

Author's Note:

Although the following was published in 1982, many of the issues discussed are still relevant today. However, please take into consideration the date of this publication when reading the following.

THE ART OF THE POSSIBLE



"For years we've been on different sides. Now what do we do???"

School Board/Municipal
Government Cooperation



**The Art of the Possible:
School Board/Municipal Government Cooperation**

Was Developed By:
The Educational Improvement Center - South
In Cooperation With:
The New Jersey League of Municipalities
and
The New Jersey School Boards Association

Authors

Guy M. Salani
Community Process Consultant
John E. Radig
Community Education Consultant
Roy E. Mahoney
Alternative Education Director

Primary Consultants

William Dressel, Assistant Executive Director
New Jersey League of Municipalities
Joseph Flannery, Director of Field Services
New Jersey School Boards Association
Toby Simon, Assistant Director in Service Education
New Jersey School Boards Association

A special thanks to all of the
secretaries of EIC - South

Illustrations & Book Designs
Guy M. Salani

Copyright - Educational Improvement Center-South 1982.

*This program was made possible in part through a grant administered
by the NCEA Leadership Development Project and provided by the
Charles Stewart Mott Foundation.*

Additional copies of this kit are available by writing or calling:

Educational Improvement Center-South

207 Delsea Drive

R.D. 4, Box 209

Sewell, New Jersey 08080

(609) 228-6000

THE ART OF THE POSSIBLE

I. INTRODUCTION.....	page 1
● An Approach for the 80s	
II. NEW CHALLENGES.....	page 2
● National Perspective	
● Authorities Speak Out	
● Separation's the Rule	
● New Jersey Perspective	
● Cooperation's the Need	
III. COOPERATION.....	page 7
● A Definition	
● Cooperation is Workable	
IV. RESEARCH.....	page 9
● Details of One Study	
● Community Profile	
V. REAL BENEFITS.....	page 11
● Categories of Cooperation	
● Community Programs: Purchasing	
● Facilities & Grounds: Personnel:	
● Support Services	
● Equipment: Communications: Planning:	
● Planning Continued	
VI. LOOKING DOWN THE ROAD.....	page 12
● Plans and Priorities	
● Investigating	
VII. CLOSER LOOK.....	page 19
● A Summary of Responses	
● Cooperation Equals Efficiencies	
● Simple & Informal First	
● Start Projects Needing Cooperation	
● No Unpassable Barriers	
● Local Recommendations	
● Insights	
● Share the Wealth	
VIII. RECOMMENDATIONS.....	page 27
● Action at the State Level	
IX. APPENDICES.....	page 28
A. Planning Instrument	
B. Interview Findings	
C. New Jersey School - Government Cooperation	
D. National School - Government Cooperation Resources	
E. Footnotes	
F. Selected Bibliography	

Introduction

An Approach for the 80s

This guidebook is specifically designed for school and municipal government officials, state officials and concerned citizens interested in improving the efficiency of the two organizations that use or abuse the majority of our local tax dollar...school districts and municipal governments.

In no way or part does this book claim to be a "catch-all" solution for the problems and challenges of the financially bleak 80's. But a careful review of the material will reveal methods that are successful in improving the services and operations of both school districts and municipalities at a local level, without continuously axing programs or repeatedly taxing citizens.

The guidebook provides over 70 methods and reasons to "do more for our local taxpayer with less money." Every method reviewed has been cited for its success, proven adaptability and "business sense and logic" in an indepth study of 12 Southern New Jersey communities, typical of towns and cities across America. The principles in this study are a product of field experience. They work.

With the purse strings tightening up in Washington and state capitols across America, our public officials have been seeking "innovative" methods to reduce expenses...(for many, rifting, taxing and axing certain programs, people and operations seem to be the most inventive methods to date--until now...)

This book is a positive tool for beating the tax or ax RAP of survival in the 80's. It is, in fact, a study of the Art of the Possible.

ENJOY

New Challenges

National Perspective

Over the last two decades, public institutions in America have had to respond to an increasing number of social needs. This growing responsibility, caused by the rapid growth of our society, has created new demands on both school districts and municipal governments. These demands could only be met through specialized programs, services and personnel. On a local level, school boards and municipal governments have found it necessary to provide such additional services as health and nutrition, welfare, daycare, counseling and referral, safety, senior citizen programs etc.

Politicians, political scientists and educators have been concerned about the growing complexity and overlap of school and government operations across the country. The United States Conference of Mayors listed increased city-school cooperation as a priority area in a 1979 issue paper.

Cities and school districts should be sensitive to the fact that they are taxing the same citizens. Without careful management, a duplication of facilities and services can occur...cities and schools should expand their efforts to cooperative planning and coordination on urban issues.

Presently, municipal governments and school districts both command a great share of the public's tax dollar. While existing under mandates of responsibility to serve the taxpayer, both bodies need community support to remain effective. And, they often provide many similar or even duplicated services such as transportation, recreation, community programs, local planning, employment of personnel, ownership and maintenance of facilities and grounds, etc.

Authorities Speak Out

Critics site the duplication of services and operations, double charging the public, a destructive competition for tax dollars, divided public interest, waste and gross inefficiency as a result of this complicated and competitive structure.

