when the others in the group are ready. The topic for discussion is the use of Hunter School. Would the others be willing to use it? What are the advantages and disadvantages? How would it be used? :? :

SESSION III:  
"A PLAN FOR COLLABORATION"  
PLAYER "A"

PLAYER "A"

MEMO TO: Interagency Planning Team  
FROM: C. Phillips, Director of Special Education  
RE: Formalization of Collaborative Building Plan  
DATE: July 29

Although our last meeting was long and difficult we achieved what we set out to do. I am pleased that we are ready to use Hunter School on an interagency basis. The building has indeed passed the Board of Health examination and has been made secure for all users. Our informal agreements have made this possible. To avail ourselves of the state and federal support we desire these agreements have to be pulled together into a "planning document".

Our group will meet again next Wednesday at 9:00 am at the community center. Please bring your specific ideas on how your agency plans to use the facilities to meet their organizational goals.

C. Phillips  
Director of Special Education

PLAYER "A"

For some time you have wanted to develop a parent training program for parents of the handicapped. This effort has not materialized because there has been no classroom space in your administrative office complex. You personally want to initiate such a program as a community relations effort to get more parents to back special education. Your school psychologist has agreed to move to the new complex so he can develop his diagnostic center.

Both of these efforts will further the goals of your agency. You see long term commitments to these efforts and hope others will have similar plans for the facilities.

Please begin the meeting as soon as the others are ready. The purpose of this meeting is to get the informal agreements made to this date in writing. Who is going to do what things in the building? When? How much space is needed? Do any of the members of the team have specific space requirements? Your agenda is to get an agreement in writing and to get the others to sign it.

SESSION IV:  
"AN EVALUATION OF COORDINATION"  
PLAYER "A"

D  
-  
-  
-  
O

PLAYER "A"

MEMO TO: Interagency Coordinating Team  
FROM: C. Phillips, Director of Special Education  
DATE: June, the following year  
RE: Evaluation of Coordination Efforts

We are moving along well toward our goal of a comprehensive plan for sharing facilities. The final step in the process is agreement on how we will evaluate the coordination activities identified in our planning last year. I believe we can accomplish this task at our next and final meeting. We can then forward the evaluation document to the state and to our respective agencies for approval.

I am pleased to have had the privilege of working with a group that has demonstrated such professional creativity and personal flexibility. On behalf of the superintendent, I am inviting the team to refreshments and lunch at the completion of our meeting next Wednesday. This meeting will be held at the "Smithson Inn." We hope all will attend.

C. Phillips  
Director of Special Education

PLAYER "A"

This is the last session in this round of negotiation. It seems that nearly all of your agendas have been met. You are, however, concerned about future interagency negotiations in more difficult areas and want this final session to be seen as a success. All the agencies have been operating their programs in a complementary manner for a period of time and you would like an evaluation to evidence your initial success. One other matter has come up that you want to bring to the group's attention. A number of dropout students and their parents have raised the question of using the facilities as an alternative to the present school structure on an experimental basis. There has been no response to this group at this time.

Please begin this meeting when the others in the group are ready. The purpose of this meeting is to evaluate the shared facilities agreement--what has worked out well?--What problems do you and others see in the future?

## DEBRIEFING QUESTIONS

- \* Instructions: C. Chapman will lead the debriefing session. Please use the major (\*) headings as guides to the session interaction. The subcategories should be considered stimulus questions all of which do not have to be answered. Thus notes taken by C. Phillips should address the major categories (\*).  
A large group discussion of the debriefing will take place in 30 minutes. C. Phillips will represent the group in that discussion.

- \* PATTERNS OF PARTICIPATION: Did members participate?

Who participated? To what degree?

Did anyone dominate?

What style of interaction or leadership emerged?

What were the types of responses to the task(s)? (positive, fearful, blocking, etc.)

- \* FOSTERING COMMUNICATION: Did mutual understanding develop?

Were there attempts to reach mutual understanding of the task, content, and/or persons?

checking perceptions?

questioning to clarify?

really listening?

rephrasing?

summarizing?

Were feelings identified and expressed?

- \* FOSTERING COLLABORATION: Did collaboration result?

What was the atmosphere of the group?

Was there a sense of open-ness to present counter positions?

Was participation encouraged? How?

How was conflict and/or blocking behavior dealt with?

Was there feedback given? Positive and negative? How?

Were feelings dealt with?

- \* FOSTERING DECISION-MAKING: Did decisions result?

What methods of problem-solving were used?

Was the problem(s) identified and clarified?

Were clear goals established?

Were sufficient alternatives generated?

How was a plan of action selected?

How were ideas evaluated?

Was the group kept on task? How?

\* How would you describe the changes in group dynamics from session two through four?

\* How did participation in this simulation change you as a professional engaged in or planning to engage in Interagency Collaboration?

\* What revisions would you recommend in the simulation?

PLAYER B

## INSTRUCTIONS FOR

### "Interagency Agreement Process"

This role playing activity simulates a group of professionals at the local level developing, implementing, and reviewing interagency agreements. Participants explore role relationships and group process concerns which occur when professionals move toward functioning interdependently.

**OBJECTIVES:** To experience a model of interagency planning.  
To examine ways to foster interagency agreements.

**MATERIALS:** 6 player booklets per group (A-F)  
Instruction sheet

**GROUP SIZE:** The simulation is played in groups of six. In groups of less than six, distribute the booklets in alphabetical order. For instance, if five people are playing, use player booklets A, B, C, D, and E.

**ARRANGEMENTS:** Participants should be in groups of six, preferably in circles at tables.

**PERSONNEL:** One group leader is necessary to give instructions. This person and one or more group facilitators, should be available during the simulation to answer questions and/or assist teams.

**TME:** Each session of the simulation was designed for the following amounts of time:

Session 1	10 minutes
2	15 minutes
3	15 minutes
4	15 minutes
Debriefing	30 minutes

The total simulation takes approximately 70 minutes. However, the personnel running the simulation may adjust the times as necessary, either lengthening or shortening sessions depending on the needs and interests of particular groups. The debriefing questions may be adapted to deal with different group objectives or training populations.

## How to Manage the Simulation.

To begin the simulation, you may want to tell the participants:

The purpose of this activity is to try to better understand the issues involved in developing and implementing interagency agreements.

To do this you will be roleplaying; i.e., acting as the decision-makers who represent various local agencies who provide human services.

Try to explain the position you are taking to the other players as well as react to their positions.

The whole exercise will take about an hour including four roleplays and a debriefing session.

INSTRUCTIONS: To be read by the group leader:

### Session I

Recently, the governor of the state of Montgomery adopted a new policy favoring interagency agreements at the local level as a way of administering block grant programs. Open your booklets to page 2 and read that page to find out more about this new policy.

(pause)

Now, turn to page 3 and read the memo you just received from C. Phillips, the Director of Special Education.

(pause)

You are together for the meeting. Let's find out more about you. Turn to page 4. You will find your name, your title, and your attitude which you will want to read. Prop your booklet in front of you so that the others in the group will know who you are.

(pause)

Remember, from this point on you must take the role of the person described in your booklet. Now it is time to turn this meeting over to C. Phillips. C. Phillips, would you call the meeting to order and ask the team members to introduce themselves and tell a little bit about their background. (allow about 5 minutes).

## Session 2

Excuse me. A little later that month, the team members received a second memo. Please turn to page 6 and read the memo.

(pause)

Now turn to page 7 to find out some of your ideas about the second meeting. (Allow approximately 10 minutes - C. Phillips has instructions to begin the discussion when the group is ready.)

## Session 3

Excuse me. After much discussion, the team did decide to try to use the old Hunter School. Now team members have received another memo from the Special Education Director. Turn to page 9 and read that memo.

(pause)

Now turn to page 10 for more information about your ideas for using Hunter School. (Allow about 10 minutes - C. Phillips has instructions to begin the discussion when the group is ready).

## Session 4

Excuse me. Several months have passed since the team decided to use the Hunter School, and the team members receive a memo from C. Phillips. Read that memo on page 12.

(pause)

Now turn to page 13. You will find out what your positions are (allow about 10 minutes - C. Phillips has instructions to begin the discussion when the group is ready.)

## DEBRIEFING

Excuse me. Now it's time to leave your roles and reflect on the simulation. On pages 14 and 15 are some questions for discussion. Would C. Chapman please lead the discussion and C. Phillips take notes? (Allow 15 minutes; the group leader may designate certain questions to be discussed if that is desired).

\*\*NOTE: Anything in parentheses ( ) is not to be read aloud.

INTERAGENCY AGREEMENT PROCESS,

A SIMULATION

Player "B"

T.A.S.C. I, INC.  
700 N. Walnut  
Bloomington, Indiana  
47401  
812-336-6583

Written by: Michael L. Tracy  
Suzanne Sturgeon

Content Consultants: John McLaughlin  
Margaret Christensen  
VPI & SU.

## Background

PLAYER "B"

Two months ago, the Governor's office mandated local interagency planning agreements in the state of Montgomery. Since that time, the superintendent of schools in Posey County contacted C. Phillips, the Director of Special Education, and asked that he organize an interagency coordinating team to comply with the Governor's mandate.

You have agreed to represent your agency in this process of making local interagency agreements and have just received a memorandum from C. Phillips notifying you of the group's first meeting.

SESSION I:

PLAYER "B"

PLAYER "B"

MEMO TO: Interagency Coordinating Team  
FROM: C. Phillips, Director of Special Education  
DATE: May 1  
RE: Interagency Planning Process

Thank you for agreeing to represent your agency in our local inter-agency planning efforts. We will meet every two weeks over the next six months to complete the tasks. As you are probably aware, Public Law 94-142, as well as other federal and state legislation, mandates the existence of interagency agreements as a condition to receipt of funds for some of our programs.

The Governor's office has specified six areas for allocation plans and interagency agreements:

1. shared facility agreements;
2. shared equipment and materials agreements;
3. shared personnel agreements;
4. first dollar agreements;
5. complementary dollar agreements;
6. complementary personnel/dollar agreements.

The Governor expects us to produce a document outlining plans for implementation at the end of six months. Therefore, I suggest we complete one area per month recognizing that we may not reach all of them and may need to request more time. I look forward to considering "shared facility agreements" with you next Wednesday at 9:30 am at the community center.

F. Chapman  
Director of Child Care  
Community Mental Health/Mental Retardation Center

PLAYER "B"

You have been a Director at the center since its opening several years ago. You are concerned that you may have to limit services with the impending cut in federal support for your programs and are anxious to maintain good community relations. In the past, you have been concerned over the schools limited treatment of what you consider to be complex emotional problems of children. You are concerned that formal agreements between agencies will limit the scope of your agency. You respect authority and would like to see outside authorities' opinions on collaboration. Perhaps the team should call in a consultant. You could recommend several qualified consultants.

Your agency has need to expand its diagnostic services and would like to contract with the school to complete differential diagnostic processes that the school psychologist does not feel competent to develop. At this time, space does not allow more clients to be served in your present facilities. However, your Director is concerned that a long term formal contract would restrict your agency's plans for a new building. Informal agreements would suit you better.

## Background on the City of Warren

Warren is a city with a population of approximately 105,000 people. The major period of economic growth and development occurred in Warren during the period 1940-1965 when textile, beverage, and agricultural industries were booming. Manufacturing provides one quarter of the available jobs. Government, wholesale and retail trade, services, contract construction, finance, insurance, and real estate account for over half of the employment opportunities. The rest of the people who have jobs are either self employed or work on farms. Recently, unemployment in Warren is approximately 8%.

Although Warren's population is growing, the central city area has gradually declined since 1965; however a movement is underway to revitalize the central city area. In 1971, the city of Warren and Henry County were merged by an act of the state legislature. The resulting new Warren Metropolitan Government serves all of Henry County. All functions previously performed by the county and city separately, except those specified by the State Constitution to be performed by counties (e.g., county courts, sheriff's office, coroner, etc.) are now being performed by the Warren Metropolitan Government, which is a Mayor-City Manager-Council form of government.

