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**COPRODUCTION OF RECREATION SERVICES:
AN INTEGRATED APPROACH TO PUBLIC SERVICE
DELIVERY**

By
Martin Sandhurst

A Practicum
Submitted to the Faculty of Graduate Studies
in Partial Fulfillment of the Requirements
for the Degree of

MASTER OF CITY PLANNING

Department of City Planning
University of Manitoba
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MARTIN SANDHURST

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ABSTRACT

This practicum research considers a problem expressed by the City of Winnipeg Parks and Recreation Department concerning its involvement with voluntary not-for-profit groups in the design and delivery of recreation services. The purpose of this practicum is to develop the framework for creating an appraisal technique, which will enable the Winnipeg recreation department to assess the merits of nonprofit group proposals for the joint design and delivery of recreation services. The appraisal technique will focus on the particular service milieu of the Winnipeg recreation department, but will also be of interest and benefit to similar recreation departments which are comparable in terms of service variety, size, budget, jurisdiction, and mandate.

With this problem and purpose in mind, the research proceeded as follows. A review of the planning and recreation literature led to the identification of the coproduction concept as an appropriate theoretical framework for government-voluntary not-for-profit sector interactions. The next stage of the research consisted of the design, distribution, and analysis of a questionnaire sent to representatives of comparable public recreation departments in Western Canada. Analysis of the questionnaire responses and additional documentation sent by department representatives tends to support contentions formulated as a result of the literature review. Findings from the literature review and questionnaire were synthesised to establish a conceptual framework for an appraisal technique.

With some modification, the Coproduction Appraisal Technique is expected to allow the City of Winnipeg Parks and Recreation Department to assess voluntary not-for-profit group coproductive effort proposals. The technique represents one component of a larger approach to enabling or facilitating community involvement in public recreation service delivery decisionmaking. The technique has been developed to encourage voluntary not-for-profit group interest and participation in recreation facility construction and operation, in Winnipeg and comparable locales.

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CHAPTER ONE: INTRODUCTION

PROBLEM STATEMENT

Municipal government agencies share concerns about coordination and cooperation in the delivery of public recreation services. Both the Ontario and Manitoba provincial recreation ministries attempt to encourage better coordination and cooperation among groups involved in recreation service delivery (Province of Ontario, 1988 and Province of Manitoba, 1991) because coordination and cooperation among these groups is poor or inadequate. The City of Winnipeg Parks and Recreation Department shares these concerns. Like other municipal recreation departments, it is involved with a variety of groups in the delivery of a number of recreation services. It, too, would prefer better coordination and cooperation among recreation service groups such as other levels of government, voluntary not-for-profit groups, service clubs, and commercial enterprises.

The City of Winnipeg Parks and Recreation Department is involved with voluntary not-for-profit groups in the development and operation of several public recreation facilities. The department wants to remain involved in such endeavours in the future, but its representatives have concerns about the consequences of these ventures. Instances of these partnership arrangements are similar in terms of the responsibilities of each partner and the conditions attached to formal partnership agreements (which resemble leases). The similarities have not, however, resulted from consistently applied policy and program requirements. Instead, each partnership arrangement has been developed in an ad hoc fashion, but with some reference to previous agreements. The department has recognised that a case by case approach to partnership agreements is not optimal, and wants to develop the means to systematically evaluate voluntary not-for-profit partnership proposals in the context of its operating philosophy and policy.

PURPOSE STATEMENT

The purpose of this practicum research is to develop the framework for creating an appraisal technique, which will enable the City of Winnipeg Parks and Recreation Department to assess the merits of voluntary not-for-profit group proposals for the joint delivery of recreation services. In the process, the extent of public subsidy or support warranted for such involvement will be investigated. It is the contention of this practicum that the research on coproduction represents the appropriate framework for the development of a practical appraisal technique for a public recreation department. Despite the fact that recreation professionals have identified the need for such an appraisal technique, this research represents the first formative attempt to respond to this need. Though the final product is expected to be a useful tool for the planning or recreation professional, it may be limited by the lack of comparable research initiatives in this specific area. The Coproduction Appraisal Technique, in its current form and in a practical context, is not immediately useful to the City of Winnipeg Parks and Recreation Department. The conceptual framework presented here is the product of extensive research and, as a result, is an important step in this direction. However, modification of the technique by recreation department personnel familiar with the practical operating environment will be necessary. The appraisal technique will focus on the particular service milieu of the Winnipeg recreation department, but will also be of interest and benefit to similar recreation departments which are comparable in terms of service variety, size, budget, jurisdiction, and mandate.

