

COMMUNITY COLLABORATION FOR HUMAN SERVICES: A
CASE STUDY OF SCHOOL-AGED CHILD CARE IN FAUQUIER
COUNTY, VIRGINIA

by

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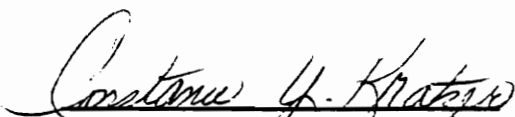
Thesis submitted to the Faculty of the
Virginia Polytechnic Institute and State University
in partial fulfillment of the requirements for the degree of
MASTER OF SCIENCE

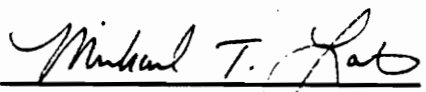
in

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September, 1996
Blacksburg, Virginia

Collaboration, School-aged Child Care, Interagency, Community Development

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School-aged Child Care in Fauquier County, Virginia**
by
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(Abstract)

At a time when problems faced by youth and families are complex and multi-faceted, organizations serving this audience have limited resources and find single-agency, categorical approaches inadequate. Collaboration offers communities a process to create solutions that are holistic and maximize resources. The purposes of this study were to examine factors necessary for collaboration and to assess barriers and incentives for these relationships.

Case study methodology was applied to a rural community child care collaborative in Fauquier County, Virginia. All members who had ever served on the Board of Directors for this collaborative program were surveyed. The theoretical basis for research were 19 factors associated with collaboration identified by Mattessich & Monsey (1992). Respondents were asked to determine to what extent they considered these factors to be important and to what extent they were evident in the collaboration studied. In addition, open-ended questions probed barriers and incentives for collaboration as experienced by respondents.

All 19 factors appear to be important in this collaboration. The leading four factors identified as important also were determined to have a low level of evidence. These findings give the Board a starting point into developing

strategies to increase evidence of important factors. Members who had served less than one year believed the process was working better than members who had served two or more years. Reported barriers to the collaborative process were time involvement, conflict of interest with employment, and frustration over an inadequate financial base. Incentives included shared resources, a broader perspective, improved client services, and satisfaction with the personal role played in providing families with quality child care.

Acknowledgements

The author wishes to express appreciation to Dr. Rebecca Lovingood, Housing, Interior Design, and Resource Management Department Head for guidance, support, and patience while serving as committee chair. Further appreciation is expressed to Dr. Michael Lambur, Extension Program Development, and Dr. Constance Kratzer, Housing, Interior Design, and Resource Management Department, for their help with study design and editing. All three committee members were generous with their time and supportive as coaches.

This study would not have been possible without the support of co-workers in the Fauquier Extension Office. Thanks for their understanding and encouragement.

Thanks to board members of Fauquier Community Child Care who shared insight into how collaboration has worked to create a top-quality child care service for Fauquier families. Thanks also to the Director of FCCCI, Lee Land, whose creative leadership has provided steady direction for the growth of this program. These folks are heroes and should feel a deep sense of satisfaction for their role in improving the lives of so many children.

Finally, and most importantly, the author expresses tremendous appreciation for the support and encouragement received from her husband, Wayne Butterfield, and their children Kathryn and Evan. Without their backing, this study would never have reached completion.

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Chapter 1

INTRODUCTION

Background

Collaboration in its various forms has existed for years, yet recently it has become a common procedure for the way community groups operate. Why has it reached this status? Melaville & Blank (1993) maintained that all human services agencies must engage in collaboration because no single institution has either the resources or the capacity to solve problems alone. They conclude that collaboratives are an emerging "force for change" in America's communities.

Current systems to serve youth and families are imperfect (Kagan, 1991). Services are crisis-oriented. They are set up in a categorical fashion that fails to take into account the interrelatedness of family problems (Kellett, 1994; Schorr, 1988; Edelman, 1992; Annie E. Casey Foundation, 1995; National Commission on Children, 1991; Gardner, 1991). Further, multiple agencies may be addressing similar issues without working or even communicating with each other. Therefore, solutions often leave gaps in meeting family needs. These gaps leave families confused about access and availability of services.

While services as they exist for youth and family programming are less than adequate, problems for families are increasingly complex and multi-faceted

(Edelman,1992; Bruner,1992). No one agency has all of the resources necessary for resolution of these complex problems (Melaville & Blank,1992).

Collaboration actually requires a new way of doing business, thus it is often associated with "systems-change" (Kagan,1991). Characteristics of a systems-change supportive of families includes a system which is comprehensive, preventive, family-centered, family-driven, integrated, developmental, flexible, sensitive to cultural differences, and oriented to outcomes (Melaville & Blank, 1993).

To bring about systems-change, collaboration refers to a process rather than an outcome. No matter how well crafted, a collaborative effort will only produce an outcome as effective as the vision and process that led it. Kagan & Neville (1993) maintained that setting clear and manageable goals is the most important step in creating a collaborative. In addition, the structure of the collaborative must match the mission. Mandate for agency participation must be facilitative, not restrictive. People must be invested in the process and the outcomes. Even though collaboration is felt to be efficient in use of resources, an adequate resource base is necessary.

While collaboration is a term frequently used to describe a joint effort within communities to solve problems faced by families, efforts to create and sustain the collaborative often fail to measure up. The term collaboration is

often incorrectly used to describe what should otherwise be known as cooperation or coordination.

Definition of Terms

The definition for collaboration comes from the Latin meaning of collaborate which is "to labor together." Its use in the English language dates back to 1871. The meaning includes "to work jointly with others in an intellectual endeavor," and also "to cooperate with an agency or instrumentality with which one is not immediately connected" (Vaughn, 1994). For purposes of this study, definitions used in the Mattessich & Monsey study (1992) will be used.

1) Cooperation is characterized by informal relationships. No commonly accepted mission, structure, or planning effort exists. Each agency retains its own authority and therefore risks very little. Resources and rewards remain separate. Information is shared as needed.

2) Coordination is a more formal relationship than cooperation. It differs from collaboration in that individual organizations retain authority. Communication channels between partners are established. Joint planning and determination of roles is necessary. Coordination carries some risk to partnering agencies. Resources and rewards are shared.

3) Collaboration is "a mutually beneficial and well-defined relationship entered into by two or more organizations to achieve common goals"

(Mattessich & Monsey, 1992, p.7). Other elements of this relationship include an opportunity to accomplish collectively what one organization can not do alone (Kagan & Rivera, 1991), a chance for parties who see different aspects of a problem to search for solutions beyond what either could accomplish alone (Gray, 1989), a jointly developed structure and shared responsibility (Mattessich & Monsey, 1992), and maximizing resources through sharing them (Melaville & Blank, 1991). The individuals who represent the collaborating organizations are known as partners, members, or stakeholders.

The Need For Study of Collaboration

A review of literature reveals gaps in understanding of the importance of various factors to the success of the collaborative outcome. Specific study is needed to determine when collaboration should be used, and how to establish it in various community contexts.

In a study for the Amherst-Wilder Foundation, Mattessich & Monsey (1992) indicated that the 19 factors determined to be necessary for collaboration should be confirmed and quantified. Research is needed to determine 1) the relative importance of each factor, 2) whether some factors are more important at certain stages than others, 3) whether there is a "minimum level" required of any factor, and 4) what is the "proper" mix. Research is also needed to study the history of specific collaborative efforts and how this history affects the importance of certain success factors.

Kagan (1991) stated that the time is ripe to expand the collective knowledge about process and outcomes of collaboration. For instance, given what is known about the importance of the contextual surroundings (Bubolz & Sontag, 1993; Brofenbrenner, 1979), what is the role of institutional affiliation? What is the relationship between either mandated participation or voluntary participation and outcomes? What effects do the conditions pre-dating the formation of the collaboration have on the way the collaboration functions?

The Need for School-aged Child Care Solutions

The need for this study emerged from the literature which revealed gaps in knowledge of factors affecting collaboration in actual cases within human services agencies. Lack of adult supervision was linked by Garbarino (1995) to negative influences within the social environment today. Children left home alone are more vulnerable to what Garbarino terms "cultural poison" than are children in care situations backed up by adults. Garbarino (as cited in Cohen, 1984) reported that children left unsupervised for long periods of time risk "feeling badly" (such as engaging in destructive behavior inside and outside the home), "developing badly" (school adjustment problems, negative feelings about parents), and "being treated badly" (suffering accidents or sexual victimization).

Guthrie & Guthrie (1991) suggested that when school-aged child care collaborative programs are evaluated, it is important to ask both summative (outcome) and formative (project improvement) questions. These questions

should examine the effectiveness of the collaborative; whether or not services for children have actually improved; and how interagency collaboration can be strengthened.

According to Hamburg (1992), little is known about organizations serving youth. Not enough study has been done concerning who these organizations serve, how effective they are, and what future strategies might enhance their youth development role. Kagan, Rivera, and Parker (1991) asserted that little empirical research has been conducted to investigate how, under what conditions, and to what extent collaboration works in early child care and education programs.

A report on school-linked comprehensive services for children and families (Seppanen, de Vries, & Seligson, 1993) lists important research issues. Examples of these include: skills, abilities, beliefs, and knowledge needed to provide effective collaborative leadership; characteristics of networks that are effective in helping leaders from different sectors or agencies work together; and support needed to help leaders of collaborative services remain flexible, forward-looking, and resilient.

Purpose of the Study

To better understand collaboration, the following research questions were used to guide the investigation:

1. To what extent were the 19 factors identified by Mattessich & Monsey (1992) perceived to be important and evident in the collaborative process employed by Fauquier Community Child Care, Inc.?
2. What barriers and incentives might be faced by community partners involved in collaboration?

Scope of the Study

This study was limited to a case study investigation of a single-community solution to the need for increased access and availability of quality child care. Therefore, conclusions that can be drawn must be considered within the context of when and where this program operated. The entire population of members who had served on the board of directors for the child care program were surveyed, (excluding the author of this study) using a self-administered questionnaire.

This study was designed to examine factors identified in the national study Mattessich & Monsey (1992) conducted for the Amherst-Wilder Foundation. Related contextual questions based on findings of other researchers helped frame the study and determine its impact.

Overview of the Study

A nationally tested model was used as a basis for development of the study instrument in this research project. Chapter 2 outlines the theoretical

basis for collaboration and the parameters of what is currently known about collaboration are described and supported. The contextual background for the case study is described in Chapter 3. A description of the methodology used, the instrument, and the means of analysis are discussed in Chapter 4. Chapter 5 delineates the findings of the study. Chapter 6 summarizes the study, and presents the conclusions, implications, and recommendations.

Chapter 2

REVIEW OF RELATED LITERATURE

Benefits of Collaboration

Mattessich & Monsey (1992) reported that collaboration offers easier, faster, and more coherent access to services and benefits. Gray (1989) pointed out that quality of results is better when an agencies collaborate.

Collaboration provides a linkage for the common concerns of organizations, allowing them to share resources, talents, and energies. This, then, increases the quality and quantity of successful outcomes (Vaughn, 1994). "Collaboration is the only process that helps all parties see beyond their own limited vision to explore their differences and search for solutions" (Mitstifer, 1994, p.5).