### Sources of Revenue

Warren obtains revenue from a variety of sources: court fines; penalties; business licenses; rent from city-owned properties; interest from investments; State and Federal aid; and property taxes. Properties taxed are real estate and personal property. The greatest portion of the income is from property taxes which are determined annually by the needs of the city. The assessed value, by State law, is 40% of the fair market value as set by the Appraiser's Office, which determines value of real estate by grade, class, and location. The total millage includes taxes for the city operating budget, the schools, and bonded indebtedness.

(John and Maggie--You may want to insert the material on the agencies here)

### Zoning

Planning, zoning, and building requirements in Warren are handled by divisions of the Department of Community Development which is directly responsible to the Metro Council. A general plan for community development through 1990 has been prepared and includes recreation, transportation, land use, transit, community facilities, citizen participation, urban design, downtown development, housing, airport, and medical facilities.

State law requires any zoning be submitted to the Planning Division of the Warren Department of Community Development for recommendation before the Warren Metro Government Council can adopt it. A public hearing at a regular Council meeting is required after prescribed legal notices of the proposed change. The Board of Zoning Appeals hears and rules on any written appeal in which it is alleged there is an error in any order, requirement, decision, or determination by an administrative official in the enforcement of the zoning and building codes. It has limited authority to grant variances from literal code enforcement. Its decisions may be appealed to the Superior Court. The Board may not amend the Zoning Ordinance or rezone property. Any citizen may submit a petition to rezone any property in Warren. Specific procedures for applying for, or objecting to, rezoning is set by the Department of Community Development.

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The Warren Metropolitan Airport is municipally owned and operated by the Airport Authority. The airport is self-supporting. Also the Southern Railroad runs through Warren.

### Sociological Aspects of the Area

The Warren SMSA is a conglomerate of people from the White and Negro races. Although the mix is approximately four whites for every Negro, the ratio of fifty-two females for every fifty males. The predominance of the population is in the 18 to 64 year age frame. While the median income level is not high, there are a relatively low number of people on total welfare. There is also a relatively high level of educational attainment in those 25 years and over.

### Community Issues

All citizens want lower taxes and improved services, high quality schools, good roads, preservation of individuality and freedom from outside interference. They particularly want freedom from illness, crime and disasters such as fire and riot. In a recent survey of the population, the following priorities emerged in this order:

1. Provision of efficient circulation to and from major work areas.
2. Development, preservation and enhancement of public and private recreational facilities.
3. Development of a future land use plan.
4. Preservation and enhancement of established neighborhoods.
5. Location and design of transportation facilities to minimize traffic hazards.

6. Minimization of disruption of school districts by transportation systems, etc.

7. Preservation and enhancement of landmarks, government buildings, and churches in the downtown area.

The community is justly proud of its public school system which is rated as one of the best and most progressive in the state. Warren School District census data are as follows:

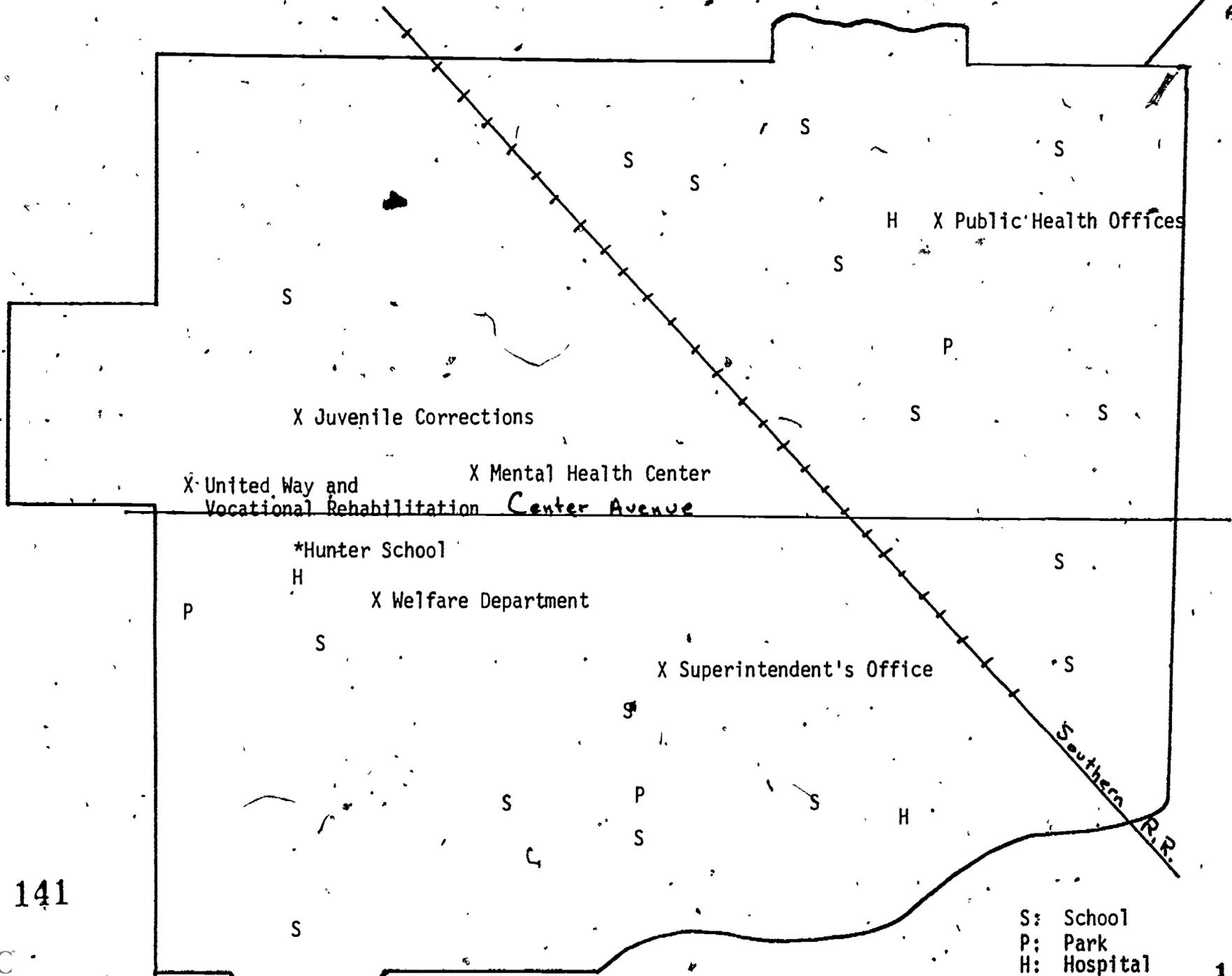
Grades K-6	8,138
Grades 7-9	3,596
Grades 10-12	2,496

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Total School Enrollment 14,230

The map of Warren which follows shows the location of several community agencies and the location of all schools.

To AIRPORT



X United Way and Vocational Rehabilitation

X Mental Health Center

H X Public Health Offices

X Juvenile Corrections

Center Avenue

\*Hunter School

X Welfare Department

X Superintendent's Office

S: School  
 P: Park  
 H: Hospital



## Hunter School

Hunter School, constructed in 1917 is a large red brick structure located in the heart of the old downtown area of Warren. As the city's population grew and suburban sprawl became the norm, the school system decided to abandon the building for classroom use. It was decided that the building would be rented in 1955. At that point in time, the school of nursing, in connection with the small community college, rented the structure and remained in the building until 1975. At first the Hunter School seemed to be more than adequate for the nursing school's needs. Further, its location, only three blocks away from St. Charles hospital, made it a convenient facility for students. Gradually, maintenance costs on the building became prohibitively high, and the school of nursing moved out.

The school was boarded up at that time to prevent vandalism. The roof of the structure continues to be in good shape; however, the Hunter School developed several other problems. Wiring and plumbing repairs are badly needed. The current heating system is adequate; however, the building is expensive to heat with its high ceilings and wide hallways. The building is currently inaccessible to handicapped persons, having neither ramps nor elevators.

There are 28 classrooms in the building, all of which need to be painted. However, the walls are generally in good shape. In order to use the building, several windows would need to be replaced.

There is more than enough room outside the building to enlarge the parking lot by using some of what was the old playground area. Its downtown location is within walking distance of several other community services and would be in a convenient location.

SESSION II:  
"ORGANIZATION FOR COMPLIANCE"

PLAYER "B"

PLAYER "B"

MEMO TO: Interagency Coordinating Team  
FROM: C. Phillips, Director of Special Education  
DATE: June 15  
RE: Shared Facilities Agreement

After sharing the minutes of our first meeting with F. Valle, the Superintendent of Schools, he indicated that the schools could make the old Hunter School available for interagency use. This is the school next to the hospital which has been vacated by the School of Nursing. Using this facility jointly would bring us into compliance with the sharing of facilities part of the interagency agreement that we are considering. Could we discuss how we might reach agreement on the use of this facility at our meeting next Wednesday?

F. Chapman  
Director of Child Care  
Community Mental Health/Mental Retardation Center

PLAYER "B"

You feel the decision to use this building is moving too fast. You want some outside consultation on the matter. You are aware that the people who ran the School of Nursing were dissatisfied when they left. You also are curious as to who will be responsible for the maintenance of the facility. However, the training division of your center would be willing to use the building to do some inservice for teachers on the complexities of differential diagnosis.

SESSION III:  
"A PLAN FOR COLLABORATION"  
PLAYER "B"

(

5

PLAYER "B"

MEMO TO: Interagency Planning Team  
FROM: C. Phillips, Director of Special Education  
RE: Formalization of Collaborative Building Plan  
DATE: July 29

Although our last meeting was long and difficult we achieved what we set out to do. I am pleased that we are ready to use Hunter School on an interagency basis. The building has indeed passed the Board of Health examination and has been made secure for all users. Our informal agreements have made this possible. To avail ourselves of the state and federal support we desire these agreements have to be pulled together into a "planning document".

Our group will meet again next Wednesday at 9:00 am at the community center. Please bring your specific ideas on how your agency plans to use the facilities to meet their organizational goals.

F. Chapman  
Director of Child Care  
Community Mental Health/Mental Retardation Center

Recently a consultant from the state agency publicly commended your agency's participation in the interagency shared facility agreement. Specifically, she referred to the inservice training which you contemplate for local teachers. You still have reservations about the implications for a long-term contract in the facility. You intend, however, to develop mental health prevention activities at the new location.

Additionally, one of your colleagues at the Community Mental Health Center made an inquiry about locating a community based addictions annex at the Hunter School location. Generally, you are pleased with the agreement.

SESSION IV:  
"AN EVALUATION OF COORDINATION"

PLAYER "B"

PLAYER "B"

MEMO TO: Interagency Coordinating Team  
FROM: C. Phillips, Director of Special Education.  
DATE: June, the following year  
RE: Evaluation of Coordination Efforts

We are moving along well toward our goal of a comprehensive plan for sharing facilities. The final step in the process is agreement on how we will evaluate the coordination activities identified in our planning. I believe we can accomplish this task at our next and final meeting. We can then forward the evaluation document to the state and to our respective agencies for approval.

I am pleased to have had the privilege of working with a group that has demonstrated such professional creativity and personal flexibility. On behalf of the superintendent, I am inviting the team to refreshments and lunch at the completion of our meeting next Wednesday. This meeting will be held at the "Smithson Inn." We hope all will attend.

13  
F. Chapman  
Director of Child Care  
Community Mental Health/Mental Retardation Center

PLAYER "B"

As a process person, you are amazed at the progress of the group's development without an external facilitator. You are curious as to whether this progress was a fluke or not? You are trying to determine whether it was the make up of the group or the nature of the problem that led to success. You are pleased with the group's ability to solve problems using internal resources, but are concerned that more difficult decisions are ahead.

## DEBRIEFING QUESTIONS

- \* Instructions: C. Chapman will lead the debriefing session. Please use the major (\*) headings as guides to the session interaction. The subcategories should be considered stimulus questions all of which do not have to be answered. Thus notes taken by C. Phillips should address the major categories (\*).