Robert Hildebrand, Director of the National Association of County Services, supports communication and cooperation between schools and local governments as an "integral part of future survival." He noted in the Community Education Journal of April, 1980:

It is now apparent, as enrollment and funding for social services continue to dwindle, and as inflation continues to erode tax dollars, cost-conscious legislators will no longer tolerate the turf-building and petty jealousies that have proved to be the major block to communication and cooperation between schools and local governments.²

Fred Hechinger, President of the New York Times Foundation, Inc., wrote in a New York Times article titled, "Rising Issues: Schools and City Hall," supported this position by saying:

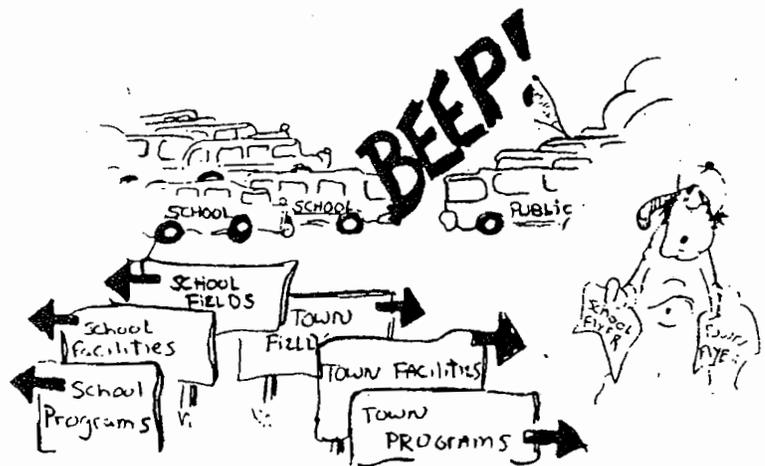
This country has paid a heavy price for the separation of school administration from public administration.³

But public education and local governments have continued to walk separate paths. Most school districts do meet with their municipal governments during budget preparation or the planning of a major capital improvement project such as the construction of a new school. But, aside from these state-mandated encounters, the two bodies rarely maintain contact.

Separation's the rule....

John Warden, summarized the impact of separatism in a piece he wrote for The Community Education Journal.

...both politics and specialization have contributed heavily to the division of government from public education...and likewise, many educators have found that education's theme of 'freedom from politics' has only become a separate bureaucratic system for collecting and redistributing community resources.⁴



Why don't they get together and make up their minds ?

New Jersey Perspective

New Jersey, like other states, has left the era of managed growth and is entering a decade of declining resources. The tax base for public education and local government is at its peak. State mandated programs, without financial aid to support them, are severely hindering local administration and operation. Inflation still outstrips local abilities to support public activities and high energy and insurance costs are confounding local financial managers. Added to this mix is a decreased school population, an increasing number of school closings due to faltering school budgets, stiff cap laws (state mandated ceilings on local/school-municipal budget increases) and the possibility of statewide voter initiatives such as California's Proposition 13 and Massachusetts' Proposition 2½.

New Jersey taxpayers are also caught in the shift of fiscal responsibility from the federal government to our state and local governments. Not only are the federal funds being severely decreased, they are now allocated in a new manner.



What will the states do with added responsibility ?

Cooperation's the need

This "New Federalism" approach to local and state control can offer headaches to the unimaginative or stagnant public official. But the creative and innovative public leader may view this new approach to financing and control as an opportunity to create new and more effective administrations and operations at the local level.

Still, the question remains...What can municipal governments and school districts do to cope with our state's changing economic, political and social times? Can public institutions sufficiently change their operations and service delivery systems to meet the demands of the 80's (to accomplish more, or at least the same, with less)?



It can work can't it ?

Cooperation

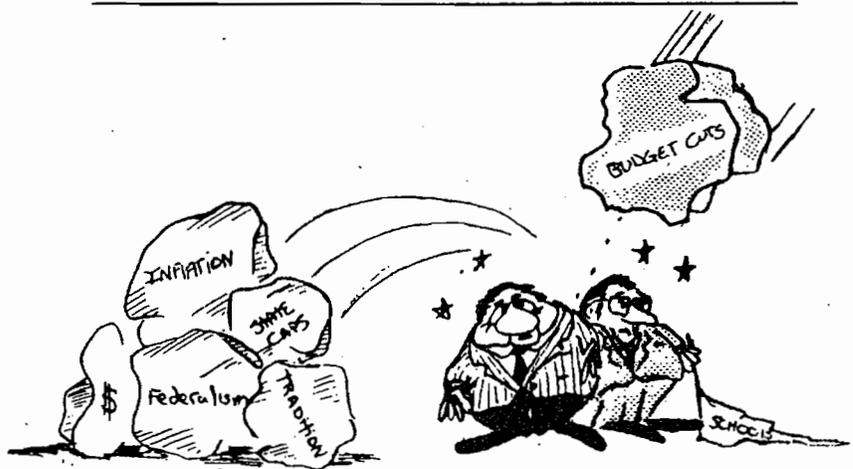
A Definition

DEFINITION

Cooperation: Combined action or effort, put forth by two or more bodies for the common purpose of maximum effectiveness and efficiency.

Communication and cooperation between school districts and local governments is an integral part of the solution to many of the aforementioned problems. This conclusion is drawn from observations of New Jersey communities now practicing school-government cooperation, conversations with local school and government policymakers and administrators and discussions with educators and government leaders at the state level.

Both municipal officials and school administrators agree that the social, economic and political climate of New Jersey and many other states (as described in the Perspective Section) can be considered bleak at best. And, if local governments and schools do not shift operations to meet these challenges, the question will no longer be where to trim the fat...but what can be cut to insure survival.



Maybe it's time to change strategies, before all this I was over six feet tall.

Cooperation is Workable

Local officials conclude; increased communication and cooperation between schools and municipalities does lead to a more efficient use of local, state and federal tax dollars, a streamlined and more efficient service delivery system (instead of a reduced one), cost savings and better planning for local programs, services and facilities.