Through the process of collaboration, shared values are identified, innovative solutions to critical problems are developed, and ways to manage interdependence can be found. Vaughn (1994) noted that collaboration fosters sharing of resources, including expertise. Through collaboration, the quantity and scope of problems families face is related to the need for interdependence among problem-solvers. Faced with this complexity, human services agencies cannot afford single-agency solutions.

Origins of Collaboration

Native American tribes were perhaps the first American collaborators. Fundamental to their beliefs was the concept of treating the whole person in the whole community, holistically and in harmony. For members of these tribes, treating the needs of a singular child or family without taking into account the whole would have been incomprehensible, because it was only the whole person, in the family, in the community, that mattered (Gardner, as cited in Edelman & Radin, 1991).

Roots for collaboration as we know it today came from the social reform movement where settlement houses were established to meet the needs of immigrant families and the poor of society. This movement called for a holistic focus on problems and integration of scattered bureaucratic functions that focused on solving problems for the poor. A fundamental basis for this movement was the concept of community (Delahanty & Atkins, 1981; Kagan & Neville, 1993; Gardner, 1991).

Collaboration has been written about for more than 25 years. Writers such as Bennis (1966) began to write about the shift in thinking that was going to have to take place as the country moved from a competitive model during the Industrial Age to recognition of organizational interdependence in the post-industrial age. This post-industrial age would be ushered in by turbulence, complexity, and uncertainty. It was recommended that survival in this climate

would depend more on collaboration and less on competition (Kagan, Rivera, & Parker, 1991).

Theoretical Underpinnings for Collaboration

Dryfoos (1990) noted that contextually-sensitive programs should involve community-wide, multi-agency, collaborative and integrated approaches. In this integrated approach, each agency yields some of its independent recognition in order to provide a comprehensive and integrated focus on the total individual within the total context.

Kagan, Rivera, & Parker (1991) cited Brofenbrenner (1979), who articulated a vision in which individuals are a part of a broad network. These individuals both have an impact on the network and are impacted by it. Bubolz & Sontag (1993, p.423) described the theory of Brofenbrenner, who advocated a contextual approach in ecological research for human development. His theoretical framework included a set of nested structures representing the micro-, meso-, exo-, and macrosystems. In this framework, he asserted that:

the family is the principal microsystem context in which development takes place; relationships between the family and other settings for development such as the day care center or school constitute a mesosystem; external environments in which others participate and thereby affect the child are termed exosystems (work settings and social networks are examples). Micro-, meso-, and exosystems are embedded

in the macrosystem, the broad ideological values, norms, and institutional patterns of a particular culture that make up the 'blueprints' for the culture's ecology of human development.

Reasons Youth and Family Agencies are Embracing Collaboration

Schools and youth agencies are expected to meet the increasingly complex needs of today's diverse youth population. Despite a myriad of services and organizations, services often overlap, agencies are compartmentalized, and a "bewildering array" of agencies have formed an unwieldy bureaucracy where the emphasis is on self-preservation and the critical needs of children and families go unmet (Guthrie & Guthrie, 1991; Hodgkinson, 1989; Schorr, 1988; Melaville & Blank, 1993; Gardner, 1991). In the midst of this, schools and youth agencies can no longer afford to work independently. "As social problems became increasingly prevalent and complex, and as emphasis on the 'family systems' theory took hold, it became apparent that, to be effective, services needed to transcend single agency lines: providers and policy makers urged collaboration as a way of addressing 1990's challenges" (Kagan & Rivera, 1991, p.51). Collaborative efforts can offer youth programs an opportunity for lasting success if attention is paid to safeguarding and bettering the child's education and welfare and to the relationships between school and non-school personnel. These programs require careful planning, combined with thoughtful involvement of people and places, to create a school-

community collaborative that leads to improved well-being for all children (Guthrie & Guthrie, 1991).

Incentives for Collaboration

One of the most frequent rationales for collaboration is overcoming scarcity of resources including fiscal, physical, and human (Kagan, 1991). The literature suggests that it is reasonable to expect enhanced resource utilization from collaborative ventures.

A second benefit derived from collaborative approaches to problem-solving produces a broadened conceptualization of the scope of the problem. Thus, a wider range of choices for a solution exists (Gray, 1989).

A third perceived benefit of collaboration is based on public dissatisfaction with the current service-delivery of human services agencies. Collaboration has been found to make services more comprehensive and accessible for the public seeking access. Additionally, collaboration has been found to overcome inflexibility and poor communication among agencies (Kraus, 1980; Kagan, 1991).

Collaboration must be deliberate and intentional. Important elements include: common understanding, interdependent relationships, resource-sharing, open structure, organized effort, redefinition and evaluation, competent leadership, negotiation, clear communication, and a flexible structure (Woodell, 1994).

Barriers or Disincentives to Collaboration

Collaboration is not always an ideal solution. Agencies required to report single-agency outcomes cannot take credit for outcomes that occurred as a result of collaborative work without damaging the collaborative relationship. Legislators may be suspicious of collaborative programs because they fear another layer of bureaucracy is being created (Kagan, 1991). In addition, agency reporting cycles often do not fit collaborative time lines. Much of the literature refers to a time line of two years before results are evident and measurable (Bruner, 1992).

Hierarchical organizations can incur limitations in collaborative partnering (Kraus, 1980). Bruner (1992) found that workers are more likely to work in collaboration with their clients only if their own work setting is conducive to collaboration.

Partners in collaboration often find they must be flexible and fill roles needed to keep the collaboration alive. These roles at times may not fit neat job descriptions within agencies. Goals selected by the collaborative body may not mesh perfectly with individual agency goals at any given time.

Barriers to collaboration include poor communication, insufficient authority, lack of competent leadership, inability to focus on a specific project, and unwillingness to share in decision-making. The contemporary American culture has fostered a sense of competition which is a barrier to collaboration

(Lippett & Van Til, 1981). High autonomy needs of professionals interfere with effective collaboration and innovation (Woodell, 1994; Gardner, 1989). Workers often find that their collaborative work is an add-on to the rest of their workload. Few rewards exist in most agencies for workers working with other agencies for solutions to client problems. Workers need relief from other duties, authority to act, and incentives for collaborative work (Bruner, 1992).

Factors Enhancing Collaboration

A national study conducted by Mattessich & Monsey (1992) for the Amherst-Wilder Foundation investigated factors affecting collaboration by studying 18 collaborative organizations. These 18 studies were examined for factors identified as necessary for collaboration. Authors of the study blended information gained from the 18 collaboratives. From this, they identified 19 factors thought to be important for collaboration and divided them into six categories including environment, membership, process/structure, communication, purpose, and resources.

Environment. Environmental issues, or the context in which collaboration occurs, has an effect on collaboration. Some environments are not receptive to collaboration (Kagan, 1991). Factors related to a supportive environment include a history of collaboration or cooperation within the community. This history offers the potential collaborative partners an understanding of the roles and expectations required in collaboration and enables them to trust the

process. The collaborative group, as a body, needs to be perceived as a leader in the community through the goals and activities it intends to accomplish. Mattessich & Monsey (1992) felt that another part needed for environmental support was for political leaders and those who control the resources to support the mission of the collaborative group.

Membership. Membership characteristics refer to factors affecting member relationships. These include respect, mutual understanding, and trust. The membership must include an appropriate cross-section of the community. Identifying these partners is possible by studying who has a stake in the problem, has resources to offer, or has a reason to want to see the problem solved. Collaborating members should understand that serving on the collaborative is in their best interest. Believing in the joint benefits can help overcome the lines of demarcation. The skill of partners in compromise is also identified in the Amherst-Wilder study as vital. Group decisions which accomplish team goals may not always fit the ideas of individual partners.

Process/structure. Process/structure factors identified in the Amherst-Wilder study mean that members feel ownership in the way the group operates as well as in the outcomes produced by the group. Every management layer in a collaborative organization must share in the decision-making. The group should remain very flexible and be open to reorganizing, if need be, to accomplish goals. Partners must have a clear understanding of their roles,

rights, and responsibilities which must be guided by clear policy directives established by the group as a whole. Finally, adaptability has been cited as critical. Adaptability refers to the capability of the group to change goals, processes, or even membership to deal with changing conditions.

Communication. Communication must be open in level of interaction and frequent so that all partners feel included and involved. Channels of communication, both formal and informal, must be established and maintained. In other words, the more cohesive the group remains while working on the common project, the better.

Purpose. A clearly defined purpose means that goals and objectives are understandable and attainable. Partners must have a shared vision and agree on strategies to make it happen. The purpose of the collaborative must differ, at least in part, from the mission or goals of individual partners.

Resources. Resources affect collaboration in that the group must have an adequate and sufficient financial base to meet goals. Collaboratives lacking sufficient resources to operate have found that they got side-tracked on raising money and lost sight of the goals of the collaborative. Mattessich & Monsey (1992) refer to the importance of a skilled convener who has organizational and interpersonal skills to carry out the role with fairness. Knowledge and skills brought by partners and the organizations they represent are yet another important resource.

The Need for School-Aged Child Care

In 1990, 74% of mothers in the United States whose youngest child was school-aged worked full time outside of the home. Estimates of the number of elementary-aged children who were left in self-care ranged from two to fifteen million. Accurate numbers are hard to determine because many parents won't report leaving children in self-care (Seppanen, Love, de Vries, & Bernstein, 1993). When mothers work outside the home, it appears that how children fare is influenced by parental attitudes about work and child-rearing, characteristics of individual children, the availability of other formal and informal supports, and most important of all, the quality of care children receive (National Commission on Children, 1991).

Reasons for the growing numbers of young children left at home without adult supervision include these societal trends:

- 1) Dramatic numbers of mothers of young children have returned to work.
- 2) An increasing number of female-headed households struggle with low wages and infrequent or no child support.
- 3) For many families, relatives or extended kin no longer live nearby.
- 4) Recreational programs, traditionally provided by public agencies, are less available.

- 5) Age-appropriate school-age child care is often unavailable or prohibitively expensive (Cohen, 1984).

Many cities view lack of adequate child care as their number one problem (Ellison & Barbour, 1992). High cost, inadequate quantity, lack of appropriate child care choices for families, and lack of incentives for quality staff to work in child care, all exacerbate the problem.

Options for Creating School-Aged Child Care

Various models are available for creating school-aged child care. School systems can offer their own before and after-school child care. They can employ teachers or existing staff to provide the care. The National Commission on Children (1992) reported in the study Beyond Rhetoric that this approach should be discouraged, because students need access to a wide range of adults and to a variety of avenues for learning.

A number of models exist for parents to choose from to deal with the non-school hours when parents cannot supervise their children. These include

- 1) self-care by children where they check in by telephone with an adult,
- 2) care by older siblings or other members of the extended family,
- 3) neighborhood check-in programs, 4) formally or informally organized youth activities, and 5) family day care, and after-school care programs run by schools, community groups, the private sector, or businesses (Todd, Albrecht, & Coleman, 1990).

Seppanen, Love, de Vries, & Bernstein (1993) identified three ways in which community organizations can cooperate to provide child care:

- 1) They can work together through the use of partnership arrangements in the sponsorship of programs. In this model they can subcontract with a for-profit provider.
- 2) They can work together by making donations of in-kind resources to the primary sponsor.
- 3) They can coordinate the services for children with both the schools and other community organizations.