A large group discussion of the debriefing will take place in 30 minutes. C. Phillips will represent the group in that discussion.

- \* PATTERNS OF PARTICIPATION: Did members participate?

Who participated? To what degree?

Did anyone dominate?

What style of interaction or leadership emerged?

What were the types of responses to the task(s)? (positive, fearful, blocking, etc.)

- \* FOSTERING COMMUNICATION: Did mutual understanding develop?

Were there attempts to reach mutual understanding of the task, content, and/or persons?

checking perceptions?

questioning to clarify?

really listening?

rephrasing?

summarizing?

Were feelings identified and expressed?

- \* FOSTERING COLLABORATION: Did collaboration result?

What was the atmosphere of the group?

Was there a sense of open-ness to present counter positions?

Was participation encouraged? How?

How was conflict and/or blocking behavior dealt with?

Was there feedback given? Positive and negative? How?

Were feelings dealt with?

- \* FOSTERING DECISION-MAKING: Did decisions result?

What methods of problem-solving were used?

Was the problem(s) identified and clarified?

Were clear goals established?

Were sufficient alternatives generated?

How was a plan of action selected?

How were ideas evaluated?

Was the group kept on task? How?

- \* How would you describe the changes in group dynamics from session two through four?
- \* How did participation in this simulation change you as a professional engages in or planning to engage in Interagency Collaboration?
- \* What revisions would you recommend in the simulation?

PLAYER C

INSTRUCTIONS FOR  
"Interagency Agreement Process"

This role playing activity simulates a group of professionals at the local level developing, implementing, and reviewing interagency agreements. Participants explore role relationships and group process concerns which occur when professionals move toward functioning interdependently.

**OBJECTIVES:** To experience a model of interagency planning.  
To examine ways to foster interagency agreements.

**MATERIALS:** 6 player booklets per group (A-F)  
Instruction sheet

**GROUP SIZE:** The simulation is played in groups of six. In groups of less than six, distribute the booklets in alphabetical order. For instance, if five people are playing, use player booklets A, B, C, D, and E.

**ARRANGEMENTS:** Participants should be in groups of six, preferably in circles at tables.

**PERSONNEL:** One group leader is necessary to give instructions. This person and one or more group facilitators, should be available during the simulation to answer questions and/or assist teams.

**TIME:** Each session of the simulation was designed for the following amounts of time:

Session 1	10 minutes
2	15 minutes
3	15 minutes
4	15 minutes
Debriefing	30 minutes

The total simulation takes approximately 70 minutes. However, the personnel running the simulation may adjust the times as necessary, either lengthening or shortening sessions depending on the needs and interests of particular groups. The debriefing questions may be adapted to deal with different group objectives or training populations.

## How to Manage the Simulation

To begin the simulation, you may want to tell the participants:

The purpose of this activity is to try to better understand the issues involved in developing and implementing interagency agreements.

To do this you will be roleplaying, i.e., acting as the decision-makers who represent various local agencies who provide human services.

Try to explain the position you are taking to the other players as well as react to their positions.

The whole exercise will take about an hour including four roleplays and a debriefing session.

INSTRUCTIONS: To be read by the group leader:

### Session I

Recently, the governor of the state of Montgomery adopted a new policy favoring interagency agreements at the local level as a way of administering block grant programs. Open your booklets to page 2 and read that page to find out more about this new policy.

(pause)

Now, turn to page 3 and read the memo you just received from C. Phillips, the Director of Special Education.

(pause)

You are together for the meeting. Let's find out more about you. Turn to page 4. You will find your name, your title, and your attitude which you will want to read. Prop your booklet in front of you so that the others in the group will know who you are.

(pause)

Remember, from this point on you must take the role of the person described in your booklet. Now it is time to turn this meeting over to C. Phillips. C. Phillips, would you call the meeting to order and ask the team members to introduce themselves and tell a little bit about their background. (allow about 5 minutes).

## Session 2

Excuse me. A little later that month, the team members received a second memo. Please turn to page 6 and read the memo.

(pause)

Now turn to page 7 to find out some of your ideas about the second meeting. (Allow approximately 10 minutes - C. Phillips has instructions to begin the discussion when the group is ready.)

## Session 3

Excuse me. After much discussion, the team did decide to try to use the old Hunter School. Now team members have received another memo from the Special Education Director. Turn to page 9 and read that memo.

(pause)

Now turn to page 10 for more information about your ideas for using Hunter School. (Allow about 10 minutes - C. Phillips has instructions to begin the discussion when the group is ready.)

## Session 4

Excuse me. Several months have passed since the team decided to use the Hunter School, and the team members receive a memo from C. Phillips. Read that memo on page 12.

(pause)

Now turn to page 13. You will find out what your positions are. (allow about 10 minutes - C. Phillips has instructions to begin the discussion when the group is ready.)

## DEBRIEFING

Excuse me. Now it's time to leave your roles and reflect on the simulation. On pages 14 and 15 are some questions for discussion. Would C. Chapman please lead the discussion and C. Phillips take notes? (Allow 15 minutes; the group leader may designate certain questions to be discussed if that is desired).

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INTERAGENCY AGREEMENT PROCESS

A SIMULATION

Player "C"

T.A.S.C. I, INC.  
700 N. Walnut  
Bloomington, Indiana  
47401  
812-336-6583

Written by: Michael L. Tracy  
Suzanne Sturgeon

Content Consultants: John McLaughlin  
Margaret Christensen  
VPI & SU

Two months ago, the Governor's office mandated local interagency planning agreements in the state of Montgomery. Since that time, the superintendent of schools in Posey County contacted C. Phillips, the Director of Special Education, and asked that he organize an interagency coordinating team to comply with the Governor's mandate.

You have agreed to represent your agency in this process of making local interagency agreements and have just received a memorandum from C. Phillips notifying you of the group's first meeting.

SESSION I:  
PLAYER "C"

PLAYER "C"

MEMO TO: Interagency Coordinating Team  
FROM: C. Phillips, Director of Special Education  
DATE: May 1  
RE: Interagency Planning Process

Thank you for agreeing to represent your agency in our local inter-agency planning efforts. We will meet every two weeks over the next six months to complete the tasks. As you are probably aware, Public Law 94-142, as well as other federal and state legislation, mandates the existence of interagency agreements as a condition to receipt of funds for some of our programs.

The Governor's office has specified six areas for allocation plans and interagency agreements:

1. shared facility agreements;
2. shared equipment and materials agreements;
3. shared personnel agreements;
4. first dollar agreements;
5. complementary dollar agreements;
6. complementary personnel/dollar agreements.

The Governor expects us to produce a document outlining plans for implementation at the end of six months. Therefore, I suggest we complete one area per month recognizing that we may not reach all of them and may need to request more time. I look forward to considering "shared facility agreements" with you next Wednesday at 9:30 am at the community center.

S. Turner

Rehabilitation Counselor and a Member of the United Way Council PLAYER "C"

In the past you have contracted with most of the other people at this meeting to perform services as a part of the rehabilitation program. Your power base in the professional community has come from your ability to get contracts with different individuals. You know the community and its professionals well. In addition to your job as a rehabilitation counselor, you are a member of the United Way Council and know that United Way supports the sharing of facilities to maximize the limited resources in the area. Advocacy for alternatives in service is central to your philosophy and you resist one agency dominating the delivery of services. You have worked especially hard to start the vocational education program in the schools.

## Background on the City of Warren

Warren is a city with a population of approximately 105,000 people. The major period of economic growth and development occurred in Warren during the period 1940-1965 when textile, beverage, and agricultural industries were booming. Manufacturing provides one quarter of the available jobs. Government, wholesale and retail trade, services, contract construction, finance, insurance, and real estate account for over half of the employment opportunities. The rest of the people who have jobs are either self employed or work on farms. Recently unemployment in Warren is approximately 8%.

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ERIC  
Full Text Provided by ERIC

(John and Maggie--You may want to insert the material on the agencies here)

### Zoning

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7. Preservation and enhancement of landmarks, government buildings, and churches in the downtown area.

The community is justly proud of its public school system which is rated as one of the best and most progressive in the state. Warren School District census data are as follows:

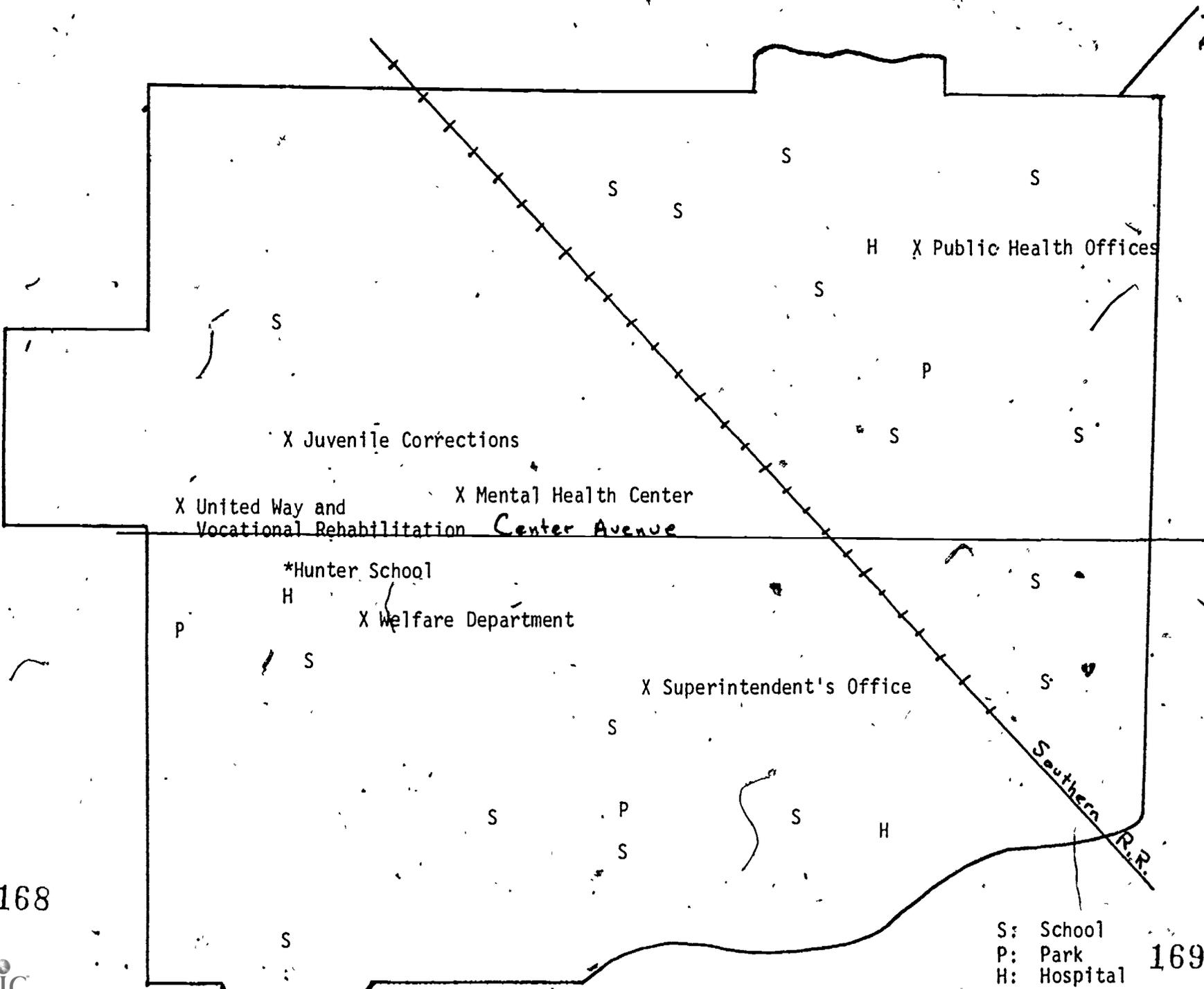
Grades K-6	8,138
Grades 7-9	3,596
Grades 10-12	2,496

---

Total School Enrollment 14,230

The map of Warren which follows shows the location of several community agencies and the location of all schools.