APPROACH

In order to achieve the purpose of the practicum research, the research will proceed in the order illustrated (Figure 1.1) and discussed below.

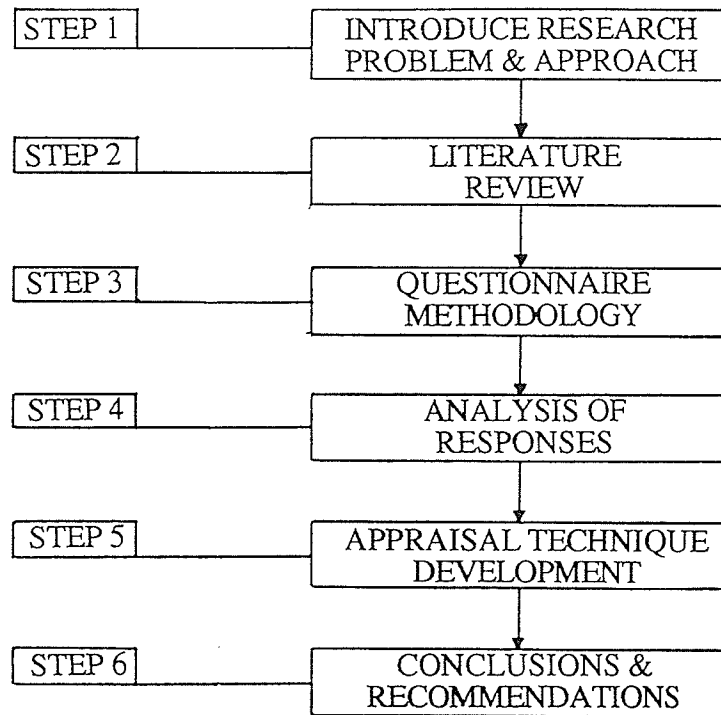


Figure 1.1: Steps in the practicum research approach.

1. In this the first step, the research problem and purpose has been introduced. In addition, the research approach to be followed will be outlined and important terms will be defined.
2. The second step will review the literature relevant to the topic. Current approaches to evaluating proposals for joint efforts will be discussed. The concept of coproduction will be introduced and its potential as a theoretical framework for appraising voluntary not-for-profit group proposals for joint efforts will be examined.
3. In the third step, a questionnaire was developed and distributed to a sample of Western Canadian public recreation department representatives. The intention of the questionnaire will be discussed and the survey method will be detailed.

4. The fourth step will analyse and compare the responses to the questionnaire.
5. In the fifth step, the findings of the literature review and the results of the questionnaire will be synthesised in order to establish a conceptual framework for an appraisal technique. With some modification, the appraisal technique is intended to allow the City of Winnipeg Parks and Recreation Department to assess voluntary not-for-profit group coproductive effort proposals.
6. The sixth step will summarise the research findings, discuss limitations of the research, present recommendations for future research, and indicate the utility of the research.

DEFINITION OF TERMS

This practicum research incorporates the perspectives of several professions. Interpretation of the terminology utilised in the practicum may not be consistent among planners, policy analysts, public administrators, and recreation professionals. Several important terms have a meaning particular to the practicum context. The following terms are defined below to aid in interpretation of the practicum: public recreation, public recreation department, voluntary not-for-profit group, community development, appraisal, privatisation and contracting out, and coproduction.

Public Recreation

According to Goodale, "Public Recreation Services began for the purpose of making resources, thus opportunities, available in forms not otherwise provided and for people who would not otherwise have access." (Goodale, 1985, p.199). If this is the rationale for public involvement in recreation service provision, then responsibility for "ensuring access to recreation opportunities should fall to local government." (Harper, 1986, p.5). Municipal governments acquire funding for public service provision from a combination of property taxes, senior government contributions, and assorted fees, licenses, and charges.

Public Recreation Department

Large urban centres in Canada place administrative responsibilities for recreation services in the control of public recreation departments. The public recreation department is, by definition, a public sector service provider empowered by the political will of the community to undertake assigned duties according to city bylaws and established procedures. The department is required "to ensure that adequate opportunities exist for all citizens in the community to engage in satisfying and constructive recreation activities appropriate to their age, capabilities, and personal interests." (Anderson et al, 1989, p.126).