Benefits of Collaboratively Operated School-Aged Child Care

Research reveals multiple benefits of school-aged child care guided by a community collaborative process. Learning is enhanced when education is offered in real-life settings outside the classroom. Empirical evidence strongly supports the idea that community-based programs are essential to the healthy development of young people (The Carnegie Council, 1992).

Research indicates that both parents and teachers believe that children's major school problems are related to a lack of supervised before- and after-school services. The perception is that enrollment in a high quality school-aged child care program is linked to better grades and social competence. Business and education leaders are increasingly concerned about the consequences of

appropriate child care for disadvantaged school-aged children (Seppanen, Love, deVries, & Bernstein, 1993).

Summary of Literature Review

In summary, a review of literature revealed that collaboration enhances access to services and improves quality of outcomes for clients. Collaboration stretches scarce agency resources and offers broader solutions to complex societal issues. While agencies struggle with accountability issues, conflicting time lines, and conflicting roles, incentives to collaborate appear to be great.

Collaboration is compatible with an ecological, systems approach to understanding human development. This framework emphasizes the interrelationship that exists among family members, the community, and the broader society. Understanding these interrelationships is important to the design of collaboratively-operated programs.

A national study by Mattessich & Monsey (1992) for the Amherst Wilder Foundation revealed 19 factors necessary for collaboration. These factors are divided into six categories: environment, membership, process/structure, communication, purpose, and resources. Human services agencies involved in collaboration can benefit from knowledge of these factors and their potential impact.

Chapter 3

CONTEXTUAL BACKGROUND OF THE STUDY

The school-aged child care program selected for this research project was Fauquier Community Child Care, Inc. in Fauquier County, Virginia. The case description is based on archival records including written history, annual reports, grant proposals, minutes of the organization, and county statistical records. This program was selected to study because it illustrated an example of a clearly defined community problem affecting a large number of youth and families which was resolved through a community collaborative process.

Fauquier Community Child Care, Inc. has been in operation for six years and is located in six of the county's 10 elementary schools. The program began in 1990 when a group of community leaders realized that there was a lack of quality child care available for the number of children needing care. These leaders decided to work together to design a system of services and programs to meet the need for additional child care.

Program Setting

This county is located on the outskirts of the metropolitan Washington, DC, area. Between 1980 and 1990, one third of the residents were new to the county, many of whom moved to the rural area for improved quality of living.

Employment opportunities were more plentiful and jobs better compensated in the metropolitan Washington area, resulting in 55% of those

employed working outside the county. For those working outside of the county, average commute time was in excess of 45 minutes each way. Many of the commuters traveled into the metropolitan area over congested highways, resulting in parents leaving for work before 6:30 a.m. and returning home after 6:30 p.m. Workers needing care for their children left home in the morning before traditional child care opened, as well as returned home in the evening after most child care centers had closed. Children were being left home alone or in substandard care. Parents' work opportunities were limited because of inadequate care for their children.

At the time this program was forming, 72% of the mothers of children under age 12 worked outside of the home. A conservative estimate indicated that over 3,000 elementary school children were in need of some form of child care. At the time the program began, only 300 slots for licensed child care existed for children aged birth to 12 years. The few care choices that did exist were in the county center and were out of reach for families living further out in the country.

Program Model

The model selected for formation of the after-school program was the Wellesley Massachusetts School-aged child care model (Baden, Genser, Levine, & Seligson, 1982). The resulting structure created was the formation

of a private, non-profit board of directors to govern the school-aged child care program. School space was utilized during after-school hours.

Intended Outcomes

Intended outcomes established by the first group of board members included:

- a) Developmentally appropriate care would be available for county children in the elementary school setting.
- b) Quality of care for all children in the county would be improved.

The organizational approach followed was one recommended in the Carnegie Corporation national study, A Matter of Time: Risk and Opportunity in the Non-school Hours (1992). Findings indicated that a highly effective approach communities might take in solving the need for school-aged child care was to "integrate community agencies into school-based extended day programs—by asking these agencies to actually coordinate and run the overall program, and by inviting them to conduct specific activities on a regularly scheduled basis" (p.93).

The Collaborative Partners

The organization CADRE (Commonwealth Alliance for Drug Rehabilitation Education) had just completed the national Parents' Resource Institute for Drug Education, Inc. (PRIDE) survey which indicated that "risky behavior" (i.e. drug and alcohol abuse) was occurring when youth were left

unsupervised in the home setting. CADRE was searching for a solution to the problem but lacked the resources to solve the problem alone.

The County Parks and Recreation department was interested in assisting with creating a solution because of their charge to provide recreational activities for school-aged youth. The Social Services agency was interested in working on the project because so many of the families served by their agency needed a greater accessibility to high quality, affordable child care. Cooperative Extension was interested in working on the project because of interest in family and community education regarding developmentally appropriate child care.

Grant funds were available for collaborative approaches to planning and start-up of school-aged child care programs. Extension assumed the lead-agency role for the project. Partners included a representative of CADRE, the director of Parks and Recreation, and the Director of Social Services. The grant application was successful and this program was awarded \$10,000 for planning and start-up. County government served as fiscal agent and signed off on the original grant until the organization was able to become a legal entity.

The program was offered in two of 10 public elementary schools. Choice of location was based upon preliminary survey work indicating areas of greatest need as requested by parents, as well as areas within the school-system generating the most frequent requests by parents to transfer children to other schools because of inaccessibility of child care. Because of the school

involvement in the program, the school superintendent assigned the assistant superintendent to work with the board of directors for the community child care program. Parent representatives from the two pilot schools were invited to join the board.

Because lack of affordable, accessible, and high quality child care provided a disincentive for the business community, a corporate personnel officer and a corporate attorney were invited to join the board as well. A personnel officer from a local bank was interested in working on the collaborative board because she saw the need for improved access to child care by the largely female work force employed by the bank.

Program Resources

A resource that was important as the school-aged child care collaborative formed was an atmosphere of support by county government for employees working together on projects that would be beneficial to taxpayers— even when the effort was outside of the agency job description. Additionally, county department heads were willing to try creative solutions to problem-solving and were willing to work together.

Grant money was available as the federal and state levels of government began to invest in collaborative approaches to child care problems. In addition, support was available from community partners, parents frustrated by lack of

child care, and corporate leaders willing to allow employees time to work on creating a solution for child care.

Program Barriers

Potential barriers faced by the board included deciding who would serve as fiscal agent for the program until a legal corporate structure could be established. As grants were sought from different sources, each granting agency placed demands on how the program would operate.

Despite the willingness of partners from various agencies to work together, territorialism occasionally created tension for the new board. Public and for-profit child care programs perceived a threat from the newly forming organization and attempted to block the program. Other potential barriers that threatened the new programs included the threat of liability involved in child care, space, cost, staffing, politics, and licensing demands.

Utilization of school space involved both positive and negative factors. While an agreement was reached with the school system that space could be made available to the program free of charge, site-based management philosophy dictated that individual agreements would have to be worked out with each participating principal. Department of Education regulations governing use of school buildings were at times in violation of State of Virginia licensing regulations for child care. The board of directors was limited in bargaining ability because they were guests in the school and had little

opportunity to affect changes in the school building to meet licensing regulations. Officials of the organizations needed to negotiate compromise.

Timeline of Program Development

During the late 1980's and early 1990's, grant funds were available from a variety of sources to enable communities to start child care programs. The early collaborators wrote a proposal for a \$10,000 start-up fund in 1990 and were successful in receiving the grant from the Virginia Department of Social Services. The program designed with these funds initially provided care in two elementary school sites from the time that school let out until 6:30 p.m. The program was open only on the days in which school was held, leaving parents to find other solutions for snow days, holidays, and summer.

While grant funds were used for program start-up, a sliding fee was established so that no child would be excluded from care because of parental income, yet also, no family would have care provided for free. Care was taken to set a competitive fee structure so that fees were in line with average amounts charged by other local child care providers. Fee information was obtained from the Department of Social Services licensing division.

The child care program did not have to pay rent for use of the school facilities, therefore surplus funds generated by fees was used to provide child care subsidy for children whose families were in need of financial assistance. Other sources of funding for subsidy included corporate and private

contributions, along with local government support. In addition to cash support, in-kind contributions were received in a variety of forms from the community.

Staffing for the original program included a part-time director, a part-time head teacher for each site, and enough program assistants to meet approximately a 1:12 ratio of staff to children. The director was responsible for program oversight and supervision of staff. Financial management responsibility remained with the board.

Programs were established on a center-based approach to maximize the amount of choices children had. Some of these centers included art, reading, homework, and games. Structure for the program included time each day for a USDA approved snack which was purchased from the school food service. Children had adequate opportunity for both large and small motor activities each day.

In 1992, another \$10,000 grant was obtained which allowed the program to be offered before school in one of the settings. An additional site was added for before and after school care as well. The director and head teacher positions became full-time positions.

Over the next three years, approximately \$120,000 was received from numerous small grants, United Way contributions, County Government contributions, and corporate donations. The program grew with each new grant to six before and after school sites, operating from 6:30 a.m. until school began,

and when school ended until 6:30 p.m. The centers were open, when possible, on snow days. Holiday care could be purchased for an additional fee. Nine weeks of 6:30 a.m.- 6:30 p.m. care was made available during the summer months. Specialized staff were hired to rove among the centers to add extra enrichment programming. Choices for amount of care to purchase included full-time, before school only, after school only, part-time or three days a week, punch card hourly care. Holiday care and summer care were made available.

Over time, the composition of the board of directors changed. Partners seemed to be able to participate for approximately three years before burning out or needing to move on to other interests. Several of the original board members who had left the board after a period of service returned to take another turn. Through all of the changes in board membership, service to the children and families participating in the school-aged child care program has continued and flourished.

Chapter 4

METHODS

The purpose of this study was to investigate the collaborative process as a way for communities to resolve problems faced by youth and families. Research methodology was selected to find answers to two questions: 1) To what extent were the 19 factors identified by Mattessich & Monsey (1992) perceived to be important and evident in the collaborative process employed by Fauquier Community Child Care, Inc.? and 2) What barriers and incentives might be faced by community partners involved in collaboration? The foundation of the research was to study applicability of 19 factors affecting collaboration, as identified by Mattessich & Monsey in a national study conducted for the Amherst-Wilder Foundation (1992). These factors were examined in light of their impact and evidence in a community school-aged child care collaboration.

This chapter includes a description of the methodology used to conduct the research project. It begins with a description of the research design and explanation of the theoretical foundation for the study. The sample selected for participation in the research project, the instrumentation, the data collection process and the data analysis follow.

Research Design

An applied research approach was taken in this study. "The purpose of applied research and evaluation is to inform action, enhance decision-making, and apply knowledge to solve human and societal problems" (Patton, 1990, p.12).

The research design used in the study was case study methodology. Yin (1984) described the case study as "an empirical inquiry that investigates a contemporary phenomenon within its real-life context" (p.23). An ideographic, single case design was selected for documentation and analysis to obtain a detailed picture of how collaboration worked in a single community organization (Touliatos & Compton, 1992). Case orientation is presented based upon thorough investigation of archival documents including minutes, membership logs, grant proposals, and other written documents about the school-age child care collaborative.