To AIRPORT



X Juvenile Corrections

X United Way and Vocational Rehabilitation

X Mental Health Center

Center Avenue

\*Hunter School

X Welfare Department

X Superintendent's Office

X Public Health Offices

S: School  
 P: Park  
 H: Hospital

169

.168

## Hunter School

Hunter School, constructed in 1917 is a large red brick structure located in the heart of the old downtown area of Warren. As the city's population grew and suburban sprawl became the norm, the school system decided to abandon the building for classroom use. It was decided that the building would be rented in 1955. At that point in time, the school of nursing, in connection with the small community college, rented the structure and remained in the building until 1975. At first the Hunter School seemed to be more than adequate for the nursing school's needs. Further, its location, only three blocks away from St. Charles hospital, made it a convenient facility for students. Gradually, maintenance costs on the building became prohibitively high, and the school of nursing moved out.

The school was boarded up at that time to prevent vandalism. The roof of the structure continues to be in good shape; however, the Hunter School developed several other problems. Wiring and plumbing repairs are badly needed. The current heating system is adequate; however, the building is expensive to heat with its high ceilings and wide hallways. The building is currently inaccessible to handicapped persons, having neither ramps nor elevators.

There are 28 classrooms in the building, all of which need to be painted. However, the walls are generally in good shape. In order to use the building, several windows would need to be replaced.

There is more than enough room outside the building to enlarge the parking lot by using some of what was the old playground area. Its downtown location is within walking distance of several other community services and would be in a convenient location.

SESSION II:  
"ORGANIZATION FOR COMPLIANCE"

PLAYER "C"

PLAYER "C"

MEMO TO: Interagency Coordinating Team  
FROM: C. Phillips, Director of Special Education  
DATE: June 15  
RE: Shared Facilities Agreement

After sharing the minutes of our first meeting with F. Valle, the Superintendent of Schools, he indicated that the schools could make the old Hunter School available for interagency use. This is the school next to the hospital which has been vacated by the School of Nursing. Using this facility jointly would bring us into compliance with the sharing of facilities part of the interagency agreement that we are considering. Could we discuss how we might reach agreement on the use of this facility at our meeting next Wednesday?

S. Turner  
Rehabilitation Counselor/United Way

PLAYER "C"

You are pleased with the decision to use Hunter School and see this as a desirable start in interagency facility sharing. You are aware of a student architect who would be willing to draw up remodeling plans. Additionally, you could use the facility as a job site for training in janitorial skills for some of your clients, which would ease the cost of maintenance. Someone else would have to supervise the janitors and provide them with equipment and supplies. You believe that any agreements which are made should be in writing so that everyone knows what responsibilities they are agreeing to.

SESSION III:  
"A PLAN FOR COLLABORATION"

PLAYER "C"

PLAYER "C"

MEMO TO: Interagency Planning Team  
FROM: C. Phillips, Director of Special Education  
RE: Formalization of Collaborative Building Plan  
DATE: July 29

Although our last meeting was long and difficult we achieved what we set out to do. I am pleased that we are ready to use Hunter School on an interagency basis. The building has indeed passed the Board of Health examination and has been made secure for all users. Our informal agreements have made this possible. To avail ourselves of the state and federal support we desire these agreements have to be pulled together into a "planning document".

Our group will meet again next Wednesday at 9:00 am at the community center. Please bring your specific ideas on how your agency plans to use the facilities to meet their organizational goals.

S. Turner  
Rehabilitation Counselor/United Way

For several years you have sought the development of a community resource center for all not-for-profit community enterprises, which could negotiate for available space. You see the use of the Hunter School facility as an opportunity to possibly attain this goal. You feel that one activity that could be done at less expense is to locate at a single facility a system of evaluation services around which other specific services could develop. This would eliminate a lot of overlap in services.

SESSION IV:  
"AN EVALUATION OF COORDINATION"  
PLAYER "C"

PLAYER "C"

MEMO TO: Interagency Coordinating Team  
FROM: C. Phillips, Director of Special Education  
DATE: June, the following year  
RE: Evaluation of Coordination Efforts

We are moving along well toward our goal of a comprehensive plan for sharing facilities. The final step in the process is agreement on how we will evaluate the coordination activities identified in our planning. I believe we can accomplish this task at our next and final meeting. We can then forward the evaluation document to the state and to our respective agencies for approval.

I am pleased to have had the privilege of working with a group that has demonstrated such professional creativity and personal flexibility. On behalf of the superintendent, I am inviting the team to refreshments and lunch at the completion of our meeting next Wednesday. This meeting will be held at the "Smithson Inn." We hope all will attend.

S. Turner  
Rehabilitation Counselor/United Way

PLAYER "C"

You are most pleased that the Hunter School facility has been identified as the community resource center. When you proposed a system of evaluation services, you were proposing the interdisciplinary evaluation of clients, you are not sure how the concept of program evaluation has become a part of the system.

You feel spending a lot of time on producing an evaluation of the shared facilities agreement would be an unproductive use of time, because the administrators at the state level will only glance over it anyway. This group could better use its time moving on to the next negotiation.

When the subject of the use of the facility as an alternative to school is raised, it occurs to you that you could better offer individual evaluation as a part of the newly promulgated, locally determined vocational rehabilitation rules.

## DEBRIEFING QUESTIONS.

- \* Instructions: C. Chapman will lead the debriefing session. Please use the major (\*) headings as guides to the session interaction. The subcategories should be considered stimulus questions all of which do not have to be answered. Thus notes taken by C. Phillips should address the major categories (\*).  
A large group discussion of the debriefing will take place in 30 minutes, C. Phillips will represent the group in that discussion.

- \* PATTERNS OF PARTICIPATION: Did members participate?

Who participated? To what degree?

Did anyone dominate?

What style of interaction or leadership emerged?

What were the types of responses to the task(s)? (positive, fearful, blocking, etc.)

- \* FOSTERING COMMUNICATION: Did mutual understanding develop?

Were there attempts to reach mutual understanding of the task, content, and/or persons?

checking perceptions?

questioning to clarify?

really listening?

rephrasing?

summarizing?

Were feelings identified and expressed?

- \* FOSTERING COLLABORATION: Did collaboration result?

What was the atmosphere of the group?

Was there a sense of open-ness to present counter positions?

Was participation encouraged? How?

How was conflict and/or blocking behavior dealt with?

Was there feedback given? Positive and negative? How?

Were feelings dealt with?

- \* FOSTERING DECISION-MAKING: Did decisions result?

What methods of problem-solving were used?

Was the problem(s) identified and clarified?

Were clear goals established?

Were sufficient alternatives generated?

How was a plan of action selected?

How were ideas evaluated?

Was the group kept on task? How?

\* How would you describe the changes in group dynamics from session two through four?

\* How did participation in this simulation change you as a professional engages in or planning to engage in Interagency Collaboration?

\* What revisions would you recommend in the simulation?

PLAYER D

## INSTRUCTIONS FOR

### "Interagency Agreement Process"

This role playing activity simulates a group of professionals at the local level developing, implementing, and reviewing interagency agreements. Participants explore role relationships and group process concerns which occur when professionals move toward functioning interdependently.

**OBJECTIVES:** To experience a model of interagency planning.

To examine ways to foster interagency agreements.

**MATERIALS:** 6 player booklets per group (A-F)  
Instruction sheet

**GROUP SIZE:** The simulation is played in groups of six. In groups of less than six, distribute the booklets in alphabetical order. For instance, if five people are playing, use player booklets A, B, C, D, and E.

**ARRANGEMENTS:** Participants should be in groups of six, preferably in circles at tables.

**PERSONNEL:** One group leader is necessary to give instructions. This person and one or more group facilitators, should be available during the simulation to answer questions and/or assist teams.

**TIME:** Each session of the simulation was designed for the following amounts of time:

Session 1	10 minutes
2	15 minutes
3	15 minutes
4	15 minutes
Debriefing	30 minutes

The total simulation takes approximately 70 minutes. However, the personnel running the simulation may adjust the times as necessary, either lengthening or shortening sessions depending on the needs and interests of particular groups. The debriefing questions may be adapted to deal with different group objectives or training populations.

## How to Manage the Simulation

To begin the simulation, you may want to tell the participants:

The purpose of this activity is to try to better understand the issues involved in developing and implementing interagency agreements.

To do this you will be roleplaying, i.e., acting as the decision-makers who represent various local agencies who provide human services.

Try to explain the position you are taking to the other players as well as react to their positions.

The whole exercise will take about an hour including four roleplays and a debriefing session.

INSTRUCTIONS: To be read by the group leader:

### Session I

Recently, the governor of the state of Montgomery adopted a new policy favoring interagency agreements at the local level as a way of administering block grant programs. Open your booklets to page 2 and read that page to find out more about this new policy.

(pause)

Now, turn to page 3 and read the memo you just received from C. Phillips, the Director of Special Education.

(pause)

You are together for the meeting. Let's find out more about you. Turn to page 4. You will find your name, your title, and your attitude which you will want to read. Prop your booklet in front of you so that the others in the group will know who you are.

(pause)

Remember, from this point on you must take the role of the person described in your booklet. Now it is time to turn this meeting over to C. Phillips. C. Phillips, would you call the meeting to order and ask the team members to introduce themselves and tell a little bit about their background. (allow about 5 minutes).

## Session 2

Excuse me. A little later that month, the team members received a second memo. Please turn to page 6 and read the memo.

(pause)

Now turn to page 7 to find out some of your ideas about the second meeting. (Allow approximately 10 minutes - C. Phillips has instructions to begin the discussion when the group is ready.)

## Session 3

Excuse me. After much discussion, the team did decide to try to use the old Hunter School. Now team members have received another memo from the Special Education Director. Turn to page 9 and read that memo.

(pause)

Now turn to page 10 for more information about your ideas for using Hunter School. (Allow about 10 minutes - C. Phillips has instructions to begin the discussion when the group is ready).

## Session 4

Excuse me. Several months have passed since the team decided to use the Hunter School, and the team members receive a memo from C. Phillips. Read that memo on page 12.

(pause)

Now turn to page 13. You will find out what your positions are (allow about 10 minutes - C. Phillips has instructions to begin the discussion when the group is ready.)

## DEBRIEFING

Excuse me. Now it's time to leave your roles and reflect on the simulation. On pages 14 and 15 are some questions for discussion. Would C. Chapman please lead the discussion and C. Phillips take notes? (Allow 15 minutes; the group leader may designate certain questions to be discussed if that is desired).

\*\*NOTE: Anything in parentheses ( ) is not to be read aloud.

INTERAGENCY AGREEMENT PROCESS

A SIMULATION

Player "D"

T.A.S.C. I, INC.  
700 N. Walnut  
Bloomington, Indiana  
47401  
812-336-6583

Written by: Michael L. Tracy  
Suzanne Sturgeon

Content Consultants: John McLaughlin  
Margaret Christensen  
VPI & SU

## Background

PLAYER "D"

Two months ago, the Governor's office mandated local interagency planning agreements in the state of Montgomery. Since that time, the superintendent of schools in Posey County contacted C. Phillips, the Director of Special Education, and asked that he organize an interagency coordinating team to comply with the Governor's mandate.

You have agreed to represent your agency in this process of making local interagency agreements and have just received a memorandum from C. Phillips notifying you of the group's first meeting.

PLAYER "D"

MEMO TO: Interagency Coordinating Team  
FROM: C. Phillips, Director of Special Education  
DATE: May 1  
RE: Interagency Planning Process

Thank you for agreeing to represent your agency in our local inter-agency planning efforts. We will meet every two weeks over the next six months to complete the tasks. As you are probably aware, Public Law 94-142, as well as other federal and state legislation, mandates the existence of interagency agreements as a condition to receipt of funds for some of our programs.