Philip E. Geiger, Superintendent of Galloway Township Public Schools, recently noted:

...to say the least, our district literally saves thousands of dollars per year through cooperative action with the municipal government...we have maximized the use of our school facilities, personnel and our tax dollars...}



Cooperate with whom? On what?

Research

Details of One Study

It was necessary to support or dispute the initial conclusions drawn from our observations and interviews, so a complete data search was conducted. A review of literature and previous research (using a Computer Data-Base System including Educational Resource Information Center, Dissertation Abstracts and the Current Index to Journals in Education), and a manual literature review revealed only limited amounts of information.

Most of the data indicated the need for further study on the relationships between school districts and municipal governments.

The collected data supported cooperation between the two bodies, but raised questions concerning the areas of possible cooperation, cost savings, planning benefits, community benefits and implementing the process.

The authors sought out the guidance and insight of the New Jersey League of Municipalities and the New Jersey School Boards Association. Together we agreed a descriptive, state of the art study of "the best of school district-municipal government cooperation" was needed in order to learn if the logic of the idea produced the tangible results.

Accordingly, twelve southern New Jersey communities known to the research group as having a conscious, comprehensive and on-going cooperative effort, were selected for study. Their municipal and school district boundaries are contiguous. These communities are described in the following chart.

Community Profile

SOUTHERN NEW JERSEY COMMUNITIES SELECTED

Community/District	Grade Level		Type	
	K-8	K-12	*Type I	**Type II
Atlantic City		X	X	
Vineland		X	X	
Upper Deerfield	X			X
Glassboro		X		X
Voorhees Township	X			X
Galloway Township	X			X
Palmyra		X		X
Bordentown Township	X			X
Somers Point	X			X
Upper Township	X			X
Berlin	X			X
Pittsgrove Township		X		X

*In New Jersey, a Type I district's board of education is appointed by the municipal government. Its budget is determined by a committee of two board members and three elected officials.

**In New Jersey, a Type II district's board of education is elected by the voters. Its budget is also voted upon by the local citizenry. If voted down, the municipal government determines if a budget reduction is in order; and the amount it is to be reduced.

The data reported in this publication is drawn from these twelve communities, through an in-person group interview (Appendix A) with officials selected to represent both the municipal government and board of education. These individuals were selected because of their knowledge of local cooperative efforts. In most cases the Superintendent, Mayor, or Municipal Administrator were the persons interviewed.

This guidebook is designed to proceed step-by-step through the identification of major areas of cooperation to specific examples of cooperative action and benefits, a status report of twelve New Jersey communities, barriers, conclusions and recommendations on implementing cooperative action in your community.

Real Benefits

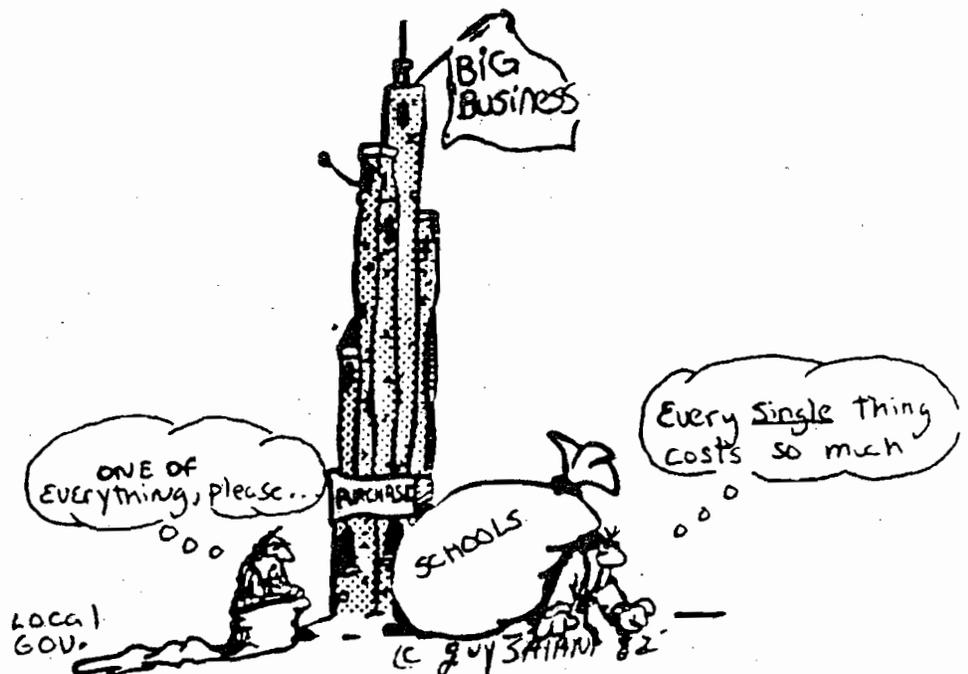
Categories of Cooperation

There are over 70 cooperative ventures that schools and municipalities can work towards, but no doubt other innovative approaches will be added to the list. Most of these actions are presently being practiced within the twelve New Jersey communities involved in this study.

These cooperative activities are broken down into eight general categories:

- A. COMMUNITY PROGRAMS
- B. PURCHASING
- C. FACILITIES AND GROUNDS
- D. HIRING OF PERSONNEL
- E. SUPPORT SERVICES
- F. EQUIPMENT USE
- G. COMMUNICATIONS/PUBLIC RELATIONS
- H. PLANNING

The following list illustrates examples of cooperation from each category. These examples are in brief form, with the purpose of highlighting just a few of the tangible benefits. As an idea reference, a running list of possible areas of cooperation and an in-depth analysis and status report of cooperation will be included in the following sections.