Study Participants

Due to the small number of people who have served on the board of directors of the community collaborative studied, the entire population was included in the research project. All 25 members (excluding the author of this study) who ever served on the board of directors were included in the study. Addresses for members were obtained from the director of the child care program. One member had no known address at the time of research and was

not included in the study for this reason. Thus, 24 board members were included in the study.

The board of directors, since its inception, made a deliberate attempt to structure membership in such a way that representation included agency or organizational partners, community leaders, and parents with children in the program. In addition, an attempt was made to balance membership between different magisterial districts, racial make-up of the board, male and female representation, and agency or organizational affiliation. Balance was some times, but not always achieved.

Instrumentation

A mailed, self-administered questionnaire was used to collect data. The questionnaire was organized in booklet fashion, according to the Dillman Total Design Methodology (Dillman, 1983). The title, name of the researcher, name of the institution, and a neutral illustration were presented on the cover of the booklet. Questions were organized into three distinct sections. Care was taken to group similar questions on separate pages. No questions were placed on the back cover.

Questions included in section A asked the subjects about their involvement in the school-aged child care project. Questions in section B evaluated the 19 factors identified in the Mattessich & Monsey (1992) study as necessary for collaboration to occur. Respondents had the opportunity to

evaluate the extent to which they felt each factor was important for collaboration, and the extent to which they felt each factor was evident in this collaborative project. The 19 factors, in accordance with the Mattessich & Monsey (1993) study, were grouped into six categories. These categories and the factors contained within each included the following:

Environment

- 1) History of collaboration exists in the community
- 2) Collaborative group seen as community leaders
- 3) Bosses or political leaders support mission

Membership

- 4) Members respect and understand each other
- 5) Community is well-represented in membership
- 6) Partners believe benefits offset costs
- 7) Partners are able to compromise

Process/structure

- 8) Members feel ownership in process and outcomes
- 9) All levels participate in decision-making
- 10) Group is flexible in the way it works
- 11) Partners understand roles, rights, and responsibilities
- 12) Collaborative group has the ability to sustain through change

Communication

- 13) Group members interact often
- 14) Channels of communication exist

Purpose

- 15) Goals are clear and realistic to all
- 16) Partners have the same vision and agreed-upon mission
- 17) Mission of program matches mission of the member organizations

Resources

- 18) Adequate financial base
- 19) Individual who convenes is fair

Each group of factors was located in its own section and laid out on separate pages for clarity. Questions in section C were related to the collaborative process and outcomes, and offered an opportunity for open-ended response from the participant. All three sections provided opportunity for both quantitative as well as qualitative responses.

Procedures

The questionnaire was typed on 8 1/2" X 11" paper and photo-reduced to fit a 6 1/2" X 8 1/4" booklet format. It was printed on white, 16 lb. paper.

A pilot test of the questionnaire was administered to another community collaborative group. The group piloting the questionnaire was a collaborative from neighboring Culpeper County. This group had members representing

some of the same kinds of organizations as the child care collaborative in Fauquier. The group had been in existence for approximately two years. The community collaborative was organized around helping welfare recipients develop job readiness skills.

Twelve pilot questionnaires were sent out and eight were returned. Data were collected, coded, and examined to see if respondents' answers indicated that questions were worded clearly. From the pilot study, it was determined that only minor modifications in page arrangement and wording were needed to prepare the questionnaire for mailing.

Once the questionnaire was completed, the survey instrument was submitted to the university's Institutional Review Board and approval was received prior to its being distributed. Informed consent was received from each participant when the questionnaire was returned. (See Appendix A.)

Dillman's (1983) implementation procedures were followed to collect the survey data. A one-page cover letter on the sponsoring institution's letterhead was sent to explain the significance of the research, the importance of the subject's participation, measures taken to ensure confidentiality, and other relevant details (See Appendix B.) Letters were personally addressed to each individual and signed with blue ink by the researcher and the committee chair. The research packet included the cover letter, questionnaire, a business-reply envelope (stamped and addressed to return to the university), and an informed

consent form. (See Questionnaire in Appendix C.) One week following the first mailing, a postcard follow-up reminder was sent to all subjects. (See Appendix D.)

The mail questionnaire had the advantage of geographic flexibility, allowed the subjects to respond in the privacy of their own home, and eliminated the possibility of questionnaire proctor bias. Subjects responded to questions about the collaborative program with which they were involved without having the theoretical concept of collaboration explained to them, thus raising the likelihood that responses would describe actual observations and involvement rather than reflecting theoretical collaborative construction. A limitation of the mail questionnaire methodology is that it is impossible to follow-up on incomplete or unclear responses. In addition, no follow-up or probing questions can be asked.

Additional data, including background and demographic information on participant profiles, was gleaned from a careful review of membership records, minutes, grant reports, and other documents on file for this organization. Gaps in written information about timing and organizational structure were filled by interviews with the director of the program and her assistant. The primary information gleaned from the personal interview was related to length of service by board member, as well as addresses for surveys.

Data Analysis

The body of data obtained from survey findings and study of membership and meeting records of the organization was examined to determine the extent to which it answered the research questions:

1. To what extent were the 19 factors identified by Mattessich & Monsey (1992) perceived to be important and evident in the collaborative process employed by Fauquier Community Child Care, Inc.?
2. What barriers and incentives might be faced by community partners involved in collaboration?

Findings were studied to determine how they related to the research on collaboration. Responses to quantitative questions on the survey were compiled and analyzed with the assistance of the computer software package "Statistical Package for the Social Sciences" (Norusis, 1993).

A code book was developed prior to the mailing of the questionnaire being mailed out to determine in advance how data would be recorded and analyzed. Codes were established for sections A and B as described below. There was no pre-conceived coding scheme established for section C. Codes for this section were determined when the survey process was completed and the data were studied to allow patterns of responses or interrelationships to occur (Patton, 1990).

Section A in the questionnaire represented background of board members. Questions asked in this section were largely quantitative, although several opportunities for open-ended responses were available. Due to the small sample size, demographic questions were not asked to protect the anonymity of respondents.

Section B represented factors related to collaboration. Participants were asked to rate each of 19 factors on an ordinal scale of 1 to 4 to indicate how important they felt each factor was, and how evident in their collaborative process they believed each factor to be. Responses receiving a one indicated little or no importance or evidence. Responses receiving a four indicated participants believed these factors were very important or evident.

Data for this section were analyzed to determine descriptive statistics about each factor, such as frequencies, ranges, modes, and means. To simplify analysis, responses of 1 or 2 were grouped to indicate little or no evidence or importance. Responses receiving a 3 or 4 were grouped to indicate a high degree of importance or evidence. Each factor was analyzed separately, and then the 19 factors were examined as a group to find which factors were most important and most evident. Data were examined to determine which factors had the largest spread between importance for collaboration and evidence in the school-aged child care collaborative. Respondents also had an opportunity to respond to an open-ended question to

determine their observations of the importance and evidence of each of the six categories. An analysis of variance (ANOVA) was conducted to explore if the importance or evidence ratings differed by year service on the board began, length of service, group represented, reason for involvement, involvement in other collaboratives, and outcomes.

Section C offered the most opportunity for participants to respond to open-ended questions about their feelings and observations of the collaborative process and outcomes. They were asked to list the three factors which they considered most important (not in rank order). Frequencies were run on these to see if some factors clearly emerged as more important than others. Responses to questions were examined and coded as patterns and relationships occurred.

Chapter 5

RESULTS

The research questions addressed in this study were 1) To what extent were the 19 factors identified by Mattessich & Monsey (1992) perceived as important and evident in the collaborative process employed by Fauquier Community Child Care, Inc.? and 2) What barriers and incentives might be faced by community partners involved in collaboration? A profile of respondents is presented, followed by a discussion of findings on survey factors. An analysis of variance is examined to explore whether or not there was a relationship between various characteristics about board members and the way in which they responded to importance and relevance of factors. A Least Significant Difference multiple range test was used to determine which response categories differed from importance and evidence ratings. Finally, survey findings on barriers and incentives are presented.

Profile of Respondents

The survey of a community collaborative for school-aged child care was distributed to the total population of members who had served on the board of directors. Surveys were sent to 24 individuals. Nineteen people returned completed responses to the questionnaire (79% response rate). Of those who responded, 68% were female and 32% were male. According to enrollment records available for the board of this collaborative, from the total group

surveyed, 61% were female and 39% were male. Data used for analysis included responses from participants as well as investigation of membership and business records of the board throughout its years of existence.

Of the 24 board members, all but one were white. This compares to enrollment in the program currently of 90% white, 5% black, and 5% other. Staff ratios at this time are one-third black and two-thirds white.

Through self-reporting on the survey, respondents indicated that 21% of board members were parents with children in the program, 11% were private citizens, 21% were representatives of the business community, and 47% were representatives of government or non-profit organizations. A review of membership records indicated that if dual roles had been taken into account, 42% of the members were parents with children in the program.

Half of the parents had a job-related affiliation. The parents' average length of service on the board was 25.4 months. Parents who had no direct job affiliation (50%), served an average of 13.4 months. All parents who had a job affiliation served as an officer at some point. Only 20% of parents with no job affiliation served as an officer.

Twenty one percent of members receiving the survey did not respond. All of the non-respondents were parents with children in the program. Job affiliation seemed to make a difference in that all parents who had a job

affiliation at some point had served as an officer. Only 20% of those with no job affiliation had served as an officer on the board.

Of respondents, 58% had served in the formative years (1990-1992). In this time period the program was getting underway. Roles and responsibilities were being defined. Funding for start-up was sought from grant sources. Policies and procedures were established to guide the program.

One-third of the respondents joined the board during program growth years (1993-1994). Records revealed that at this time the program was expanding, both in number of sites and in scope. The reputation of the program was growing as well as the demand for more services.

Ten percent of respondents joined the board within the next two years (1995-1996). In these years, the records indicate that the program growth in number of sites remained stable. However, growth occurred in number of children enrolled. Minutes revealed that the board focused on stabilizing policies and procedures during this time frame.

Length of service by board members varied. It appeared, from the records, that if members served as much as three years, they cycled off. Two members later cycled back on after taking a break from board membership for approximately one year.

One third of respondents served on the board one to two years. In addition, one third reported serving more than two years. Of those who served

more than two years, 82% indicated that service on the board in some way related to their job.

Two-thirds of respondents indicated involvement with other collaboratives, while one third indicated no involvement with other collaboratives. Of respondents who had a history of involvement with other collaboratives, 36% were involved in one other collaborative, 55% were involved with two to four other collaboratives, and 9% were involved with four or more other collaboratives.

Assessment of Importance and Evidence of Factors Necessary for Collaboration

The factors tested as necessary for collaboration were the 19 factors identified in a national study by Mattessich & Monsey (1992) for the Amherst Wilder Foundation. Factors were grouped into the following six categories: environment, membership, process/structure, communications, purpose, and resources. All 19 factors received an importance rating by at least 63.2% of the respondents. Seventeen of the 19 factors were rated as important by 89.5% or more of respondents. Importance ratings were obtained by counting all responses rating a factor as important or very important. Evidence ratings were obtained by counting all responses rating a factor as evident or very evident. (See Table 1.)