The Governor's office has specified six areas for allocation plans and interagency agreements:

- 1. shared facility agreements;
- 2. shared equipment and materials agreements;
- 3. shared personnel agreements;
- 4. first dollar agreements;
- 5. complementary dollar agreements;
- 6. complementary personnel/dollar agreements.

The Governor expects us to produce a document outlining plans for implementation at the end of six months. Therefore, I suggest we complete one area per month recognizing that we may not reach all of them and may need to request more time. I look forward to considering "shared facility agreements" with you next Wednesday at 9:30 am at the community center.



A. Sims  
Head Public Health Nurse

PLAYER "D"

You are not sure why you consented to attend these meetings. Your job does not require space, and you would just as soon leave the meeting and get on with your other responsibilities. You feel your professional charge is the homebound care of the severely handicapped that are not served by these other agencies. Historically, public health nurses have provided the primary treatment and early identification services for the handicapped. You are pleased that the schools now have this responsibility but don't see how they will succeed in diagnosis and screening with publicity campaigns. You feel facilities are irrelevant and that everyone at this meeting should be about the task of getting out to deliver the services where the patients need them--at home.

## Background on the City of Warren

Warren is a city with a population of approximately 105,000 people. The major period of economic growth and development occurred in Warren during the period 1940-1965 when textile, beverage, and agricultural industries were booming. Manufacturing provides one quarter of the available jobs. Government, wholesale and retail trade, services, contract construction, finance, insurance, and real estate account for over half of the employment opportunities. The rest of the people who have jobs are either self employed or work on farms. Recently unemployment in Warren is approximately 8%.

Although Warren's population is growing, the central city area has gradually declined since 1965; however a movement is underway to revitalize the central city area. In 1971, the city of Warren and Henry County were merged by an act of the state legislature. The resulting new Warren Metropolitan Government serves all of Henry County. All functions previously performed by the county and city separately, except those specified by the State Constitution to be performed by counties (e.g., county courts, sheriff's office, coroner, etc.) are now being performed by the Warren Metropolitan Government, which is a Mayor-City Manager-Council form of government.

### Sources of Revenue

Warren obtains revenue from a variety of sources: court fines; penalties; business licenses; rent from city-owned properties; interest from investments; State and Federal aid; and property taxes. Properties taxed are real estate and personal property. The greatest portion of the income is from property taxes which are determined annually by the needs of the city. The assessed value, by State law, is 40% of the fair market value as set by the Appraiser's Office, which determines value of real estate by grade, class, and location.

total millage includes taxes for the city operating budget, the schools, and added indebtedness.

(John and Maggie--You may want to insert the material on the agencies here)

### Zoning

Planning, zoning, and building requirements in Warren are handled by divisions of the Department of Community Development which is directly responsible to the Metro Council. A general plan for community development through 1990 has been prepared and includes recreation, transportation, land use, transit, community facilities, citizen participation, urban design, downtown development, housing, airport, and medical facilities.

State law requires any zoning be submitted to the Planning Division of the Warren Department of Community Development for recommendation before the Warren Metro Government Council can adopt it. A public hearing at a regular Council meeting is required after prescribed legal notices of the proposed change. The Board of Zoning Appeals hears and rules on any written appeal in which it is alleged there is an error in any order, requirement, decision, or determination by an administrative official in the enforcement of the zoning and building codes. It has limited authority to grant variances from literal code enforcement. Its decisions may be appealed to the Superior Court. The Board may not amend the Zoning Ordinance or rezone property. Any citizen may submit a petition to rezone any property in Warren. Specific procedures for applying for, or objecting to, rezoning is set by the Department of Community Development.

### Building Requirements

The City Building Inspector requires compliance with the building code for new buildings and compliance with the Minimum Standards Housing Ordinance for residential construction. The building code defines the uses to which buildings may be put and sets standards for their plumbing, wiring, gas-fired installations, structural characteristics.

## Transportation Systems

The Warren Transit Company operates a public bus service that services the entire county. The transit company is municipally owned and governed by the Metro Council. It is not entirely self-supporting, but subsidized by consolidated government funds and Federal matching funds, especially for the purchase of new buses and the establishment of a transit center.

The Warren Metropolitan Airport is municipally owned and operated by the Airport Authority. The airport is self-supporting. Also the Southern Railroad runs through Warren.

## Sociological Aspects of the Area

The Warren SMSA is a conglomerate of people from the White and Negro races. Although the mix is approximately four whites for every Negro, the ratio of fifty-two females for every fifty males. The predominance of the population is in the 18 to 64 year age frame. While the median income level is not high, there are a relatively low number of people on total welfare. There is also a relatively high level of educational attainment in those 25 years and over.

## Community Issues

All citizens want lower taxes and improved services, high quality schools, good roads, preservation of individuality and freedom from outside interference. They particularly want freedom from illness, crime and disasters such as fire and riot. In a recent survey of the population, the following priorities emerged in this order:

1. Provision of efficient circulation to and from major work areas.
2. Development, preservation and enhancement of public and private recreational facilities.
3. Development of a future land use plan.
4. Preservation and enhancement of established neighborhoods.
5. Location and design of transportation facilities to minimize traffic hazards.

6. Minimization of disruption of school districts by transportation systems, etc:
7. Preservation and enhancement of landmarks, government buildings, and churches in the downtown area.

The community is justly proud of its public school system which is rated as one of the best and most progressive in the state. Warren School District, census data are as follows:

Grades K-6	8,138
Grades 7-9	3,596
Grades 10-12	2,496

---

Total School Enrollment 14,230

The map of Warren which follows shows the location of several community agencies and the location of all schools.



## Hunter School

Hunter School, constructed in 1917 is a large red brick structure located in the heart of the old downtown area of Warren. As the city's population grew and suburban sprawl became the norm, the school system decided to abandon the building for classroom use. It was decided that the building would be rented in 1955. At that point in time, the school of nursing, in connection with the small community college, rented the structure and remained in the building until 1975. At first the Hunter School seemed to be more than adequate for the nursing school's needs. Further, its location, only three blocks away from St. Charles hospital, made it a convenient facility for students. Gradually, maintenance costs on the building became prohibitively high, and the school of nursing moved out.

The school was boarded up at that time to prevent vandalism. The roof of the structure continues to be in good shape; however, the Hunter School developed several other problems. Wiring and plumbing repairs are badly needed. The current heating system is adequate; however, the building is expensive to heat with its high ceilings and wide hallways. The building is currently inaccessible to handicapped persons, having neither ramps nor elevators.

There are 28 classrooms in the building, all of which need to be painted. However, the walls are generally in good shape. In order to use the building, several windows would need to be replaced.

There is more than enough room outside the building to enlarge the parking lot by using some of what was the old playground area. Its downtown location is within walking distance of several other community services and would be in a convenient location.

SESSION II:  
"ORGANIZATION FOR COMPLIANCE"

PLAYER "D"

PLAYER "D"

MEMO TO: Interagency Coordinating Team  
FROM: C. Phillips, Director of Special Education  
DATE: June 15  
RE: Shared Facilities Agreement

After sharing the minutes of our first meeting with F. Valle, the Superintendent of Schools, he indicated that the schools could make the old Hunter School available for interagency use. This is the school next to the hospital which has been vacated by the School of Nursing. Using this facility jointly would bring us into compliance with the sharing of facilities part of the interagency agreement that we are considering. Could we discuss how we might reach agreement on the use of this facility at our meeting next Wednesday?

A. Sims  
Public Health Nurse

PLAYER "D"

You feel this is a bad idea at best. The building could not pass board of health inspection. Who would remodel it so the toilets flush and the holes on the walls are repaired?

After a few minutes of expressing your displeasure, you get up and leave the meeting without saying you are leaving. Your task for the remainder of this session is to move to the group to your right. Do not join the group discussion but stay on the outside edge and take notes as a process observer. At the end of the session place your notes on the table and return to your original group for the next session.

SESSION III:  
"A PLAN FOR COLLABORATION"

PLAYER "D"

PLAYER "D"

MEMO TO: Interagency Planning Team  
FROM: C. Phillips, Director of Special Education  
RE: Formalization of Collaborative Building Plan  
DATE: July 29

Although our last meeting was long and difficult we achieved what we set out to do. I am pleased that we are ready to use Hunter School on an interagency basis. The building has indeed passed the Board of Health examination and has been made secure for all users. Our informal agreements have made this possible. To avail ourselves of the state and federal support we desire these agreements have to be pulled together into a "planning document".

Our group will meet again next Wednesday at 9:00 am at the community center. Please bring your specific ideas on how your agency plans to use the facilities to meet their organizational goals.

A. Sims  
Public Health Nurse

For the first time you have a feeling that the arrangements in the agreement are working. Now that the facilities are being improved, this is the time to develop a community health clinic, and you feel that you can participate in the development of the facility. There is need for a well baby clinic in the community, but there has been no space available. Furthermore, if there were adolescent and adult training you would be interested in contributing to the parent training and birth control course offerings. However, when you are pushed for specifying your commitment, if you are not assured of the position you want, you threaten to withdraw from the negotiation.

SESSION IV:  
"AN EVALUATION OF COORDINATION"

PLAYER "D"

PLAYER "D"

MEMO TO: Interagency Coordinating Team  
FROM: C. Phillips, Director of Special Education  
DATE: June, the following year  
RE: Evaluation of Coordination Efforts

We are moving along well toward our goal of a comprehensive plan for sharing facilities. The final step in the process is agreement on how we will evaluate the coordination activities identified in our planning. I believe we can accomplish this task at our next and final meeting. We can then forward the evaluation document to the state and to our respective agencies for approval.

I am pleased to have had the privilege of working with a group that has demonstrated such professional creativity and personal flexibility. On behalf of the superintendent, I am inviting the team to refreshments and lunch at the completion of our meeting next Wednesday. This meeting will be held at the "Smithson Inn." We hope all will attend.

A. Sims  
Public Health Nurse

PLAYER, "D"

Now that the group has some experience in working together, you feel what is lacking is leadership in the interagency process. You strongly support an interagency effort to respond to the needs of the parents and students, requesting space. You are sure no agency in and of itself has the resources to respond to the needs of this group. You see yourself as a possible leader in this effort.

The comment you have about the process which this group engaged in over the past months is that it took an extraordinary amount of time. The next agreement process should go more quickly.

## DEBRIEFING QUESTIONS

\* Instructions: C. Chapman will lead the debriefing session. Please use the major (\*) headings as guides to the session interaction. The subcategories should be considered stimulus questions all of which do not have to be answered. Thus notes taken by C. Phillips should address the major categories (\*).

A large group discussion of the debriefing will take place in 30 minutes. C. Phillips will represent the group in that discussion.

\* PATTERNS OF PARTICIPATION: Did members participate?

Who participated? To what degree?

Did anyone dominate?

What style of interaction or leadership emerged?

What were the types of responses to the task(s)? (positive, fearful, blocking, etc.)

\* FOSTERING COMMUNICATION: Did mutual understanding develop?

Were there attempts to reach mutual understanding of the task, content, and/or persons?

checking perceptions?

questioning to clarify?

really listening?

rephrasing?

summarizing?

Were feelings identified and expressed?

\* FOSTERING COLLABORATION: Did collaboration result?

What was the atmosphere of the group?

Was there a sense of open-ness to present counter positions?

Was participation encouraged? How?

How was conflict and/or blocking behavior dealt with?

Was there feedback given? Positive and negative? How?

Were feelings dealt with?

\* FOSTERING DECISION-MAKING: Did decisions result?

What methods of problem-solving were used?

Was the problem(s) identified and clarified?

Were clear goals established?

Were sufficient alternatives generated?

How was a plan of action selected?

How were ideas evaluated?

Was the group kept on task? How?

\* How would you describe the changes in group dynamics from session two through four?

\* How did participation in this simulation change you as a professional engages in or planning to engage in Interagency Collaboration?

\* What revisions would you recommend in the simulation?