Community Programs: Purchasing

A. COMMUNITY PROGRAMS

1. Atlantic City saved over \$200,000 last year by cooperating with the school district on sponsoring, implementing and placing community programs. The programs were coordinated and altered by both the schools and the city to avoid duplications and double charges. These programs were then jointly placed where needed and many times the schools housed these activities to save on rental fees and serve as a central location for community residents.
2. In Bordentown, the school district and the municipal government ran competing community programs. This inefficient use of resources and planning time created a duplication of services to the community. Through cooperation, jointly-funded and sponsored Community Education and recreation programs were started. The costs were immediately cut 50% and over-all attendance increased. The school district and municipality then used the surplus funds to expand the existing programs. Many of these programs are also held either in the schools or on school grounds to avoid additional rental or service charges.

B. PURCHASING

1. The school district and municipality of Voorhees saved over \$30,000 last year by cooperatively purchasing computer terminals. Though each body purchased their own terminal, the computer hardware systems were compatible. This allowed for interchangeable software programs, operators and time-slots. Considerable savings were also possible because both computers were purchased as a package at a lower cost.
2. In Vineland the city, the school district and the local electrical utility jointly own and operate a computer. Regularly scheduled "users" meetings iron out problems and plan schedules and applications for the future. Vineland's city government owns another computer especially designed to manage energy consumption in buildings. Six of the city's schools are now tied into the system resulting in great savings to the taxpayer.

Facilities & Grounds: Personnel:

C. FACILITIES AND GROUNDS

1. The Woodruff School in Upper Deerfield was previously unused after 3:00 p.m. daily and on weekends. Cooperation between the school district and municipality enabled them to turn the building into a Community Center which provided tremendous service to the community that was previously unavailable. If either body were to rent or lease this space and equipment, the cost would be tremendous. Both the school district and the municipality agreed that "many, many thousands of dollars are saved yearly." But just estimating the cost savings was unfair because it does not take into account the many community benefits and opportunities now available through cooperation. Both bodies also attributed much of the positive public support (90% positive) for the programs and facilities to communication and cooperation.
2. Galloway Township applied for an Economic Development Act Grant and received over \$500,000. Although the township had its own needs, communications with the school district revealed a community need for an addition to be built on the middle school. Because both groups had been involved in successful cooperative efforts before, the funds were ear-marked to build the needed addition. This cooperative act would have not been possible without open communications and trust between the two bodies.

D. PERSONNEL

1. Glassboro saves their taxpayers over \$10,000 per year by cooperating on the maintenance of athletic fields and grounds. The maintenance personnel from each body are shared --when one crew has "off-time" they help the other. This eliminated the need to hire additional help or bring in a private contractor and avoided a double-charge. A double-charge is where one public body charges the other for a service--thus double-charging the taxpayer because initial salaries and operating costs are normally paid. Glassboro also saves over \$5,000 per

Support Services

year through cooperative efforts in maintaining the school bus fleet. The borough garage services the school buses, only charging the school district for parts. This arrangement cut costs, avoids a double-charge and results in improved service delivery for both bodies.

2. Both the borough and school districts of Berlin jointly hired an insurance consultant to determine areas where cooperative insurance ventures or insurance pooling are possible and cost effective.

E. SUPPORT SERVICES

1. The town and the school district of Glassboro entered a safety program together to maintain school property and bus routes more effectively. In addition to the town plowing bus routes first, as a priority during snow days, the borough also trims back tree limbs and removes fallen trees from school property. This cooperative effort saves dollars because the district does not have to hire private contractors.
2. In Pittsgrove Township, the school board of education and central office staff are housed in the municipal building. This major cooperative effort grew out of the previous successes both bodies achieved through working together. The cost savings and service improvements were tremendous:

- Shared electric to save dollars;
- Consolidated maintenance and custodial service;
- Centralized services for the community
- Avoided duplicated space and energy costs;
- Shared storage and filing space; Savings by not building a separate building; and
- Centralized telephone systems and operators, meeting areas and parking area.

Equipment: Communications: Planning:

F. EQUIPMENT

1. Galloway Township saves over \$12,000 per year by cooperating on the purchase and use of automobiles. The cars are used by the personnel of both bodies when needed and are maintained in the borough garage. This cooperative venture provides a needed service--transportation--to both bodies in the most efficient manner possible.
2. Both the school district and the municipality of Somers Point have developed a pool of maintenance tools, athletic equipment, tables and chairs, etc. for each to draw from when needed. This avoids buying more equipment than necessary and dollars are saved by pooling the resources available.

G. COMMUNICATIONS/PUBLIC RELATIONS

1. The school district and the municipal government of Somers Point act cooperatively in producing newsletters, print materials and community calendars for community programs. Since many times community programs themselves are sponsored by both bodies, they cooperate on the production, promoting and timing of publicity. This effort also avoids competing brochures and aids in presenting a unified approach to meeting community needs.
2. The township and school district of Upper Deerfield share the use of a bulk mailing permit. This action saves dollars by avoiding a duplicated service.

H. PLANNING

1. In Palmyra, the school district and the municipal government cooperate on developing master plans. While each body "formally" completes and administers their plan, much of the information needed is transferred and shared between the two. Not only does this cooperative effort save on planning time, red tape and roadwork, it keeps all fighting over the budgets out of the press. Although there are probably some

Planning continued

savings from these efforts, the true benefit comes from coordinating the spending, needs and resources of both bodies for the best impact. These cooperative efforts enhance the public image of both bodies respectively and support the philosophy of long-range fiscal planning, regardless of varying fiscal years.