Traditionally, public recreation departments have been reliant on the property tax base. This reliance accounts for some of their problems, with tax dollars becoming increasingly scarce. Alternative funding sources are necessary. Fortunately, public recreation departments are familiar with such alternatives, with few other public service departments funding their service delivery through as diverse a means. In addition, recreation departments have a history of cooperation with voluntary not-for-profit groups with whom they have pooled available resources.

A public recreation department, in the context of this practicum research, will refer specifically to the City of Winnipeg Parks and Recreation Department. According to this department's *Mission Statement*, a public sector recreation department is that administrative unit dedicated to "contribute to the quality of life in Winnipeg by satisfying leisure needs and by protecting the natural environment." (City of Winnipeg, 1991). In a more general sense, however, the term will also refer to comparable municipal recreation departments in Western Canada, which are governed by the same mandate and concerned with similar issues as Winnipeg's recreation department.

Voluntary Not-For-Profit Group

The term voluntary not-for-profit group refers to those groups whose mandate is to represent the interests of particular recreation participants. They are empowered by a

membership to negotiate, on the behalf of members, with the public sector recreation department and with the local community. Voluntary not-for-profit groups are distinct in so far as their principle motivation is service to their members, whereas the public sector is motivated by service to the public interest and the private sector is motivated by service to the profit margin. They are often financed by a combination of government grants and membership fees. The terms nonprofit and voluntary will also be used to depict these groups, even though many voluntary not-for-profit groups earn income and employ paid professionals to carry out work for them (Salamon, 1987).

Community Development

Community development refers to a more active form of citizen participation in the decision making process. It involves "processes of education and empowerment by which local people take control and responsibility for what used to be done *to* them." (Fairbairn etal, 1991, p.12). From this perspective, community development refers to the development of people and of quality of life, within a framework of local education and control. This principle is based on sustainable and meaningful values and applies to any community of any size, whether it be a town, municipality, or interest group (Fairbairn etal, 1991, pp.12-15).

Appraisal

According to Carley, appraisal refers to:

The estimation of the anticipated value or worth of a project or proposal, normally conducted in accordance with a predefined set of criteria operationalized for measurement. Project appraisal is a form of *ex ante* analysis in that it is concerned with the future and involves the prediction of the consequences or impacts or quality of various proposed actions or projects on the basis of some model of the courses of action in relation to their anticipated future state and then comparing these futures against terms of established criteria. Project appraisals provide information to decision makers prior to particular actions taking place.

(Carley, 1980, pp.37-39).

Privatisation and Contracting Out

Privatisation refers to the shifting of some or all aspects of public services to the private sector (Poole, 1988, p.80). According to Poole and others, there are several different types of privatisation approaches, including: franchises, subsidies, vouchers, incentives, user fees, divestiture, and contracting out (Poole, 1988, Finley, 1989, Manchester, 1989, Doherty, 1989, Clarkson, 1989, and Schwartz, 1988).

When contracting out, municipal government departments "make a written, legal agreement with a private or other organization for the delivery of a service." (Macavoy, 1989, p.145).

Coproduction

Coproduction, though similar to contracting out, possesses some significantly different attributes. Coproduction refers to public sector interactions with voluntary not-for-profit groups, but not with private sector groups. Coproduction involves a sharing of service delivery functions--especially during the design and delivery stages--between the public and voluntary not-for-profit sectors. In general terms, coproduction is described as cooperative efforts between public officials on the one hand and citizens, neighbourhood associations, community organisations, or client groups on the other, in the provision of public services.

The operative definition of coproduction, for the purposes of this practicum, refers to a specific form of joint effort: Coproduction is a mechanism for the design and delivery of public services. It involves collective efforts on the part of an organised citizen group in cooperation with a government service department. These efforts consist of citizen participation in the delivery process, involving voluntary efforts, active behaviour on the part of both the citizen group and the public department, and results in outcomes with a positive impact on the service delivery system (Brudney & England, 1983, p.63).

CHAPTER TWO: LITERATURE REVIEW

INTRODUCTION

The intent of this chapter is to review the literature relevant to public sector and voluntary not-for-profit sector interactions. In order to develop an appraisal technique which will enable the City of Winnipeg Parks and Recreation Department (and other Western Canadian recreation departments) to assess the merits of voluntary not-for-profit group proposals for the joint delivery of recreation services, it is necessary to first establish a theoretical framework for these arrangements.

The coproduction concept represents an attempt to establish such a framework. Coproduction focuses on an approach to public service delivery involving constructive relationships between public sector administrators and voluntary not-for-profit group representatives; more efficiency, effectiveness, and responsiveness in the delivery of public services; combined with retention of the concern for equity associated with the public sector.