PLAYER E

INSTRUCTIONS FOR  
"Interagency Agreement Process"

This role playing activity simulates a group of professionals at the local level developing, implementing, and reviewing interagency agreements. Participants explore role relationships and group process concerns which occur when professionals move toward functioning interdependently.

**OBJECTIVES:** To experience a model of interagency planning.

To examine ways to foster interagency agreements.

**MATERIALS:** 6 player booklets per group (A-F)  
Instruction sheet

**GROUP SIZE:** The simulation is played in groups of six. In groups of less than six, distribute the booklets in alphabetical order. For instance, if five people are playing, use player booklets A, ~~B~~ C, D, and E.

**ARRANGEMENTS:** Participants should be in groups of six, preferably in circles at tables.

**PERSONNEL:** One group leader is necessary to give instructions. This person and one or more group facilitators, should be available during the simulation to answer questions and/or assist teams.

**TIME:** Each session of the simulation was designed for the following amounts of time:

Session 1	10 minutes
2	15 minutes
3	15 minutes
4	15 minutes
Debriefing	30 minutes

The total simulation takes approximately 70 minutes. However, the personnel running the simulation may adjust the times as necessary, either lengthening or shortening sessions depending on the needs and interests of particular groups. The debriefing questions may be adapted to deal with different group objectives or training populations.

## How to Manage the Simulation

To begin the simulation, you may want to tell the participants:

The purpose of this activity is to try to better understand the issues involved in developing and implementing interagency agreements.

To do this you will be roleplaying, i.e., acting as the decision-makers who represent various local agencies who provide human services.

Try to explain the position you are taking to the other players as well as react to their positions.

The whole exercise will take about an hour including four roleplays and a debriefing session.

INSTRUCTIONS: To be read by the group leader:

### Session I

Recently, the governor of the state of Montgomery adopted a new policy favoring interagency agreements at the local level as a way of administering block grant programs. Open your booklets to page 2 and read that page to find out more about this new policy.

(pause)

Now, turn to page 3 and read the memo you just received from C. Phillips, the Director of Special Education.

(pause)

You are together for the meeting. Let's find out more about you. Turn to page 4. You will find your name, your title, and your attitude which you will want to read. Prop your booklet in front of you so that the others in the group will know who you are.

(pause)

Remember, from this point on you must take the role of the person described in your booklet. Now it is time to turn this meeting over to C. Phillips. C. Phillips, would you call the meeting to order and ask the team members to introduce themselves and tell a little bit about their background. (allow about 5 minutes).

## Session 2

Excuse me. A little later that month, the team members received a second memo. Please turn to page 6 and read the memo.

(pause)

Now turn to page 7 to find out some of your ideas about the second meeting. (Allow approximately 10 minutes - C. Phillips has instructions to begin the discussion when the group is ready.)

## Session 3

Excuse me. After much discussion, the team did decide to try to use the old Hunter School. Now team members have received another memo from the Special Education Director. Turn to page 9 and read that memo.

(pause)

Now turn to page 10 for more information about your ideas for using Hunter School. (Allow about 10 minutes - C. Phillips has instructions to begin the discussion when the group is ready).

## Session 4

Excuse me. Several months have passed since the team decided to use the Hunter School, and the team members receive a memo from C. Phillips. Read that memo on page 12.

(pause)

Now turn to page 13. You will find out what your positions are (allow about 10 minutes - C. Phillips has instructions to begin the discussion when the group is ready.)

## DEBRIEFING

Excuse me. Now it's time to leave your roles and reflect on the simulation. On pages 14 and 15 are some questions for discussion. Would C. Chapman please lead the discussion and C. Phillips take notes? (Allow 15 minutes; the group leader may designate certain questions to be discussed if that is desired).

**\*\*NOTE:** Anything in parentheses ( ) is not to be read aloud.

INTERAGENCY AGREEMENT PROCESS

A SIMULATION

Player "E"

T.A.S.C. I, INC.  
700 N. Walnut  
Bloomington, Indiana  
47401  
812-336-6583

Written by: Michael L. Tracy  
Suzanne Sturgeon

Content Consultants: John McLaughlin  
Margaret Christensen  
VPI & SU

Background

PLAYER "E"

Two months ago, the Governor's office mandated local interagency planning agreements in the state of Montgomery. Since that time, the superintendent of schools in Posey County contacted C. Phillips, the Director of Special Education, and asked that he organize an interagency coordinating team to comply with the Governor's mandate.

You have agreed to represent your agency in this process of making local interagency agreements and have just received a memorandum from C. Phillips notifying you of the group's first meeting.

SESSION I:  
PLAYER "E"

PLAYER "E"

MEMO TO: Interagency Coordinating Team  
FROM: C. Phillips, Director of Special Education  
DATE: May 1  
RE: Interagency Planning Process

Thank you for agreeing to represent your agency in our local interagency planning efforts. We will meet every two weeks over the next six months to complete the tasks. As you are probably aware, Public Law 94-142, as well as other federal and state legislation, mandates the existence of interagency agreements as a condition to receipt of funds for some of our programs.

The Governor's office has specified six areas for allocation plans and interagency agreements:

1. shared facility agreements;
2. shared equipment and materials agreements;
3. shared personnel agreements;
4. first dollar agreements;
5. complementary dollar agreements;
6. complementary personnel/dollar agreements.

The Governor expects us to produce a document outlining plans for implementation at the end of six months. Therefore, I suggest we complete one area per month recognizing that we may not reach all of them and may need to request more time. I look forward to considering "shared facility agreements" with you next Wednesday at 9:30 am at the community center.

R. Newrise  
Coordinator of Child Welfare Services

PLAYER "E"

You have been in the welfare business for many years and are aware of all attempts to improve services and how they have failed. Working for and allocating limited resources has been your major life task. Your responsibility is the determination of eligibility for services. You would like all children to have what they need but realize that this can never be. You are concerned about the different funding and eligibility requirements of these different agencies and feel that sharing space may lead to more expense. Further, more children may be found eligible for the same limited resources you control. You would just as soon avoid any commitment to anything. While you feel it is important that all sides be heard on an issue, you often use this as an excuse to avoid a decision.

## Background on the City of Warren

Warren is a city with a population of approximately 105,000 people. The major period of economic growth and development occurred in Warren during the period 1940-1965 when textile, beverage, and agricultural industries were booming. Manufacturing provides one quarter of the available jobs. Government, wholesale and retail trade, services, contract construction, finance, insurance, and real estate account for over half of the employment opportunities. The rest of the people who have jobs are either self employed or work on farms. Recently unemployment in Warren is approximately 8%.

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(John and Maggie--You may want to insert the material on the agencies here)

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All citizens want lower taxes and improved services, high quality schools, good roads, preservation of individuality and freedom from outside interference. They particularly want freedom from illness, crime and disasters such as fire and riot. In a recent survey of the population, the following priorities emerged in this order:.

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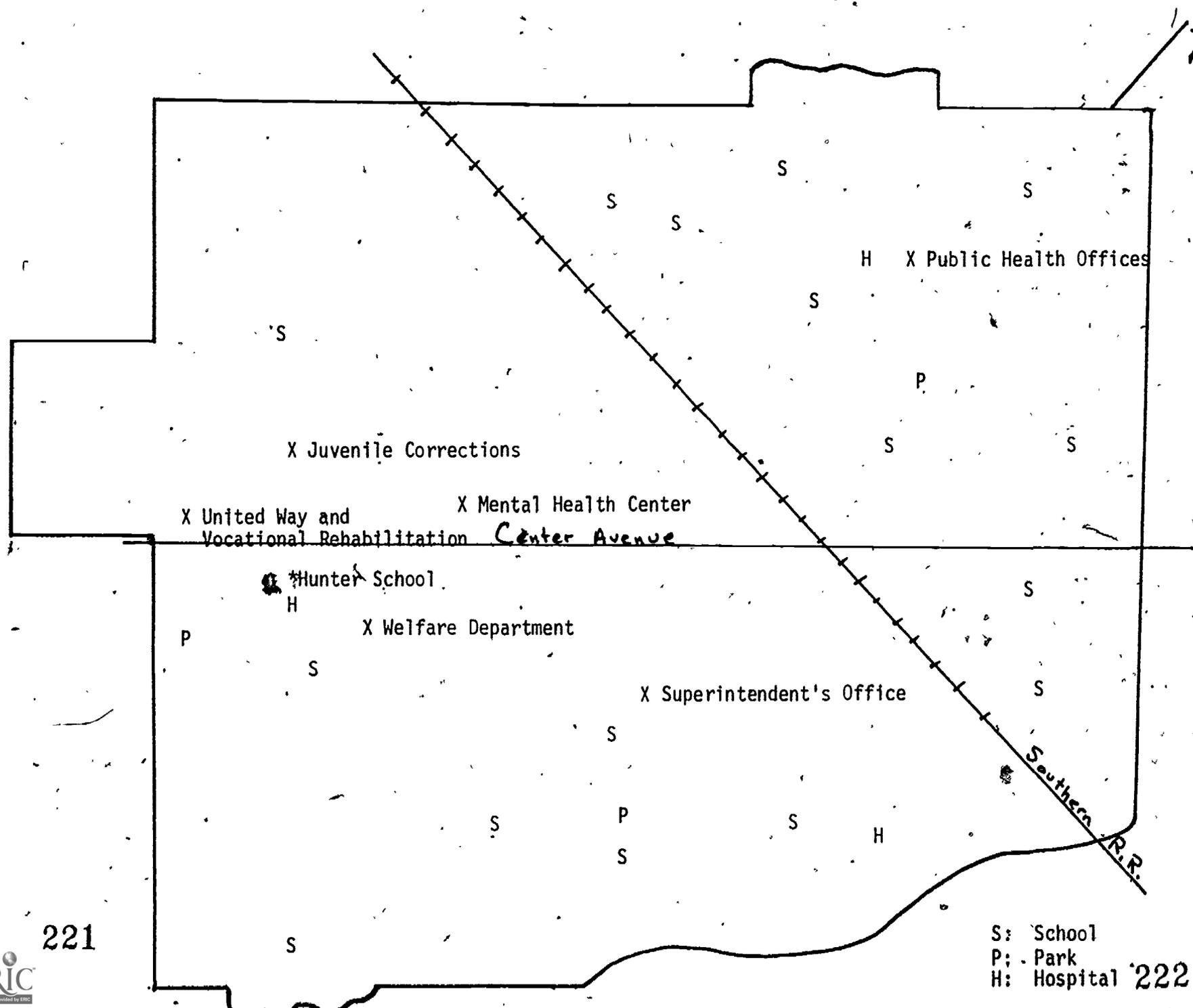
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Total School Enrollment 14,230

7 The map of Warren which follows shows the location of several community agencies and the location of all schools.

To AIRPORT



H X Public Health Offices

X Juvenile Corrections

X United Way and Vocational Rehabilitation  
X Mental Health Center  
Center Avenue

H Hunter School

X Welfare Department

X Superintendent's Office

Southern R.R.

S: School  
P: Park  
H: Hospital 222

221

## Hunter School

Hunter School, constructed in 1917 is a large red brick structure located in the heart of the old downtown area of Warren. As the city's population grew and suburban sprawl became the norm, the school system decided to abandon the building for classroom use. It was decided that the building would be rented in 1955. At that point in time, the school of nursing, in connection with the small community college, rented the structure and remained in the building until 1975. At first the Hunter School seemed to be more than adequate for the nursing school's needs. Further, its location, only three blocks away from St. Charles hospital, made it a convenient facility for students. Gradually, maintenance costs on the building became prohibitively high, and the school of nursing moved out.

The school was boarded up at that time to prevent vandalism. The roof of the structure continues to be in good shape; however, the Hunter School developed several other problems. Wiring and plumbing repairs are badly needed. The current heating system is adequate; however, the building is expensive to heat with its high ceilings and wide hallways. The building is currently inaccessible to handicapped persons, having neither ramps nor elevators.