Table 1. Respondents (n=19) Perception of Factors Importance, Evidence, and Difference

<u>Factor</u>	<u>Importance^a</u>	<u>Evidence^b</u>	<u>Difference^c</u>
<u>Environment</u>			
1) History of collaboration exists in community	89.5%	78.9%	10.6
2) Collaborative group seen as community leaders	100.0%	84.3%	15.7
3) Bosses or political leaders support mission	100.0%	68.4%	31.6
<u>Membership Characteristics</u>			
4) Members respect and understand each other	94.8%	73.7%	21.1
5) Community well-represented in membership	94.7%	68.4%	26.3
6) Partners believe benefits offset costs	100.0%	89.5%	10.5
7) Partners able to compromise	100.0%	89.5%	10.5
<u>Process/Structure</u>			
8) Members feel ownership in process & outcomes	94.8%	68.4%	26.4
9) All levels participate in decision-making	73.6%	52.7%	20.9
10) Group flexible in the way it works	89.4%	73.7%	15.7
11) Partners understand roles, rights, & responsibilities	89.5%	63.1%	26.4
12) Collaborative group has ability to sustain through change	100.0%	78.9%	21.1
<u>Communication</u>			
13) Group members interact often	100.0%	73.7%	26.3
14) Channels of communication exist	94.8%	69.4%	26.4
<u>Purpose</u>			
15) Goals clear & realistic to all	100.0%	84.2%	15.8
16) Partners have same vision & agreed-upon mission	100.0%	78.9%	21.1
17) Mission of program matches mission of member organization	63.2%	68.4%	-5.2
<u>Resources</u>			
18) Adequate financial base	94.7%	52.6%	42.1
19) Individual who convenes is fair	94.7%	78.9%	15.8

^aImportance= % respondents who indicated "Very Important" or "Important"

^bEvidence = % respondents who indicated "Very Evident" or "Evident".

^c Difference = "Evidence" rating subtracted from "Importance" rating.

Environment. Almost 90% of the respondents indicated that a history of collaboration existing in the community is important, and 78% of them perceived that there was evidence that this history existed in the community. All of the respondents indicated that it is important for the collaborative group (and by implication, the agencies in the group) to be perceived by the community as leaders, while 84.3% felt it was evident. All respondents believed that it is important for a favorable political or social climate to exist. This was a factor with a large difference between perception of importance and evidence. Only 68.7% felt that this political support was evident.

Membership. Nearly 95% of the respondents indicated that members of the collaborative group should share an understanding and respect for each other and their respective organizations. Seventy-four percent believed that understanding and respect were evident. Likewise, nearly 95% indicated that it is important that the make-up of the collaborative group include an appropriate cross-section of members representing each segment of the community who will be affected by the outcomes of the collaborative effort. Only 68% felt that there was an appropriate cross-section represented.

All respondents felt it was important for collaborating partners to see collaboration as in their own self-interest. This should help individual members feel that benefits of the collaboration offset costs such as loss of autonomy or "turf." In addition, all respondents indicated that it was important that partners

have the ability to compromise. Nearly 90% felt that benefits offset costs, and the same percentage felt that partners demonstrated the ability to compromise.

Process/Structure. The factor "members sharing a stake in both process and outcome of the collaborative" was rated as important by 94.8% of the respondents, while 68.4% felt it was evident. Only 73.6% felt that it was important for every layer within the organization to participate in decision-making. A little more than half (52.7%) perceived that there was evidence of all layers participating in decision-making. While 89% of the respondents indicated that it is important for the group to remain open and flexible in the way that it organizes itself for problem-solving and accomplishing work, only about 74% felt that indeed the group was flexible in the way that it worked.

Nearly 90% of participants believed that it is important that collaborating partners clearly understand their roles on the collaborative board as well as the policy guidelines, but only 63% of participants felt partners understood their roles, rights, and responsibilities. All of the respondents indicated that it is important for the group to be able to sustain itself in the midst of major changes, even if doing so means changing factors such as major goals or membership in order to deal with changing conditions. Nearly 79% indicated evidence of that factor.

Communication. Communication factors received high importance ratings. All respondents indicated that is important for collaborative group

members to maintain open and frequent communication, discuss issues openly, and convey necessary information both within and outside of the group. Only 73.7% reported seeing this communication evident. The majority of respondents (94.8%) indicated that it is important that there be both formal and informal communication linkages. In addition, members should establish personal connections to form a more cohesive group. The evidence of adequate communication channels was marked by 69.4% of respondents.

Purpose. All respondents believed that it was important for concrete, attainable goals and objectives to be clear to all partners, and that a realistic plan for attaining goals be established. However, 84% felt this was evident. All respondents believed that collaborating partners need to have the same vision with clearly identified mission, objectives, and strategy. Nearly 79% felt this vision and mission were evident.

The factor indicated as lowest in importance was that the mission and goals of the collaborating group differ or be unique from the mission and goals of member organizations. While 63% felt this factor was important, 68% felt it was evident in their collaborative.

Resources. Both resource factors received a 94.7% indication of importance. These included that the collaborative group needed to have an adequate, consistent financial base to support its operation, and that the individual who convenes the collaborative group be a skilled convener. A

skilled convener was identified as one having organizing and interpersonal skills, and one who conducts the job with fairness. Nearly 79% felt that the individual who convened the group was fair. The factor with the greatest difference between the level of importance and evidence was the factor relating to an adequate financial base for the organization. Nearly 95% felt that having an adequate financial base was important, while only 52.6% felt there was evidence of an adequate financial base. This factor also was the one that drew the most comments in section C. Many of the respondents indicated that lack of an adequate financial base and also lack of members with knowledge of managing the financial base was one of the biggest barriers faced by the board. In examining responses within the six categories as identified by Mattessich & Monsey (1992), a modest degree of variation occurred between categories. In rank order the categories were environmental (96%), communication, membership, and resources (95% each) followed by process/structure issues (90%), and purpose issues (88%).

Respondents' Most Important Factors for Collaboration

In section C of the questionnaire, respondents were given a chance to select the three factors they considered for collaboration (not in rank order). To obtain overall importance ratings, all responses were tallied by frequency of responses. Through this method, the factors perceived to be the most

necessary for collaboration to occur were:

- 1) Goals must be clear and attainable (13.0%)
- 2) Members must feel ownership (11.1%)
- 3) Finances must be adequate (11.1%)
- 4) Group interaction and communication must be good (9.3%)

It must be noted that 16 of the 19 factors were ranked as most important at least once. Therefore each factor was selected as important relatively few times.

The factors demonstrating the greatest difference between members' perception of importance versus members' perception of evidence contained many of the same factors listed previously. These were the factors that had the greatest variance between importance and evidence, as shown in Table 1:

- 1) Finances must be adequate (42.1 point difference)
- 2) Bosses or political leaders must support program (31.6 point difference)
- 3) Channels of communication exist (26.4 point difference)
- 4) Partners understand roles, rights, and responsibilities (26.4 point difference)

Two other factors had a similar difference:

- 5) Group members interact often (26.3 point difference)
- 6) Community represented in board membership (26.3 point difference)

Analysis of Variance

Although the number of respondents was small, one way analysis of variance (ANOVA) was selected to explore if importance or evidence ratings differed by year service on the board began (Q-1), length of service (Q-2), group represented (Q-3), reason for involvement (Q-4), involvement in other collaboratives (Q-5), and outcomes (Q-6). One-way ANOVA does this by comparing the means for evidence and importance ratings by each response category for these questions.

Importance and evidence scales were calculated by summing the ratings for each on all 19 factors. Descriptive statistics for the two scales are presented in Table 2.

One-way ANOVA results for the importance scale revealed no significant differences among response categories) for any of the questions listed above. This was probably due to the lack of variability in responses (i.e., respondents rated all factors as relatively important).

One way ANOVA for the evidence scale revealed no significant differences among response categories for year service on the board began (Q-1), group represented (Q-3), reason for involvement (Q-4), involvement in other collaboratives (Q-5), and outcomes (Q-6). However, a significant difference among response categories was determined for length of service on the board (Q-2). (See Table 3.)

Table 2. Descriptive Statistics for Importance and Evidence Scales

	Importance Scale	Evidence Scale
Mean	3.543	2.966
Median	3.579	2.789
Standard deviation	.303	.446
Variance	.092	.199
Minimum/maximum	3.00-4.00	2.316-4.000
Valid cases	19	19

(Importance and evidence scales range from 1=low to 4= high)

Table 3. One-way Analysis of Variance for Evidence Scale by Length of Service on the Board

Source	df	SS	MS	F	F-prob
Between groups	3	1.5213	.5071	3.6893	.0360
Within groups	15	2.0618	.1375		
Total	18	3.5832			

Further analysis was conducted using the LSD (Least Significant Difference) multiple range test to determine which response categories, if any, differed by evidence ratings. The LSD test uses t-tests to perform all pairwise comparisons between response categories. For the overall evidence scale, the LSD multiple range test revealed that respondents serving on the board for one year or less were significantly different (.05 significance level) from those serving for two years or more (Table 4).

Given this analysis, it appears that respondents serving on the board for one year or less rated the factors related to collaboration to be more evident than respondents serving on the board for two years or more.

To further explore length of service and the evidence scale, sub-scale scores were calculated for each of the six factors: environment, membership, process/structure, communication, purpose, and resources. One-way ANOVA for each of the evident sub-scales revealed no significant differences among groups for length of service on environment, purpose, communication, and resources. A significant difference between groups for length of service was determined for membership (See Table 5) and process/structure (See Table 6). The LSD multiple range test revealed that for membership, respondents serving on the board for one year or less were significantly different (.0156 significance level) from those serving for two years or more. For process/structure, respondents serving on the board for two years or less were significantly

Table 4. LSD Multiple Range Test Results for Length of Service on the Board

Length of service	Mean
< One year	3.1955*
One year	3.2895*
Two years	2.9949
> Two years	2.5702

* $p < .05$ level.

Table 5. One-way Analysis of Variance for Membership Evidence Subscale by Length of Service on the Board

Source	df	SS	MS	F	F-prob
Between groups	3	1.9181	.6394	4.7881	.0156
Within groups	15	2.0030	.1335		
Total	18	3.9211			

Table 6. One-way Analysis of Variance for Process Evidence Subscale by Length of Service on the Board

Source	df	SS	MS	F	F-prob
Between groups	3	3.2152	1.0717	4.8799	.0146
Within groups	15	3.2943	.2196		
Total	18	6.5095			

different (.05 significance level) from those serving for more than two years (Table 7).

Given this analysis, it appears that respondents serving on the board for one year or less rated membership factors related to collaboration to be more evident than respondents serving on the board for two years or more.

Respondents serving on the board for two years or less rated process/structure factors related to collaboration to be more evident than respondents serving on the board for more than two years.

Analysis of Barriers and Incentives

The most frequently mentioned personal barrier to service on the board was time involvement. One of the most frequently cited recommendations for improving board collaboration was that work needed to be spread more equitably so that no one person or entity was overburdened. Sixteen percent of respondents said they contributed major amounts of time to the project beyond board meetings, and the same proportion said they contributed no time beyond participation in meetings. The remaining (68%) indicated that they had spent a minor amount of time beyond board meetings.