2. Upper Deerfield developed an "open invitation" policy and philosophy between the two bodies for each to review the other's programs, plans, budgets, etc. This grew out of a need for each body to be aware of the other's needs/problems/operations and is a great help to cooperative efforts.



Duplicated services? Never happen.....

Looking down the road

Plans and Priorities

ACTION IN THE FUTURE

In addition to listing some of the major cooperative efforts presently ongoing in the sample communities, the authors feel their report should also describe some of the future areas of cooperation currently under discussion.

A brief list is provided, highlighting some of their plans and priorities:

The school district and the municipality of Galloway Township are exploring the possibilities of joint in-service programs. Held twice yearly for the personnel of both bodies, the focus of the in-service would be creative problem solving and resource sharing. The main theme of these sessions would be, "become aware of the daily operations of both groups." They are also exploring methods to coordinate and centralize their switchboard operators and telephone systems. Both groups agree that cooperation in this area would save money and increase the system's efficiency.

Somers Point is researching the purchase of gas/fuel oil/energy as a means to cost effectiveness. Both the town and the school district show interest in the concept of buying in greater volume to save per item costs.

The schools and municipalities of Berlin Borough and Voorhees Township have also identified cooperation on the purchase of fuels and consumable supplies as a future goal. Again, the concept of buying more to save money is the reason.

Upper Township, Somers Point and Pittsgrove Township have all identified the cooperative purchase of computer hardware systems, supplies and software as a future priority.

Shared storage space is also the future priority identified by Pittsgrove Township. Both bodies agree that money would be saved by sharing the cost of shelving, the vault and facilities. And, that a joint filing system to keep central office records in order would also help increase office efficiency.

Investigating

IDEA REFERENCE

Use the actual group interview survey instrument (Appendix A) as a running list of possible areas of cooperation in your community. What other areas could you add?

You might use this to see what areas of cooperation your community is presently practicing, or as an idea reference to determine which areas you feel your community should be working toward. When completed by yourself or a group of policy-makers and/or administrators, it will give you direction for planning and action. (See Appendix B for the study's findings.)



Closer Look

A Summary of Responses

A CLOSER LOOK: AN IN-DEPTH ANALYSIS
OF
INTERVIEW QUESTIONS

Now that specific cost-saving practices have been outlined and a running list of possible cooperative actions has been introduced as an idea reference for your community, it is necessary to note that not all of the benefits from cooperative action came in the form of cost-savings.

A large section of these benefits stem from a need for better planning, improved programs and service delivery, improved public support for both bodies and a smoother system for long-range planning. Yet cost efficiency is an important and integral piece of the overall puzzle. Again, the main purpose of this project is to illustrate how a community can positively affect all of these areas with the resources at hand through a cooperative approach.

Seven open-ended questions were used to complete the group interviews. The purpose of the questions was to provide indepth analysis of the reasons for cooperation, local barriers to cooperation, formal policies surrounding or enhancing cooperative action, state regulations and recommendations for implementing the process in your community. These questions and their responses are summarized as follows:

1. Overall, what do you believe to be the primary reasons for cooperation?

Community Benefit - In general, community benefit was the first and most important reply. Both bodies, throughout the twelve communities, felt that all the specific benefits (listed next) came under and added to overall community benefits.

Cooperation = Efficiencies

Cost Efficiency and Savings - Both bodies felt that cost efficiency and avoiding program/service duplications went hand-in-hand. Generally, the majority of cost-savings fell under the areas of cooperatively purchasing supplies, fuels, services and equipment, sharing personnel and cooperating on the maintenance of public facilities, vehicles and grounds.

Community Programs - Initially, it was felt that no money was saved on new programs. But, that cooperation allowed both bodies to evaluate existing programs, eliminate duplication and use the dollars saved to improve existing programs and then add new ones where needed.

Streamlined Service Delivery - Streamlining service delivery systems was a top priority for both groups. By cooperating, usually in the areas of personnel, maintenance, communications and public relations, and joint planning sessions, both bodies agreed they were able to cut planning time, simplify services and effectively coordinate their activities for maximum efficiency.

Planning - A philosophy of cooperation opened lines of communication between the two bodies. The phrase most often heard in the interviews was "each body knew what the other was doing." In terms of planning, they were able to merge priorities, co-sponsor events, programs and long-range projects, co-write grants for funding, cooperate on budgets and coordinate activities to reach a common goal more efficiently.

Public Support - Improved planning led directly to increased public support. All "in-fighting" over budget preparation was kept out of the press, political boundaries were dropped during cooperative planning sessions and public involve-

Simple & Informal First

ment was emphasized. Those surveyed unanimously noted that during meetings when a cooperative venture is discussed, politics is secondary. One public official capsulized this idea when he said, "It's never a 6-3 or 5-4 party vote when it comes to deciding on how we can work together for community benefit." "Politics is second to what's good for our town!" Still, both groups realized the need to maintain one's "own identity," but stressed that communication and cooperation allowed them opportunities to be viewed positively by community residents for trying to improve overall operations. The general attitude was..."face it, we both need public support to remain effective and communication and cooperation between both bodies is a good way to reach this goal."

2. Are there any formal policies that guide the development of school/government cooperation?

In many areas, Community Education/Recreation Programs and the community's use of a school facility are under a written cooperation policy. This occurs because Community Education/Recreation Programs and Personnel i.e. (director) in these districts involves the transfer of funds and defining responsibility at the policy level as well as at the personnel level through job descriptions.