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SESSION II:  
"ORGANIZATION FOR COMPLIANCE"  
PLAYER "E"

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MEMO TO: Interagency Coordinating Team  
FROM: C. Phillips, Director of Special Education  
DATE: June 15  
RE: Shared Facilities Agreement

After sharing the minutes of our first meeting with F. Valle, the Superintendent of Schools, he indicated that the schools could make the old Hunter School available for interagency use. This is the school next to the hospital which has been vacated by the School of Nursing. Using this facility jointly would bring us into compliance with the sharing of facilities part of the interagency agreement that we are considering. Could we discuss how we might reach agreement on the use of this facility at our meeting next Wednesday?

R. Newrise  
Child Welfare

PLAYER "E"

You are very excited about all these developments but feel a commitment would be premature. Although the new "workfare" guidelines are not available yet, but when they are you feel your office will be able to provide a receptionist for such a facility. You are concerned about your colleagues, A. Sims, and think the group should avoid making a decision without Sims' participation. You wonder aloud a lot about the costs of this new venture to the community.

SESSION III:  
"A PLAN FOR COLLABORATION"

PLAYER "E"

PLAYER "E"

MEMO TO: Interagency Planning Team  
FROM: C. Phillips, Director of Special Education  
RE: Formalization of Collaborative Building Plan  
DATE: July 29

Although our last meeting was long and difficult we achieved what we set out to do. I am pleased that we are ready to use Hunter School on an interagency basis. The building has indeed passed the Board of Health examination and has been made secure for all users. Our informal agreements have made this possible. To avail ourselves of the state and federal support we desire these agreements have to be pulled together into a "planning document".

Our group will meet again next Wednesday at 9:00 am at the community center. Please bring your specific ideas on how your agency plans to use the facilities to meet their organizational goals.

R. Newrise  
Child Welfare

PLAYER "E"

While you still have concerns about the justification for this inter-agency effort, you do accept that you and your agency have a role in the process. Your fear is that as a result of the visibility of the facility and your agency within it, more individuals will request services than the limited resources can support.

Perhaps the agencies providing services in the Hunter School facility could use a sliding fee schedule so that only the truly needy get services.

SESSION IV:  
"AN EVALUATION OF COORDINATION"

PLAYER "E"

PLAYER "E"

MEMO TO: Interagency Coordinating Team  
FROM: C. Phillips, Director of Special Education  
DATE: June, the following year  
RE: Evaluation of Coordination Efforts

We are moving along well toward our goal of a comprehensive plan for sharing facilities. The final step in the process is agreement on how we will evaluate the coordination activities identified in our planning. I believe we can accomplish this task at our next and final meeting. We can then forward the evaluation document to the state and to our respective agencies for approval.

I am pleased to have had the privilege of working with a group that has demonstrated such professional creativity and personal flexibility. On behalf of the superintendent, I am inviting the team to refreshments and lunch at the completion of our meeting next Wednesday. This meeting will be held at the "Smithson Inn." We hope all will attend.

R. Newrise  
Child Welfare

PLAYER "E"

As you evaluate the activities of the various agencies represented around the table, you are aware of the very different missions of each. You also are aware that over the last several meetings these differing missions have not been well identified. You feel each of the representatives must confront one another on this mission as part of the initial phase of the evaluation process. You suggest this as the method of developing the evaluation. You think that this group should also spend time in the future dealing with unique situations where the clients "fall through the cracks" between agencies (e.g., the mentally retarded offenders).

## DEBRIEFING QUESTIONS

\* Instructions: C. Chapman will lead the debriefing session. Please use the major (\*) headings as guides to the session interaction. The subcategories should be considered stimulus questions all of which do not have to be answered. Thus notes taken by C. Phillips should address the major categories (\*).

A large group discussion of the debriefing will take place in 30 minutes. C. Phillips will represent the group in that discussion.

\* PATTERNS OF PARTICIPATION: Did members participate?

Who participated? To what degree?

Did anyone dominate?

What style of interaction or leadership emerged?

What were the types of responses to the task(s)? (positive, fearful, blocking, etc.)

\* FOSTERING COMMUNICATION: Did mutual understanding develop?

Were there attempts to reach mutual understanding of the task, content, and/or persons?

checking perceptions?

questioning to clarify?

really listening?

rephrasing?

summarizing?

Were feelings identified and expressed?

\* FOSTERING COLLABORATION: Did collaboration result?

What was the atmosphere of the group?

Was there a sense of openness to present counter positions?

Was participation encouraged? How?

How was conflict and/or blocking behavior dealt with?

Was there feedback given? Positive and negative? How?

Were feelings dealt with?

\* FOSTERING DECISION-MAKING: Did decisions result?

What methods of problem-solving were used?

Was the problem(s) identified and clarified?

Were clear goals established?

Were sufficient alternatives generated?

How was a plan of action selected?

How were ideas evaluated?

Was the group kept on task? How?

- \* How would you describe the changes in group dynamics from session two through four?
- \* How did participation in this simulation change you as a professional engages in or planning to engage in Interagency Collaboration?
- \* What revisions would you recommend in the simulation?

PLAYER F

## INSTRUCTIONS FOR

### "Interagency Agreement Process"

This role playing activity simulates a group of professionals at the local level developing, implementing, and reviewing interagency agreements. Participants explore role relationships and group process concerns which occur when professionals move toward functioning interdependently.

**OBJECTIVES:** To experience a model of interagency planning.

To examine ways to foster interagency agreements.

**MATERIALS:** 6 player booklets per group (A-F)  
Instruction sheet

**GROUP SIZE:** The simulation is played in groups of six. In groups of less than six, distribute the booklets in alphabetical order. For instance, if five people are playing, use player booklets A, B, C, D, and E.

**ARRANGEMENTS:** Participants should be in groups of six, preferably in circles at tables.

**PERSONNEL:** One group leader is necessary to give instructions. This person and one or more group facilitators, should be available during the simulation to answer questions and/or assist teams.

**TIME:** Each session of the simulation was designed for the following amounts of time:

Session 1	10 minutes
2	15 minutes
3	15 minutes
4	15 minutes
Debriefing	30 minutes

The total simulation takes approximately 70 minutes. However, the personnel running the simulation may adjust the times as necessary, either lengthening or shortening sessions depending on the needs and interests of particular groups. The debriefing questions may be adapted to deal with different group objectives or training populations.

## How to Manage the Simulation

To begin the simulation, you may want to tell the participants:

The purpose of this activity is to try to better understand the issues involved in developing and implementing interagency agreements.

To do this you will be roleplaying, i.e., acting as the decision-makers who represent various local agencies who provide human services.

Try to explain the position you are taking to the other players as well as react to their positions.

The whole exercise will take about an hour including four roleplays and a debriefing session.

**INSTRUCTIONS:** To be read by the group leader:

### Session I

Recently, the governor of the state of Montgomery adopted a new policy favoring interagency agreements at the local level as a way of administering block grant programs. Open your booklets to page 2 and read that page to find out more about this new policy.

(pause)

Now, turn to page 3 and read the memo you just received from C. Phillips, the Director of Special Education.

(pause)

You are together for the meeting. Let's find out more about you. Turn to page 4. You will find your name, your title, and your attitude which you will want to read. Prop your booklet in front of you so that the others in the group will know who you are.

(pause)

Remember, from this point on you must take the role of the person described in your booklet. Now it is time to turn this meeting over to C. Phillips. C. Phillips, would you call the meeting to order and ask the team members to introduce themselves and tell a little bit about their background. (allow about 5 minutes).

## Session 2

Excuse me. A little later that month, the team members received a second memo. Please turn to page 6 and read the memo.

(pause)

Now turn to page 7 to find out some of your ideas about the second meeting. (Allow approximately 10 minutes - C. Phillips has instructions to begin the discussion when the group is ready.)

## Session 3

Excuse me. After much discussion, the team did decide to try to use the old Hunter School. Now team members have received another memo from the Special Education Director. Turn to page 9 and read that memo.

(pause)

Now turn to page 10 for more information about your ideas for using Hunter School. (Allow about 10 minutes - C. Phillips has instructions to begin the discussion when the group is ready).

## Session 4

Excuse me. Several months have passed since the team decided to use the Hunter School, and the team members receive a memo from C. Phillips. Read that memo on page 12.

(pause)

Now turn to page 13. You will find out what your positions are (allow about 10 minutes - C. Phillips has instructions to begin the discussion when the group is ready.)

## DEBRIEFING

Excuse me. Now it's time to leave your roles and reflect on the simulation. On pages 14 and 15 are some questions for discussion. Would C. Chapman please lead the discussion and C. Phillips take notes? (Allow 15 minutes; the group leader may designate certain questions to be discussed if that is desired).

\*\*NOTE: Anything in parentheses ( ) is not to be read aloud.

INTERAGENCY AGREEMENT PROCESS

A SIMULATION

Player "F"

T.A.S.C. I; INC.  
700 N. Walnut  
Bloomington, Indiana  
47401  
812-336-6583

Written by: Michael L. Tracy  
Suzanne Sturgeon

Content Consultants: John McLaughlin  
Margaret Christensen  
VPI & SU

## Background

PLAYER "F"

Two months ago, the Governor's office mandated local interagency planning agreements in the state of Montgomery. Since that time, the superintendent of schools in Posey County contacted C. Phillips, the Director of Special Education, and asked that he organize an interagency coordinating team to comply with the Governor's mandate.

You have agreed to represent your agency in this process of making local interagency agreements and have just received a memorandum from C. Phillips notifying you of the group's first meeting.

SESSION I:  
PLAYER "F"

PLAYER "F"

MEMO TO: Interagency Coordinating Team  
FROM: C. Phillips, Director of Special Education  
DATE: May 1  
RE: Interagency Planning Process

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The Governor expects us to produce a document outlining plans for implementation at the end of six months. Therefore, I suggest we complete one area per month recognizing that we may not reach all of them and may need to request more time. I look forward to considering "shared facility agreements" with you next Wednesday at 9:30 am at the community center.

F. Smith  
Director of Juvenile Corrections

PLAYER "F"

As an aggressive young social worker you were released from the county welfare department three years ago for refusing to comply with a directive which you thought was unethical and not in your client's interest. In your present position you have aggressively started services for the delinquent population, whom you see rejected by all the other service providers in the community. You want special treatment for delinquent kids and see this as essential to any form of agreement. You tend to define the world and this meeting as a win-lose proposition. If this is going to be another one of those groups which comes up with a middle of the road compromise, you will be mad. There should be interagency agreements or there shouldn't.