Relationship of mission of the collaborative to individual participants' employment was for some an incentive, and for others a barrier. Just over 1/3 (37%) said that serving on the board had an effect on their job. While less than 2/3 (63%) said that serving on the board had no effect on their job.

Table 7. LSD Multiple Range Test Results for Length of Service on the Board by Membership and Process/Structure

Length of service	Membership Mean	Process Mean
< One year	3.3929*	3.1714*
One year	3.6250*	3.2000*
Two years	2.8750	3.2000*
> Two years	2.7917	2.3000

* $p < .05$ level.

Of those reporting that service on the board had an effect on their job, over half indicated that the effect was somewhat negative. The negative effect was largely related to time involvement, although a few indicated conflict of interest problems between decisions on the job and decisions in the child care program.

Length of service for parents with no job-related affiliation was considerably less than length of service for parents with a job-related affiliation (13.4 months as opposed to 25.4 months). Of non-parent board members, length of service for those with no job affiliation was also considerably less than for those with a job-related affiliation (11.4 months as opposed to 24.7 months). Of those reporting an effect on the job, 43% indicated that service on the board had a positive benefit in that child care services complemented the job responsibility they held. For example, some were able to promote and make child care services available to employees. Others were able to build better networks and partnerships as a result of the affiliation between the child care program and with their job.

Perhaps the greatest incentive for board members to share time and talent working with a collaborative was a sense of personal satisfaction received. Respondents indicated this satisfaction occurred in different ways such as the enjoyment of working with other committed and strong community leaders, and satisfaction of a job well-done in creating an excellent service.

Several parents expressed satisfaction in being able to affect the quality of care their children were receiving. Several partner agencies expressed satisfaction in being a part of creating improved services that benefitted employees in their organization. Another partner organization representative expressed satisfaction in helping the organization accomplish goals through the teamwork that couldn't be accomplished by an individual organization.

The greatest organizational barrier reported was a combination of an inadequate financial base and lack of business-management skills by the collaborative board. This seemed to create an additional strain for the board as they carried out developing the program, and at times appeared to threaten the viability of the program.

A second area of concern was the need for better distribution of workload among members. Some members suffered either personally or professionally from giving too much time to the cause. Others seemed not to be involved enough to have developed a high level of commitment to the program. Minutes of meetings through the years reveal many meetings where a quorum was not present, or business had to stop at some point in the meeting when one member had to leave early, thus breaking the quorum.

Need for better community support was another barrier identified by several respondents. This was expressed as need for support by partner organizations, political leadership, and the community at large. Community

leaders need to make a strong commitment to the goals and mission of the organization. Turf issues between partner agencies created a collaborative barrier.

Summary of Findings

Survey results from the case study of a school-age child care collaborative indicated that respondents felt the collaborative effort produced an excellent or successful outcome in the creation of child care. The 19 factors by Mattessich & Monsey (1992) determined to be necessary for collaboration were verified by respondents. A factor's importance rating did not appear connected to its evidence rating.

Analysis of variance indicated there was a significant difference in members' perceptions of evidence of factors helpful for collaboration based on the length of time they served. Members who served on the board the least amount of time indicated a stronger level of evidence of factors than members who had served a longer length of time.

Barriers to collaboration for individual members were time involved, and for some, an interference with employment responsibilities. Incentives for members to participate in a collaborative effort are personal satisfaction of helping create a needed community service, and getting to work together with other community leaders.

Chapter 6

SUMMARY, CONCLUSIONS, RECOMMENDATIONS, AND IMPLICATIONS

Summary of Study

Collaboration in various forms has been around for years, yet now is increasingly receiving attention. At a time when agency resources are scarce and services offered are categorically focused, family problems are complex and multi-faceted. Collaboration offers communities a way to overcome these problems by bringing two or more partners together to craft new solutions and improve services for families.

Despite the frequency with which this term appears in the literature, applied research is needed to build community models based on a better understanding of the collaborative process and what factors are necessary to produce quality outcomes. In this study, case study methodology was used to examine the relationship of 19 factors identified by Mattessich & Monsey (1992) to the collaborative process for a school-aged child care program in Fauquier County, Virginia. Members of the collaboratively organized board of directors were asked to what extent they perceived each of these factors to be important, as well as evident in the way the collaborative worked to accomplish its goals. In addition, respondents were asked to assess the barriers to and incentives for collaboration for themselves and the organizations they represented.

Significant Findings of the Study

Findings related to factors. Sustainability of a collaborative process does appear to be dependent in varying degrees upon the 19 factors identified by Mattessich & Monsey (1992). Nearly 90% of respondents rated 17 of the 19 factors as important or very important. Of the remaining two factors, only 3/4 of the respondents rated factor number nine relating to "all levels participate in decision-making" as important. In spite of this, a frequently cited recommendation in the narrative section called for a more even distribution of work load among members. Likewise, only 63% of respondents indicated that it is important for the partners to have the same vision and agreed-upon mission (factor number 16), despite the number responding in the narrative section that conflicts between mission of the collaborative and mission of the partner organization created a barrier.

Once members evaluated the importance and evidence of the 19 factors, they were given the opportunity to reflect upon which three factors they thought were most important (not in rank order). Because the selection of important factors was fairly evenly spread among all 19 factors, those selected as most important did not receive a large number of votes. The most important factors were identified as: 1) Goals must be clear and attainable (13.0%), 2) Members must feel ownership (11.1 %), 3) Finances must be adequate (11.1%), and 4) Group interaction and communication must be good (9.3%).

In evaluating the 19 factors for evidence in this collaborative, the factors having the greatest difference between importance and evidence revealed roughly the same factors previously identified as most important. These important but not evident factors are the greatest source of concern for members. These included the following 1) Finances must be adequate (42.1 point difference), 2) Bosses or political leaders must support the program (31.6 point difference), 3) Channels of communication must exist (26.4 point difference), 4) Partners understand roles, rights, and responsibilities (26.4 point difference), 5) Group members interact often (26.3 point difference), and 6) Community well-represented in board membership (26.3 point difference).

The determination of factors perceived to be important but not particularly evident could be beneficial to an organization needing to evaluate areas in the organizational make-up needing further attention. Additional studies are needed to evaluate the effects of various treatments such as clarification of goals or improvement of financial management practices to determine whether such treatments closes the gap between important factors not adequately evident.

Findings related to membership and structure. An examination of membership records revealed that members who served for approximately three years cycled off. Once members took a break in service of approximately one year, however, several came back to serve another term. In an interview, the director of the program indicated that when exit interviews were conducted with

board members completing service, a substantial number indicated that they would be glad to serve the board in a less time-intensive manner if their services were needed.

Job affiliation appeared to affect service in several ways. Whether parent or agency representative, those members who had a job-related affiliation with the child care program served an average of one year longer. For parents who had a job-related affiliation with the program, all of them served in a leadership position of either officer or committee chair. For parents who had no job-related affiliation, only 20% served in a leadership position. It is unclear whether leadership was more affected by job-related affiliation or length of service. Of those members serving more than two years, 82% served in a leadership capacity.

Relationship to a collaborative member's job appears to have an effect on the role and length of service a member gives an organization. Future research could examine the strength of this factor in relationship to board service to determine if there are additional factors that cause a member to feel connectedness or personal benefit for serving.

By and large, respondents did not appear to be strangers to the collaborative process as 2/3 indicated that they had served on other collaboratives. Additional research might examine the relationship of experience in working with other collaboratives on the way a board member

serves on a board. Further, one might ask how many collaborative partners either currently or previously had worked with other board members. Does this have a positive or negative effect? Is a different level of orientation needed for board members who have had no prior experience with collaboratives than for

Inclusion of membership reflective of the population served was cited as important to respondents. One said "get more involvement by those affected." "Would have had more minority representation from the community at large," said another. "Encourage more parent support so that eventually they would be a majority representation on the board," said yet another.

Indeed, records reveal that inclusiveness was a problem for the program, despite numerous attempts to increase minority membership to make it more reflective of minority participation by students and staff. While membership of the board has been 96% white, employment for the program is two-thirds white and one-third black. Children participating in the program currently are 90% white, 5% black, and 5% other. This board should study methods of recruitment to look for barriers preventing recruitment of a balanced board membership which would be more reflective of program stakeholders.

A significant difference was noted between those who served less than one year and those who served more than one year in how evident they perceived the 19 factors to be. Those who served less than a year tended to believe that there was a higher level of evidence for all 19 factors than

members who served for longer periods. One explanation for this might be that members serving less time had not been involved long enough to experience some of the difficult times and hard decisions needed to run an on-going program. They may not have gotten heavily enough involved in leadership roles to see the inner-workings of the program.

Implications for dealing with this finding would include the involvement of an adequate mix of experienced board members with new members. Orientation for incoming board members, as well as individual mentoring from experienced board members could help newcomers adapt and contribute to the process. One member said that he (or she) didn't know the policies, procedures, and history of the group as established in the beginning. This respondent suggested that the transition to a new board should be gradual so that all history is not lost.

Findings related to barriers and incentives. One of the most frequently cited barriers was the need for professional financial management and more business-like ways of conducting board business. Members had a number of suggestions to solve this problem. "Establish a more business-like system of checks and balances for program management by dividing it into two equal axes of responsibility: 1) Operations, and 2) Financial management," said one. A solution suggested by another board member was to include in the board

membership mix a few more individuals specifically selected for their finance and business management expertise.

Further research of collaborative programs could examine the effect of secure finances and business practices on the functioning of the board and the outcome of the program. It would be useful to know whether or not voluntary collaboratives for child care have a more difficult time with financial management than for-profit programs, and if so, what difference it makes.

Obviously, programmatic outcomes will not be based purely on collaborative structure. One survey respondent pointed out that staff have a great impact on this area. Further research should look at whether or not there are differences in staff policies and procedures for non-profit organizations versus for-profits. This type of study could examine whether or not organizational structure affects frequency of staff turnover, staff job satisfaction, and caliber of qualified staff a program could retain.

Without a doubt, the most frequent personal barrier to collaboration was the time involvement needed to run a program of this magnitude. The time barrier negatively affected members at several levels including time to accomplish job responsibilities, family time, and personal time. One solution offered by several participants was to increase the membership on the board, and to pay attention to distribution of workload so that no one person is over-taxed. Members feeling over-taxed on the amount of time they had invested in

the program resulted in a failure to make quorum at a number of meetings which resulted in wasted time in meetings because official action could not be taken. A review of meeting minutes revealed that this was, in fact, a valid observation.

Another important factor mentioned by participants was the need for support from the member organizations represented on the board. Respondents felt that support beyond merely sending a representative was needed by those organizations committed to the collaboration. This was spelled out further by one participant who called for more "collaborative ownership" from each board member. Interestingly, the factor that related to support from the member organizations (Factor number 17, mission of program matches mission of member organization) was the only factor perceived as more evident than important. This factor received the lowest rating with only 63.2% of respondents indicating it was important. Perhaps respondents did not link congruity of the mission of the member organization with support from the member organization. Another person said that the thing that they wish could change to enhance collaboration was to increase "support from member organizations beyond just sending a representative." Literature review supported the importance of this factor. Bruner (1992, p.15) stated that:

One reason for the disappointing performance of many interagency groups is that responsibility for attending meetings is relegated to those

without significant decision-making authority or with little interest in changing the manner in which their own agency interacts with other agencies.