But, the general consensus was that most cooperative activities are initiated in an informal manner.

The feeling was the more formal the policy, the more binding the regulations and that only leads to limited action. A philosophy of cooperation usually takes the form of an unwritten, but general understanding--"doing it because we want to--not because we have to."

Start Projects Needing Cooperation

Informality and personal familiarity of one body with the next, right down to individual members knowing each other personally, were listed as key ingredients. "Start talking, get to know one another, keep it flexible and work toward a common goal."

3. Do any formal groups exist for the purpose of fostering school/government cooperation?

The general response to this question was no. Again, the philosophy behind cooperative action is to keep the lines of communication open and keep it informal. "...Meet over dinner and a drink and discuss what can be done initially..."

However, community councils, and certain community programs do encourage dialogue between the group. For example, Bordentown Township's community council consists of all the Board of Education and Municipal Officials. It meets bi-monthly to discuss the Community Education/Recreation Program and other topics of mutual concern. This council also receives regular input from the public via a citizen's advisory committee appointed by the council.

It is believed that any program or committee that draws members from both bodies together for a common goal can be viewed as a positive showcase.

4. Are there any local barriers that block cooperation or communication in your community?



No Unpassable Barriers

The general response to this question was no—no unpassable barriers. However, the barriers that do exist, generally occur in attitude—the attitude or image one body has of the other. Tradition and a lack of acceptance to change, especially in the areas of responsibility and compromise, can be blocks to communication and cooperation.

Occasionally, pressure from local interest groups (such as Little League, etc.) can put a block on cooperative efforts. But again, both bodies stressed that the pressure and the attitudes are not insurmountable and can be overcome.

5. How do you feel you can overcome these local barriers?

Start small and informally--this offers opportunities for members of both bodies to change operations slowly and easily.

Do not dwell in the past. Look to the future..."a small step is the first step." Drop tradition and replace it gradually with a "we can" philosophy."

Stick to areas of mutual interest and need. Also, keep the efforts flexible. Allow either body the opportunity to drop out of a particular activity if it is not mutually beneficial.

More specifically, keep your priorities merged so both bodies have a common goal. This will thwart any local pressure groups from a "divide and conquer attempt."

Local Recommendations

Agree on a standard for communicating cooperative ventures and plans to the public. Emphasize that cooperative action and coordination are beneficial to the entire community and stress that community needs receive top priority over individual or small group needs. State that cooperation is a drive toward identifying and grouping a community's resources. Both bodies will then have more to draw from and be able to provide better service for all residents at a lower cost.

If pressure still increases from certain interest groups, let them state their opposition in a public forum, possibly at a town council meeting. By putting the opposition in the public spotlight and "allowing" them to publically announce that their interests are over and above community needs, support from the community will then be generated favoring cooperative endeavors and pressure will in turn be put on the opposing group to cooperate.

6. What would you recommend to school and government officials who want to begin cooperative efforts?

Keep it informal--get to know one another over dinner, a cup of coffee or participation in a social or service activity.

Do not bring both boards together to start talking cooperation right away. Start one-on-one, allowing each side to become aware of the possibilities, to investigate and report back.

Be an enabler. Try to maintain interest in cooperation and encourage dialogue by helping to identify mutual problems or opportunities for cooperation.

Encourage individuals from either body to become aware of the philosophy of cooperation by providing them with information. Then allow them time to evaluate the information and investigate further. Once interest is established, it is time to identify one person from the "otherside" who is willing to talk about cooperation. If interest is established, provide more information and suggestions to linkup over one small item as a highlight.

Insights

The key ingredient...obtain support from the full-time administrators--the Superintendent, Assistant Superintendent, School Board Secretary, Business Administrator, Solicitor, Community Education Director, Town Clerk and Mayor. Their support is essential because they are the administrative base for the policy group. Again, utilize the general theme of community benefit, public support and cost-savings as an approach.

Identify local needs and problems and through communication, determine what cooperative actions will best fill these needs. Start with one visible item that will get community participation and then build on your cooperative efforts from there.

Provide an opportunity for either body to dropout of an activity that is not mutually beneficial. This will help keep initial activities non-threatening.

Board members from the school district can be designated to attend town council meetings and council members can be designated to attend school board meetings.

Twice yearly, full-time administrators from each body should sit down together and ask, "What is it we should do this year for the community that our individual groups can't do by ourselves?" Then both sides can analyze and compare their needs in terms of public interest, mutual benefit, community benefit, commitments, etc.

During co-op activities and planning sessions, politics and party ties should be dropped, keeping a central theme of community benefit in mind.

Develop an open invitation policy so each group can review programs, plans, models, finances, etc. This will provide a vehicle for constant and open communications and allow both bodies to be aware of each other's operations/problems.

Share the Wealth

Develop (mutually) a "general" policy statement on cooperation as a strategy to keep it on-going as officials change office, etc. Such a policy statement may include:

- A. Rationale for Cooperation;
- B. General Theme (Specific for Area);
- C. Direction and Long-Range Goals; and
- D. Information Sharing

Share the wealth. There should be enough success for everyone to take credit--for no individual needs to claim it, nor any one body.



A sign of the times.....take the initiative and change yourself.

Recommendations

Action at the State Level

STATE LEVEL RECOMMENDATIONS

The project authors feel that certain changes at the state level would only benefit expanding cooperative efforts on a local level. Here is a list of these recommendations, based solely on the field experience and professional judgement of the authors.

- That the state associations representing school boards and local governments mutually develop and pass resolutions endorsing and encouraging school district-municipal government cooperation.