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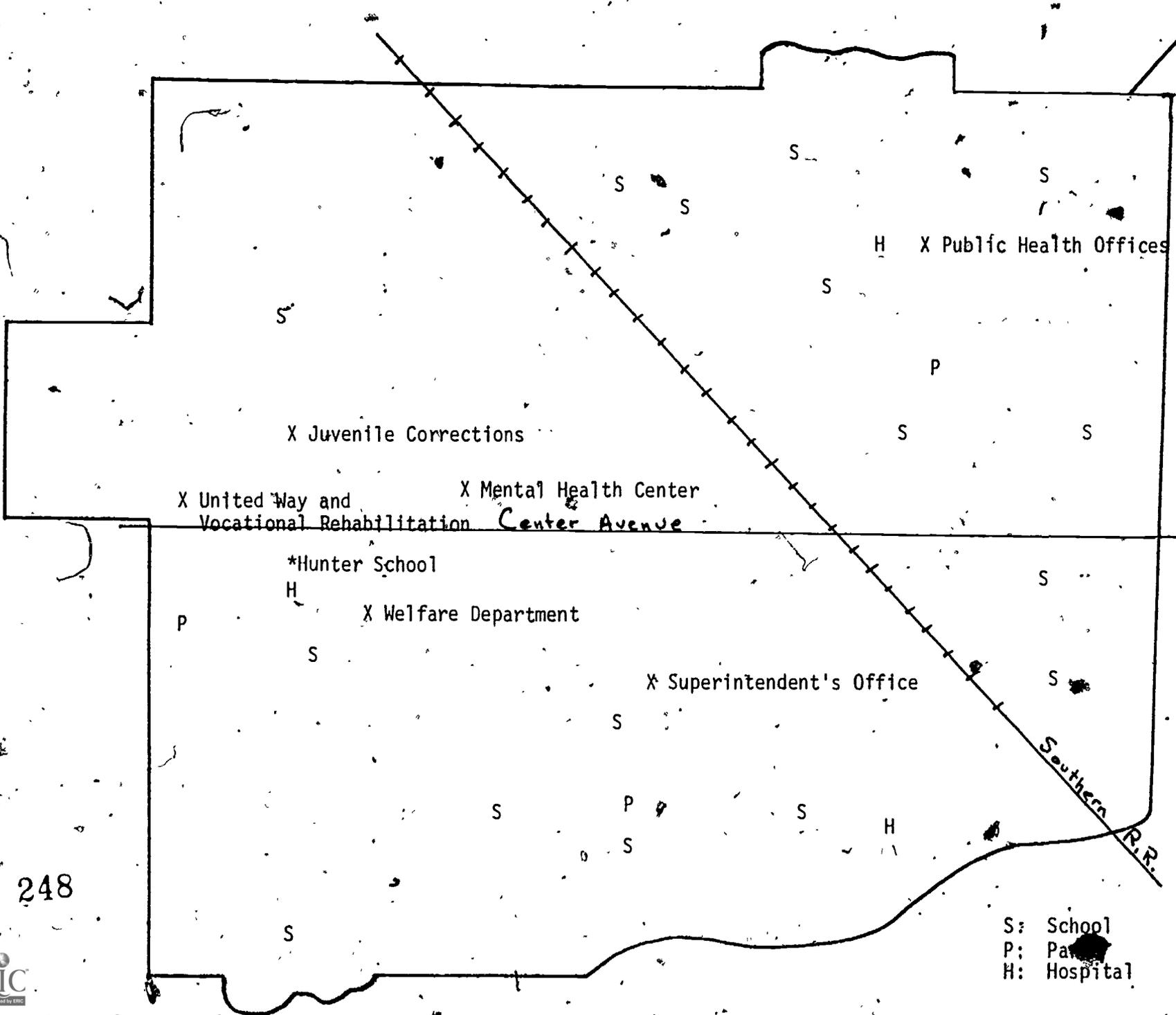
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"ORGANIZATION FOR COMPLIANCE"

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F. Smith  
Juvenile Corrections

PLAYER "F"

You feel the idea of using the old Hunter School is a real loser. It is another example of a community agency dumping its castoff facilities on the delinquents who deserve a break. The building is in no way secure and any use you might make of it would be on the condition that there be provisions for the health and security of the delinquent children while they were there. This is a condition for your participation.

SESSION III:  
"A PLAN FOR COLLABORATION"  
PLAYER "F"

PLAYER "F"

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RE: Formalization of Collaborative Building Plan  
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Juvenile Corrections

PLAYER "F"

Now that you have decided to use this facility for your kids you want to get as much from it as is possible. You have definite plans for an evening drug education program and don't care what the effect of this program will be on the others using the facility. You know the worth of your efforts. Secondly, you intend to use the facility as a neutral meeting ground for kids and their parents when they are alienated from one another.

SESSION IV:  
"AN EVALUATION OF COORDINATION"  
PLAYER "F"

PLAYER "F"

MEMO TO: Interagency Coordinating Team  
FROM: C. Phillips, Director of Special Education  
DATE: June, the following year  
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F. Smith  
Juvenile Corrections

PLAYER "F"

You resist coordination and evaluation because you never seem to agree with others on the development of criterion. Where others seem to turn to agency objectives you feel the only criterion to use is your perception of what is good for kids. You do agree that in principle, coordination and evaluation are needed. This group has provided the most positive professional interaction you can remember in spite of your differences. Perhaps the best evaluation would be to conduct a survey of people who use the services in the facility and send the results to the Governor's office.

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summarizing?

Were feelings identified and expressed?

- \* FOSTERING COLLABORATION: Did collaboration result?

What was the atmosphere of the group?

Was there a sense of open-ness to present counter positions?

Was participation encouraged? How?

How was conflict and/or blocking behavior dealt with?

Was there feedback given? Positive and negative? How?

Were feelings dealt with?

- \* FOSTERING DECISION-MAKING: Did decisions result?

What methods of problem-solving were used?

Was the problem(s) identified and clarified?

Were clear goals established?

Were sufficient alternatives generated?

How was a plan of action selected?

How were ideas evaluated?

Was the group kept on task? How?

- \* How would you describe the changes in group dynamics from session two through four?
- \* How did participation in this simulation change you as a professional engages in or planning to engage in Interagency Collaboration?
- \* What revisions would you recommend in the simulation?

APPENDIX D  
Field Reader Evaluation Package

INTERAGENCY COLLABORATION: HELPFUL HINTS

FIELD READER EVALUATION PACKAGE

May 14, 1981

Return to:

John A. McLaughlin/  
Margaret Christensen  
Room 230 UCOB  
Virginia Tech  
Blacksburg, VA 24061

## INTRODUCTION

The purpose of Interagency Collaboration: Helpful Hints is to assist local special education administrators as they plan for, operate and evaluate interagency collaborative programs in the delivery of special education and related services. As a field reader you are requested to review the document from the perspective of a potential user. We are asking that your critique center on three areas: format; content; and, usability. Additionally, we would like you to make any editorial comments in the body of the paper circling words that are unfamiliar to you or the potential user which will help us to develop a glossary.

Three instruments are included which will enable you to critique the document. First, there are three Section Review forms (AI, AII, AIII). After reading the part of the manual which deals with our research results complete the Section I form. After reading the conflict management material complete the Section II form. Finally complete Section III when you have finished your review of the resource material. Here it would be helpful if you would list additional resources with which you are familiar.

Form B asks you to rate the manual as a whole. It should be completed after you have finished your reading.

The last form contains items to help us get to know our reviewers. Please complete the form C and place your name and address at the bottom if you would like a copy of the final package.

THANK YOU!

SECTION I - EVALUATION FORM

Directions: Rate the overall format, content, and usability of this model policy by placing an "X" in the middle of the spaces, not on the boundaries. Do not place more than one "X" on a single line. Any specific comments concerning individual scales should be made at the bottom of the page.

FORMAT

Well Organized	___	___	___	___	___	___	___	Poorly Organized
Useful	___	___	___	___	___	___	___	Useless
Clear	___	___	___	___	___	___	___	Confusing
Adequate	___	___	___	___	___	___	___	Inadequate
Effective	___	___	___	___	___	___	___	Ineffective

CONTENT

Useful	___	___	___	___	___	___	___	Useless
Clear	___	___	___	___	___	___	___	Confusing
Practical	___	___	___	___	___	___	___	Impractical
Adequate	___	___	___	___	___	___	___	Inadequate
Relevant	___	___	___	___	___	___	___	Irrelevant
Complete	___	___	___	___	___	___	___	Deficient
Important	___	___	___	___	___	___	___	Unimportant

USABILITY TO READER

Useful	___	___	___	___	___	___	___	Useless
Clear	___	___	___	___	___	___	___	Confusing
Practical	___	___	___	___	___	___	___	Impractical
Adequate	___	___	___	___	___	___	___	Inadequate
Appropriate	___	___	___	___	___	___	___	Inappropriate
Relevant	___	___	___	___	___	___	___	Irrelevant
Complete	___	___	___	___	___	___	___	Deficient
Important	___	___	___	___	___	___	___	Unimportant

Suggestions for the improvement of this section:

SECTION II - EVALUATION FORM

Directions: Rate the overall format, content, and usability of this model policy by placing an "X" in the middle of the spaces, not on the boundaries. Do not place more than one "X" on a single line. Any specific comments concerning individual scales should be made at the bottom of the page.

FORMAT

Well Organized	___	___	___	___	___	___	___	Poorly Organized
Useful	___	___	___	___	___	___	___	Useless
Clear	___	___	___	___	___	___	___	Confusing
Adequate	___	___	___	___	___	___	___	Inadequate
Effective	___	___	___	___	___	___	___	Ineffective

CONTENT

Useful	___	___	___	___	___	___	___	Useless
Clear	___	___	___	___	___	___	___	Confusing
Practical	___	___	___	___	___	___	___	Impractical
Adequate	___	___	___	___	___	___	___	Inadequate
Relevant	___	___	___	___	___	___	___	Irrelevant
Complete	___	___	___	___	___	___	___	Deficient
Important	___	___	___	___	___	___	___	Unimportant

USABILITY TO READER

Useful	___	___	___	___	___	___	___	Useless
Clear	___	___	___	___	___	___	___	Confusing
Practical	___	___	___	___	___	___	___	Impractical
Adequate	___	___	___	___	___	___	___	Inadequate
Appropriate	___	___	___	___	___	___	___	Inappropriate
Relevant	___	___	___	___	___	___	___	Irrelevant
Complete	___	___	___	___	___	___	___	Deficient
Important	___	___	___	___	___	___	___	Unimportant

Suggestions for the improvement of this section:

SECTION III - EVALUATION FORM

Directions: Rate the overall format, content, and usability of this model policy by placing an "X" in the middle of the spaces, not on the boundaries. Do not place more than one "X" on a single line. Any specific comments concerning individual scales should be made at the bottom of the page.

FORMAT

Well Organized	___:___:___:___:___:___:___	Poorly Organized
Useful	___:___:___:___:___:___:___	Useless
Clear	___:___:___:___:___:___:___	Confusing
Adequate	___:___:___:___:___:___:___	Inadequate
Effective	___:___:___:___:___:___:___	Ineffective

CONTENT

Useful	___:___:___:___:___:___:___	Useless
Clear	___:___:___:___:___:___:___	Confusing
Practical	___:___:___:___:___:___:___	Impractical
Adequate	___:___:___:___:___:___:___	Inadequate
Relevant	___:___:___:___:___:___:___	Irrelevant
Complete	___:___:___:___:___:___:___	Deficient
Important	___:___:___:___:___:___:___	Unimportant

USABILITY TO READER

Useful	___:___:___:___:___:___:___	Useless
Clear	___:___:___:___:___:___:___	Confusing
Practical	___:___:___:___:___:___:___	Impractical
Adequate	___:___:___:___:___:___:___	Inadequate
Appropriate	___:___:___:___:___:___:___	Inappropriate
Relevant	___:___:___:___:___:___:___	Irrelevant
Complete	___:___:___:___:___:___:___	Deficient
Important	___:___:___:___:___:___:___	Unimportant

Suggestions for the improvement of this section:

OVERALL MANUAL EVALUATION

1. After reading the manual, my overall impression of the manual is demonstrated by the following rating:

Totally  
Unsatisfactory

Completely  
Satisfactory

1

2

3

4

5

6

7

2. Please list some positive points that exemplify your rating in question #1.

3. Please list any overall changes in the manual.

Form C

Demographic Data

1.0 We need to know something about your background

1.1 Please check the space(s) which best describes your position:

- Administrator of Special Education
- Classroom Teacher - Special Education
- Classroom Teacher - Regular Education
- Appraisal/Support Personnel
- Professional Trainer
- Researcher
- Graduate Student
- Others (please specify)

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Please check the space(s) which best describes the setting in which you work:

- State Education Agency
- Local Education Agency
- Intermediate Education Unit
- Community Service Agency
- Private Setting
- University
- Others (please specify)

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1.2 Highest degree \_\_\_\_\_ Major \_\_\_\_\_ Year \_\_\_\_\_

h

1.3 Are you currently enrolled in a degree program?

Yes  No

If yes, Degree \_\_\_\_\_ Major \_\_\_\_\_

2.0 We need to know why you are here.

2.1 My reasons for attending the institute are (please check):

- Professional Advancement
- Skill/Knowledge Sharpening
- Continuing Education Credit
- Good sun and fun
- Other (please specify)

\_\_\_\_\_  
\_\_\_\_\_

3.0 If you would like a copy of the final document, please provide us with your name and address.

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_