When partner agencies allow representatives to participate in collaborative processes without adequately supporting the mission of the collaborative, they defeat the purpose of collaboration. By definition, collaboration differs from coordination, cooperation, or communication in that member organizations bring resources to the table and accept a common mission of the collaborative which is separate from their own organizational mission. This level of commitment is difficult for partner agencies to achieve because of difficulty in accounting for an employee's time and getting agency credit or visibility for work accomplished.

The strongest incentive for service to the school-aged child care collaborative was a sense of personal satisfaction for a job well done in creating a quality program. Respondents reported that they enjoyed working with other strong and committed community leaders. Several parents indicated satisfaction in being able to have a positive effect on the quality of care their children were receiving. Several representatives of partner organizations indicated satisfaction that their role in the child care collaborative in some way helped them achieve a goal held by the partner organization. Another partner

organization expressed the belief that teamwork had accomplished what no individual organization could accomplish alone.

Limitations of the Study

This study focused on people who have been a part of the child care collaborative in Fauquier County, Virginia. This was a very specific collaborative study, therefore conclusions cannot be drawn that are generalizable to all collaboratives. The study does, however, provide data-rich information that should be beneficial to other community-based collaboratives.

It was beyond the scope of this case study to examine the correlation between collaborative processes and organizational or programmatic outcomes. Additional studies might test the correlation between factors and outcomes. It would be useful to see whether or not greater evidence of the 19 factors would make a difference in the quality of the service provided by programs such as the child care collaborative. Because this research was specific to one collaboratively organized child care program, further research would be beneficial to test the universality of these factors for other types of collaboratives (e.g., intra-agency as well as inter-agency, corporate collaborations and international ones).

Implications

Implications for boards. Understanding that board members do not tend to serve for longer than approximately three years, it is important to pay

attention to recruitment of new members on an on-going basis. Replacing outgoing members with new ones should be planned and gradual, with a deliberate education and/or mentoring orientation so that the sense of purpose, history, policies, and procedures is not lost.

It was interesting to note that several former board members for Fauquier Community Child Care cycled back on the board after taking a year or so of leave. As members' terms expire, boards would do well to create a structure which would allow out-going members to provide expertise and specific services rather than keeping them on the board to deal with day-to-day operations of the program. To keep these ex-officio members up to date on program growth and development issues and keep communication flowing, one board member could be responsible for communicating on a regular basis with former board members so that they retain a sense of ownership in the project. Harnessing specialized talent offered by former members could help ease the load of currently active board members and bring more people into the collaborative.

As collaborative boards continue to search for opportunities to recruit new board members, they need to examine policies that encourage retention of members for a full term. Finding ways to help potential new members see a personal relationship with serving on the board, such as through providing a service they need or can relate to, can get credit for, or can benefit from, may help the recruiting process. One example of a personal benefit was

experiences by members whose employment in some way related to the mission of the collaboration.

All 19 factors identified by Mattessich & Monsey (1992) appear to be important in the collaborative process. A board could use the evaluation process modeled in this study to periodically check to what extent members believe important factors are evident. A board retreat setting would be good place for members to establish goals for increasing the evidence of important factors necessary for collaboration. For example, in this study, while 95% of members felt that it is important for members to understand and respect each other, only 75% felt that this level of respect was evident. This board might ask what strategies they should take to increase members' capacity to understand and respect each other.

Ninety-five percent of respondents felt that it is important for membership to represent a cross-section of the community or of stakeholders, while only 68% believed that board membership reflected this cross-section. Strategies need to be developed to recruit board members who are more reflective of program stakeholders or the community represented.

Board members need to feel that it is vital to the life of the board that they actively participate and support the organization. Minutes of this board and comments on the survey indicate that the board experienced difficulty making quorum for regular meetings. Steps need to be taken to ensure that members

feel needed in the process. In addition, one fourth of the members did not feel that communication between board members was evident or adequate. Communication strategies should be discussed at a board retreat to elicit ideas for ensuring that all members feel needed and connected.

While 90% of the membership believed that it is important for partners to understand their roles on the board, only 63% felt that it was evident. Better training for new board members and regular review of board job descriptions would help board members understand what was expected of them.

Lack of an adequate financial base and lack of skilled leadership for business management appeared to be one of the greatest barriers faced by this board. Board recruitment efforts could target potential new members who are financially or business savvy. Lacking this, it appears that the board should consider hiring services they lack.

While members report a sense of pride and satisfaction in the program created by Fauquier Community Child Care, this study points to process and procedure issues that need improvement. The Fauquier collaborative has much to be proud of in that the program created is currently providing quality child care for 348 children. Community partners each stretched beyond expectations to accomplish together what no single agency could accomplish alone.

Implications for partner agencies. Agencies increasingly are getting involved in collaborative projects. Collaboration offers a number of benefits to

partner agencies. At a time when agency resources are limited, sharing both human and nonhuman resources can result in a more comprehensive solution to problems than any single agency could achieve. While offering the advantage of conserved resources, collaboration also diminishes the risk of duplication with services provided by other organizations. Though there is a danger of lost agency identity, collaboration can provide the potential for greater visibility through shared accomplishments. Collaboration has become a critical ingredient for obtaining grant funding. Indeed, the history of collaborative development for Fauquier Community Child Care can be linked to proposal requirements from start-up grants.

Agency leaders who profess to believe in collaboration should do several things. They need to provide supportive leadership to the collaborative project. The agency needs to regard time spent in collaborative work as a bona fide part of the representative's job responsibilities rather than add-on work. Agencies who profess to believe in collaboration need to adopt a less hierarchial and more collaborative/facilitative structure. Representatives sent by an agency to a collaborative project need to be empowered to make decisions without coming back for permission before decisions are made. Agencies need to be clear and generous in their assessment of resources or gifts that can be offered the collaborative venture.

Challenges faced by agencies involved in a collaborative process include the need to develop an understanding of how to measure outcomes, and ways to report the cost/benefit of collaborative participation. Agencies struggling for community visibility may need to find new ways to obtain visibility through collaborative participation. Agency reporting cycles often differ from collaborative time frames, indicating a need for more flexibility in time lines and reporting cycles.

Implications for communities. Information gained from this case study of collaboration and others like it should prove valuable as community groups seek to solve problems with collaborative solutions. Community collaboration is an involved process and informed, visionary leaders could benefit from understanding barriers and incentives learned by other similar groups so that unnecessary mistakes are avoided. Respondents in this study indicated that they felt this collaborative could be a useful prototype for other community collaboration. One participant said that if they could offer advice to other communities considering collaborative projects, they would encourage them to not "reinvent the wheel," but rather to learn from information, ideas, and experiences of other groups who have formed successful collaborations. Collaboration also offers a community greater power to mobilize resources to bring positive action.

Implications for education and for Cooperative Extension. This study reinforces the understanding that collaboration is an important force for change in communities. "Developmental contextualism as a view of human development grew out of the scholarly model found in land grant colleges and human ecology" (Miller & Lerner, 1994, p. 24). Therefore, land grant colleges could benefit from incorporating a collaborative model into the educational process preparing professionals for community leadership roles.

Indeed, the need for development of strong community leaders was indicated in this study. "Leadership was what made this program the success that it was," said one participant. Other study respondents cited the need for people who were visionary, who had a thorough understanding of the community and systems within the community, and for people who had financial and people management skills. View & Amos (1994) indicated that of six communities studied in their research, individuals with strong leadership skills capable of being an effective advocate for services for children was a critical need for collaboration. In spite of this, they stated, "community stakeholders do not seem to be directing much attention to the issue of leadership development" (p.6). Cooperative Extension has the capacity to provide this kind of leadership training.

The Carnegie Corporation (1992) called for faculty at higher education institutions to conduct relevant research that can be applied to family and youth

development programs, thereby enabling community programs to develop theory-based intervention strategies. They also suggested that such institutions prepare educators to work collaboratively with community-based organizations to promote positive youth and family development.

Accomplishing the goal of better preparing professionals for leading community collaboration has several implications for education and extension. Faculty collaboration is necessary to facilitate interdisciplinary integration (Colarulli & McDaniel, 1990). Universities have been challenged to view their scholarship from a problem-focused perspective rather than a disciplinary-based one (Miller & Lerner, 1994). The land grant institutions hold a unique opportunity to involve extension faculty in the creation of knowledge and in the identification of research problems. Likewise, researchers need to be involved in the design and assessment of extension programs (Harriman, 1994). Professionals can more effectively respond to critical needs of society by recognizing the values and benefits of collaboration, by acquiring the necessary skills, and by putting collaborative skills into practice (Woodell, 1994). Forsythe, Meszaros, & Turner (1994) stated that "because of the integrative philosophy of the field, home economists who are prepared to function as team members are ideally positioned to participate in collaboration" (p.29).

Conclusion

In response to questions posed at the beginning of this research, conclusions are as follows:

- 1) The 19 factors identified by Mattessich & Monsey (1992) as necessary for collaboration were determined to be important for the process followed by Fauquier Community Child Care, Inc. While these same factors were also evident in the way the collaborative process functioned, members did not perceive these factors to be evident in the same proportion to which they felt these factors were important.
- 2) Barriers to collaboration included personal time involvement, lack of adequate financial management practices, the need for better distribution of workload, and the need for better support from the community and the partner agencies. Incentives for collaboration included personal satisfaction with the service created, as well as appreciation for the opportunity to work with strong community leaders. Other incentives included the opportunity to accomplish collectively what no one member or partner could accomplish alone.

The research model developed by Mattessich & Monsey was not yet created when the Fauquier Community Child Care, Inc. board formed, yet it served as an effective assessment instrument for examining the collaborative process. Program models such as the collaboration achieved by Fauquier

Community Child Care, Inc., provide valuable direction for how communities can work together to strengthen services for families and children. For this county, collaboration truly has been "a force for change" (Melaville & Blank, 1993).

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Appendix A
Informed Consent

VIRGINIA POLYTECHNIC INSTITUTE AND STATE UNIVERSITY

Informed Consent for Participants of Investigative Projects

TITLE OF PROJECT: Factors Affecting Community Collaboration: A Case Study of a School-aged Child Care Project

PRINCIPAL INVESTIGATOR: Beverly S. Butterfield

You are invited to participate in a study about community collaboration. This study involves completion of a questionnaire to evaluate factors necessary for community collaboration relative to the development of the School-aged Child Care Collaborative in Fauquier County, Virginia. This study will include every person who has ever served on the Board of Directors for Fauquier Community Child Care. Because of your expertise in working collaboratively on this board to create a school-aged child care program, you are being asked to help with this research project.

This study is based on an empirical study conducted by researchers for the Amherst-Wilder Foundation relative to factors necessary for collaboration. You will be asked to assess to what extent you believe that these factors are important for collaboration, and to what extent you believe these factors were evident in the school-aged child care collaborative.

You may be assured of complete confidentiality. The envelope has an identification number so that we may check your name off the mailing list when your questionnaire is returned. Your name will never be placed on the questionnaire. All questionnaires will be returned to Virginia Tech, checked off the list, and analyzed as a group so that responses remain anonymous.