- That the administrative branch of state government thoroughly explore the benefits of cooperation between agencies at the local level, especially between school districts and municipal governments; and also at the state level, for the possible adoption of this approach as an administrative priority.

- That the State Board of Education and the Department of Education and Department of Community Affairs develop and initiate strategies or encourage cooperation at the local level.

- That the government and state legislature seek all means possible to reduce barriers to school district-municipal government cooperation at the local level and make cooperation attractive to local policy-makers.

- That the necessary resources for technical assistance service on this topic for school districts-municipal governments be allocated to the appropriate agency(s).

Appendices

PREVIOUS
PRESENT
DISCUSSION
FUTURE

● PROGRAMS

- 1. Police "In School" Program ("Officer Friendly," etc.)
- 2. Inservice Programs
- 3. Home Fire Prevention Program
- 4. Day-Care Programs
- 5. Senior Citizen Services Housed in School
- 6. Anti-Violence/Vandalism Campaigns
- 7. Community Recreation Programs/Adult Education
- 8. Other _____

● SHARED SUPPORT SERVICES

- 1. Employees Regularly Perform Services for the Other Body.
- 2. Snow Removal
- 3. Trash Removal
- 4. Maintenance of Identified Buildings
- 5. Maintenance of Athletic Fields/Grounds
- 6. Discarding Equipment and Supplies
- 7. Coordination of Donations and Contributions
- 8. Storage of Records in Fireproof Safe
- 9. Other _____

	PREVIOUS	PRESENT	DISCUSSION	FUTURE
1. Police "In School" Program ("Officer Friendly," etc.)				
2. Inservice Programs				
3. Home Fire Prevention Program				
4. Day-Care Programs				
5. Senior Citizen Services Housed in School				
6. Anti-Violence/Vandalism Campaigns				
7. Community Recreation Programs/Adult Education				
8. Other _____				
1. Employees Regularly Perform Services for the Other Body.				
2. Snow Removal				
3. Trash Removal				
4. Maintenance of Identified Buildings				
5. Maintenance of Athletic Fields/Grounds				
6. Discarding Equipment and Supplies				
7. Coordination of Donations and Contributions				
8. Storage of Records in Fireproof Safe				
9. Other _____				

● Now, please review the list again and pick one cooperative action in each category you together feel would be most important for future action in your community.

INTERVIEW QUESTIONS

1. Overall, what do you believe to be the primary reasons for cooperation?

2. Are there any formal policies that guide the development of school/government cooperation?

3. Do any formal groups exist for the purpose of fostering school/government cooperation?

4. Are there any local barriers that block cooperation or communication in your community?

5. How do you feel you can overcome these barriers?

6. What would you recommend to school and government officials who want to begin cooperative efforts?

APPENDIX B
STUDY FINDINGS

DIRECTIONS for the Interviewee

Together please review the listing of cooperative actions noted below. Identify for the interviewer those school-government cooperative actions that were Previously Practiced but currently not operational; those which are Presently Practiced and those which are Presently Under Discussion.

● PURCHASING

1. Liability Insurance
2. Property Insurance
3. Medical/Health Insurance
4. Employee Benefits
5. Computer Terminal and/or Services
6. Consumable Supplies/Materials
7. Gasoline
8. Fuel Oil
9. Other _____

● HIRING AND USE OF PERSONNEL

1. CETA Personnel
2. Security Guards
3. Community Education/Recreation Director
4. Crossing Guards
5. Affirmative Action Officer:
 6. Solicitor
 7. Architects
 8. Accountants
 9. Insurance Appraisal
 10. Auditor
 11. Maintenance Personnel
 12. Other: _____

● PLANNING AND LIAISON

1. Community and School District Master Plans
2. Joint Grant Development
3. Regularly Scheduled (semi-annual, quarterly) Meeting of Members of Both Bodies
4. Public Building Site Selections
5. School Board Representatives Delegated to Attend Municipal Government Meetings
6. Municipal Government Members or Representatives Delegated to Attend School Board Meetings
7. School Board Members or Representatives Assist Municipal Government in Budget Preparations
8. Municipal Government Members or Representatives Assist School Board in Budget Preparations.
9. Joint Placement of Members or Representatives on Local Bodies; i.e. Planning Board, Zoning Board, etc.
10. Other _____

	PREVIOUS	PRESENT	DISCUSSION	FUTURE
				1
				1
		3	4	2
	1	3	1	1
	1	1	1	
		2	2	1
	2	2	1	
	2	6		
	1	2		1
	3	8		1
	1			
		2		
		1		
		2		
		1		
	3	5		
		1		
	4	7		
	5	6	2	1
	1	3		2
	1	3	1	
	1	2		1
	1	2		1
	1	3		
	1	3		
	1	4		
				1

	PREVIOUS	PRESENT	DISCUSSION	FUTURE
● FACILITIES/GROUNDS				
1. Outdoor Space and Grounds	4	11		1
2. Office Space.	5	7	1	
3. Warehousing/storage space		4	1	
4. Joint Planning of Construction and Use of a Facility by Both Bodies.	3	3		
5. One Motor Pool to Service Vehicles for Both Bodies. . .	4	2	1	
6. Joint Use of Space (school or municipal) for Combined School and Community Library	1	2	1	1
7. Other _____	1	3		
● USE OF EQUIPMENT				
1. Audio Visual Equipment	1	4		1
Vehicles:				
2. Cars		3		
3. Trucks	3	7	1	
4. Graders.	2	5		
5. Buses	2	6		
6. Tractors	3	10		
7. Other _____		3		
8. Switch Board.				2
9. Printing Capacities	2	3		
10. Data Processing/Computer Terminals.		2	3	2
11. Microfilming Records.		3		
● PUBLIC RELATIONS/COMMUNICATIONS				
1. Joint Newsletters	1	3		2
2. Community Calendar.	2	5		
3. Mailings/Flyers	1	3		
4. P.R. Services	1	1		1
5. Bulk Mailing.	2	2		
6. Sponsor Community Programs.	2	6		
7. Joint Development of Standards for Communicating Budgets to the Public	2	2	1	1
8. Other _____	1	2		