You may receive a summary of the results of this research by writing "copy of results" on the back of the return envelope, and printing your name and address below it. Please do not write this information on the questionnaire itself.

Should you have questions about this research or its conduct, please contact:

Beverly S. Butterfield
Investigator

(540) 347-8650
Phone

Rebecca Lovingood
Faculty Advisor

(540) 231-6541
Phone

Ernest R. Stout
Chair, IRB
Research Division

(540) 231-9359
Phone

SUBJECT'S PERMISSION

I know of no reason I cannot participate in this study. I understand that I am to answer the questions asked of me to the best of my ability. I have read and understand the conditions of this project and that my name will not be attached with my response to questions. I hereby acknowledge the above and give my voluntary consent for participation in this project.

SIGNATURE _____ DATE _____

Appendix B

Letter to Accompany Survey

March 21, 1996

Address

Dear

The collaborative process is increasingly being cited as necessary to create services needed by America's youth and families. Complex family and community problems coupled with scarce resources from the human services agencies is creating the need for a new way of doing business. Increased understanding of when collaboration could be employed and factors that contribute to a successful process could save precious human and non-human resources including time, talent, and money.

Because of your expertise in working collaboratively to create a school-aged child care program, I am writing to ask for your help with a research project in progress at Virginia Tech. Each person who has ever served on the Board of Directors of Fauquier Community Child Care, Inc. (whether or not they were a part of the original board) is being asked to provide information about factors affecting the collaborative process which created the school-aged child care program. In order to assure that the results of the survey fairly represent this community collaboration, it is important that each questionnaire be completed and returned.

You may be assured of complete confidentiality. The envelope has an identification number so that we may check your name off the mailing list when your questionnaire is returned. Your name will never be placed on the questionnaire. All questionnaires will be returned to Virginia Tech, checked off the list, and analyzed as a group so that responses remain anonymous.

You may receive a summary of the results of this research by writing "copy of results" on the back of the return envelope, and printing your name and address below it. Please do not write this information on the questionnaire itself.

I would be most happy to answer any questions you might have. Please write or call. My telephone number is (540) 347-8650. I need to have your survey returned as soon as possible, but **no later than March 28, 1996.**

Thank you in advance for your assistance.

Sincerely,

Beverly S. Butterfield
Masters Degree Candidate

Rebecca Lovingood
Major Advisor

Appendix C
Survey Instrument

**FACTORS AFFECTING COMMUNITY
COLLABORATION FOR SCHOOL-AGED
CHILD CARE: A RURAL VIRGINIA
PROGRAM**

**Virginia Polytechnic Institute
Graduate Research Project
Beverly Butterfield**

March 1996



FACTORS AFFECTING COMMUNITY COLLABORATION

Information gained from this questionnaire will be used to assist educators and policy-makers in designing effective collaborative projects. Respondents can be assured of complete confidentiality. Please complete the questionnaire with the most appropriate answers and return no later than April 5, 1996. Thank you!

=====

A. YOUR BACKGROUND IN THE PROJECT:

1) In what year did you begin your service on the Board of Directors? _____ (Year)

2) How long did you serve?

- Less than 1 year One year
 Two years More than two years

3) What group were you representing? (Check the most appropriate one).

- Parent with a child in the program
 Private citizen with an interest in child care
 Representative of the business community
 Representative of a government or non-profit agency
 Other _____

4a) Was the decision for you to be involved on the board (Check the most appropriate one):

- Mandated by your employer?
 Voluntary by you, with some relation to your job?
 Voluntary by you, but no relation to your job?
 Other _____

4b) Did your service on the board have an affect on your job?

- Yes No

4c) If yes, please describe:

5a) Have you been involved in other collaborative projects?

- Yes No

5b) If yes, please describe:

6) What was your time commitment on the board beyond participation in board meetings: (Check one)

- Major time commitment for leadership beyond meetings
 Minor time commitment for leadership beyond meetings
 No time commitment beyond attending meetings

B. FACTORS RELATED TO COLLABORATION:

The following section deals with factors related to collaboration. Please rate each factor on the following:

- a) The extent to which you believe the factor is important for collaboration. Response choices range from 1-4, with 4 being very important to 1 being not important.
- b) The extent to which you believe the factor was evident in the Fauquier school-age child care collaborative. Response choices range from 1-4, with 4 being very evident to 1 being not evident.

Please circle one response in each of the rating categories for each factor.

Factor <i>Environment</i>	How Important?				How Evident?			
	Very Important	3	Not Important	1	Very Evident	3	Not Evident	1
1) A history of collaboration or cooperation exists in the community and offers the potential partners an understanding of the roles and expectations required in collaboration and enables them to trust the process.	4	3	2	1	4	3	2	1
2) The collaborative group (and by implication, the agencies in the group) is perceived within the community as a leader—at least related to the goals and objectives it intends to accomplish.	4	3	2	1	4	3	2	1
3) Political leaders, opinion-makers, persons who control resources, and the general public support (or at least do not oppose) the mission of the collaborative group.	4	3	2	1	4	3	2	1
Comments about environment:								

Factor	How Important?				How Evident?			
	Very Important	3	2	1	Very Evident	3	2	1
Membership								
4) Members of the collaborative group share an understanding and respect for each other and their respective organizations: how they operate, their cultural norms and values, limitations and expectations.	4	3	2	1	4	3	2	1
5) The collaborative group includes representatives from each segment of the community who will be affected by its activities.	4	3	2	1	4	3	2	1
6) Collaborating partners believe the benefits of collaboration will offset costs such as loss of autonomy and "turf".	4	3	2	1	4	3	2	1
7) Collaborating partners are able to compromise, since the many decisions within a collaborative effort cannot possibly fit the preferences of every member perfectly.	4	3	2	1	4	3	2	1

Comments about membership:

Factor	How important?				How evident?			
	Very Important	3	2	1	Very Evident	3	2	1
Process/Structure								
8) Members of a collaborative group feel "ownership" of both the way the group works and the results or product of its work.	4	3	2	1	4	3	2	1
9) Every level (upper management, middle management, operations) within each organization in the collaborative participates in decision-making.	4	3	2	1	4	3	2	1
10) The collaborative group remains open to varied ways of organizing itself and accomplishing its work.	4	3	2	1	4	3	2	1
11) The collaborating partners clearly understand their roles, rights, and responsibilities; and how to carry out those responsibilities.	4	3	2	1	4	3	2	1
12) The collaborative group has the ability to sustain itself in the midst of major changes, even if it needs to change some major goals, members, etc. in order to deal with changing conditions.	4	3	2	1	4	3	2	1

Comments about process or structure:

Factor	How Important?				How Evident?			
	Very Important	3	2	1	Very Evident	3	2	1
Communication								
13) Collaborative group members interact often, update one another, discuss issues openly, convey all necessary information to one another and to people outside the group.	4	3	2	1	4	3	2	1
14) Channels of communication exist on paper, so that information flow occurs. In addition, members establish personal connections--producing a better, more informed, and cohesive group working on a common project.	4	3	2	1	4	3	2	1
Comments about communication:								

Factor	How Important?				How evident?			
	Very Important	3	2	1	Very Evident	3	2	1
Purpose								
15) Goals and objectives of the collaborative group are clear to all partners, and can realistically be attained.	4	3	2	1	4	3	2	1
16) Collaborating partners have the same vision, with clearly agreed upon mission, objectives and strategy. The shared vision may exist at the outset of collaboration; or the partners may develop a vision as they work together.	4	3	2	1	4	3	2	1
17) The mission and goals or approach of the collaborative group differ, at least in part, from the mission and goals or approach of the member organizations.	4	3	2	1	4	3	2	1
Comments about purpose:								

Factor	How Important?				How Evident?			
	Very Important	3	2	Not Important	Very Evident	3	2	Not Evident
Resources								
18) The collaborative group has an adequate, consistent financial base to support its operations.	4	3	2	1	4	3	2	1
19) The individual who convenes the collaborative group has organizing and interpersonal skills, and carries out the role with fairness. Because of these characteristics (and others), the convener is granted respect or "legitimacy" from the collaborative partners.	4	3	2	1	4	3	2	1
Comments about resources:								

C. COLLABORATIVE PROCESS AND OUTCOMES:

1) Of the 19 factors just rated, which 3 do you feel are the most important for collaboration to occur? (not necessarily in rank order). List the number of the **three most important** factors from Section B above.

2) Based on the experiences that you had working with this collaboration, overall, how would you describe the outcome of the effort?

3) Based on your experience, what would you have changed about the process of this collaborative to make a more effective outcome?

4) Based on your experience, what barriers did you face personally in serving on the child care board?

5) What barriers did the board face in accomplishing its objectives?

If you served on the board as a representative of a human services agency or organization, please answer the next two questions. If not, skip to question 8.

6) What barriers, if any, did the **organization** you represent face because of your involvement in the child care collaborative?

7) Were there any **personal** incentives that you experienced because of serving on the child care board of directors?

8) What incentives, if any, did the **organization** you represent experience because of involvement in the child care collaborative?

9) If you were to give advice to another community considering a collaborative project, what would it be?

Thanks for your responses!

Appendix D
Reminder Post Card

Postcard sent as Reminder

Date

Last week a questionnaire seeking information to used in a research project concerning factors necessary for collaboration was sent to you. You were selected to participate in this survey because of your service at some time on the Board of Directors of Fauquier Community Child Care, Inc.

If you have already completed and returned it to me, please accept my sincere thanks. If not, please do so today! It is extremely important that your views be included in this study, irregardless of the length of time that you served on the board so that the results accurately represent the perceptions of Board members regarding the collaborative process.

If by some chance you did not receive the questionnaire, or it has been misplaced, please call me right now at (540) 347-8650 and I will mail another one to you today.

Sincerely,

Beverly S. Butterfield

Vita

Beverly S. Butterfield
Virginia Cooperative Extension
Fauquier County Office
24 Pelham Street, Suite 20
Warrenton, Virginia 20186
(540) 347-8650

Professional Experience

Current: Extension Agent, Unit Coordinator
Family and Consumer Sciences Agent
Fauquier County Extension Office (7 years)

Past: Extension Agent, Home Economics
Augusta County (3 years), Shenandoah County (7 years)

Education

1996 Master of Science in Home Economics Candidate: Housing, Interior
Design and Resource Management, Va. Tech, Blacksburg, Va.

1979 Bachelor of Science, Bridgewater College, Bridgewater, Va.
Major: Home Economics Minor: Sociology

Areas of Expertise

Family resource management education, volunteer organization, collaborative approaches to community problem-solving, and school-age child care development.

Significant Accomplishments

Development of a collaboratively-led school-age child care program for Fauquier County, Helped assemble and pilot a training curriculum for Welfare reform clients, Mentoring training for community volunteers to assist Welfare Reform Clients, Organization and initial implementation of AARP's Women's Financial Information Program for Virginia Extension, Fellow with the Virginia Collaborative Leader's Program, and team member for Virginia Self-study Review Committee for Experiment Station Research and Cooperative Extension.

Professional Affiliations

American Association of Family and Consumer Sciences, Virginia Association of Family and Consumer Sciences, Epsilon Sigma Phi, VESA, National Association of Extension Home Economists, Virginia Association of Extension Home Economists.

Beverly S. Butterfield