	PREVIOUS	PRESENT	DISCUSSION	FUTURE
● PROGRAMS				
1. Police "In School" Program ("Officer Friendly," etc.)	3	10	1	
2. Inservice Programs		3		2
3. Home Fire Prevention Program	3	9		
4. Day-Care Programs	1	4		
5. Senior Citizen Services Housed in School	2	5		1
6. Anti-Violence/Vandalism Campaigns		4		2
7. Community Recreation Programs/Adult Education	3	8		2
8. Other		3		
● SHARED SUPPORT SERVICES				
1. Employees Regularly Perform Services for the Other Body	2	9		
2. Snow Removal	2	10		
3. Trash Removal		5		
4. Maintenance of Identified Buildings		2		
5. Maintenance of Athletic Fields/Grounds	1	10		1
6. Discarding Equipment and Supplies		6		
7. Coordination of Donations and Contributions		3		
8. Storage of Records in Fireproof Safe		2		
9. Other				

● Now, please review the list again and pick one cooperative action in each category you together feel would be most important for future action in your community.

APPENDIX C

NEW JERSEY
SCHOOL-GOVERNMENT COOPERATION

RESOURCE PEOPLE

Dep't. of Community Affairs

Matt Ernandes, Comm. Specialist
Bureau of Local Gov't. Services
Dep't. of Community Affairs
363 West State Street
Trenton, New Jersey 08625
Telephone: 609-292-5365

Dep't. of Education

Ron Butcher, Director
Office of Community Education
3535 Quakerbridge Road
Box 3181
Trenton, New Jersey 08619
Telephone: 609-292-6370

EIC-Northeast

Verne Patrick
2 Babcock Place
West Orange, NJ 07052
Telephone: 201-731-8400

EIC-South

John Radig
RD#4, Box 209
Sewell, NJ 08080
Telephone: 609-228-6000

N.J. League of Municipalities

William Dressel
Assistant Executive Director
407 West State Street
Trenton, NJ 08618
Telephone: 609-695-3481

N.J. School Boards Association

Joseph Flannery, Director
Field Services
383 West State Street
Trenton, NJ 08619
Telephone: 609-695-7600

APPENDIX D

NATIONAL
SCHOOL-GOVERNMENT COOPERATION

RESOURCES

National Ass'n. of Counties
440 First Street, NW
Washington, DC 20001
Telephone: 202-393-6226

Nat'l. School Boards Ass'n.
1055 Thomas Jefferson St., NW
Washington, DC 20007
Telephone: 202-337-7666

U.S. Conference of Mayors
1620 Eye Street, NW
Suite #600
Washington, DC 20006
Telephone: 202-293-7330

Community Education Liaison
U.S. Office of Education
ROB #3, Room #5622
Washington, DC 20202
Telephone: 202-245-0691

Communications Department
Charles Stewart Mott Foundation
1200 Mott Foundation Building
Flint, Michigan 48502
Telephone: 313-238-5651

Each state has State Department and in many cases, University Personnel able to provide you with information and technical assistance on School Board/Municipal Government Cooperation. For a listing of these people, write the Communications Department of the Mott Foundation and ask for a free copy of A Guide to Community Education Resources.

APPENDIX E

FOOTNOTES

1. Carol Moody Becker, "Community Education and City Goals and Services" (issue paper prepared for the United States Conference of Mayors, Washington, DC, 1979) pp.10 and 16.
2. Robert F. Hilldebrand, "A Way to Improve Services," The Community Education Journal, (April, 1980), pp. 2-3.
3. Fred Hechinger, "Rising Issue: Schools and City Hall," The New York Times, (July 5, 1966), pp. E5-6.
4. John Warden, "Community Education as a Political Act?" Community Education Journal, (April, 1980), p. 6.
5. Statement by Dr. Philip Geiger, personal interview, September 15, 1981.

APPENDIX F

SELECTED BIBLIOGRAPHY

- Englebert, Earnest, A. Public School-Municipal Government Relationships. New York: Thomas Crowell, Inc., 1938.
- Godlewski, Stanley P. "An Identification of Certain Problems Arising from School District and Municipal Government Relationships in N.J." Unpublished Doctor's dissertation, Rutgers University; 1961.
- Harp, Robert. "Cooperation--Municipalities and School Districts." New Jersey Municipalities, Vol. XXV, No.7, October, 1958, p.38.
- Norlan, Robert L. "School District Rapprochement." Public Administration Review, XVIII, No.2, Spring, 1950, pp. 113-117.
- Otis, Pat. Community Education - Proven Practices: Government Participation. Washington: Government Printing Office, 1980.
- Ringers, Joseph Jr. Creating Inter-Agency Projects. Charlottesville, VA, Community Collaborators, 1979.
- Smith, Owen. "A Comparison of Public School Operating Costs with Local Government Operating Costs in Selected Colorado Communities." Unpublished Doctor's dissertation, Colorado State College, 1966.
- Trochil, Bennett. "The Relationship Between School and Municipal Government Officials in Selected Cities in the State of Utah." Unpublished Doctor's dissertation, Utah State University, 1973.