This chapter consists of a number of interrelated sections, intended to provide an understanding of the benefits and shortcomings of joint efforts. The investigation will begin with a discussion of coproduction definitions in the literature and continue with discussions of coproduction in municipal government services in general; coproduction in municipal government recreation services in particular; and conclude with a discussion of coproduction implementation concerns and how they could be reduced with the use of an appraisal technique designed to aid implementation.

COPRODUCTION DEFINITIONS IN THE LITERATURE

This section will discuss the evolution of the term coproduction and indicate how the practicum's operative definition has been determined. In the process, differences between coproduction and the more familiar terms privatisation and contracting out will be discussed, early definitions of coproduction will be examined, and a typology of coproductive efforts will be investigated. Finally, the components of the operative definition will be examined.

Coproduction Versus Privatisation and Contracting Out

Coproduction, as mentioned in Chapter One, differs from privatisation and contracting out. Privatisation refers to several different types of activities concerned with shifting some or all aspects of public services to the private sector. These activities include, among others, contracting out. According to Beres (1986) and others (Walker, 1988, and McFetridge, 1985), privatisation also has a more specific application concerned with the transferring of federal and provincial government interests in Crown Corporations to the private sector. Contracting out, on the other hand, is more applicable at the municipal government level. Municipal governments contract with private sector companies to provide publicly financed services to the community (Beres, 1986, p.54).

Early Coproduction Definitions

No consensus exists as to exactly what constitutes coproduction amongst those who have investigated the subject. As Kiser and Percy suggest, however, "definitional differences should not be interpreted as a fundamental weakness of the literature. The differences are not unexpected in cases where scholars are engaged in efforts to unravel, clarify, and comprehend a complex social activity." (Kiser & Percy, 1983, p.203). Despite the lack of consensus, as coproduction research has intensified, the definition has continued to evolve. From its earliest appearances in the public administration literature (Ostrom & Ostrom, 1977 and Rich, 1978), coproduction has been defined in broad,

inclusive terms and later in more focussed, exclusive terms. Each definition concurs that, unlike privatisation and contracting out, coproduction specifies the involvement of citizens and citizen groups in the provision of public services. According to Brudney and England (1983), definitions of coproduction can be grouped into one of two categories. The first category "is predicated on the idea that citizen participation is involved in the provision of any service." (Brudney & England, 1983, p.60). While distinguishing between citizen contributions to *hard* and *soft* service delivery, researchers such as Whitaker (1980) and Sharp (1980) do not differentiate coproduction from other--more common--forms of citizen participation. In this broad definition of coproduction, citizen participation in soft services such as health care and education takes the form of a citizen-consumer following the advice of a medical practitioner (such as exercising, taking prescriptions, dieting), on the one hand, and extending lessons outside of the classroom (such as doing homework), on the other hand. Citizen participation in hard services such as police, fire, and sanitation includes reporting crimes, equipping homes with smoke detectors, and bringing garbage containers to the curb, respectively.

The second category approaches the coproductive concept from an economic perspective (Brudney & England, 1983, p.60). Here, researchers emphasise a blurring of the distinction between consumption and production of services typical of traditional economic theory. While this distinction is credible in describing market transactions, Kiser and Percy (1983) note that it does not accurately depict the process of public service delivery. Kiser and Percy distinguish *consumer producers* from *regular producers* in response to this shortcoming of traditional economic theory. In the production of public services, "regular producers are understood to be the traditional service delivery organizations and agents (e.g. local bureaucracies, street-level workers), and consumer producers include clients, citizens, and neighborhood associations." (Brudney & England, 1983, p.60).

Brudney and England illustrate the differences between regular producers and consumer producers by comparing the *dominant* model of urban government and participation to the *coproduction* model (Figures 2.1 and 2.2). In the dominant--or traditional--model of urban government, citizen participation includes those activities associated with policy formulation and legitimation activities. In this model, producers and consumers of public services are represented as distinct spheres. Producers allocate public goods and services according to standard operating procedures. Consumers respond to this service delivery through forms of feedback external to the delivery process. Feedback in this model consists of voting, participation on advisory boards, official complaints, and the like (Brudney & England, 1983, p.60). In the coproduction model, citizen participation is more actively integrated into the process of designing and delivering public services. Rather than distinct entities, here the consumer and producer spheres overlap to varying degrees, depending on the amount of cooperation between regular producers and consumer producers. According to the coproduction model, feedback is internal to the process of public service delivery.

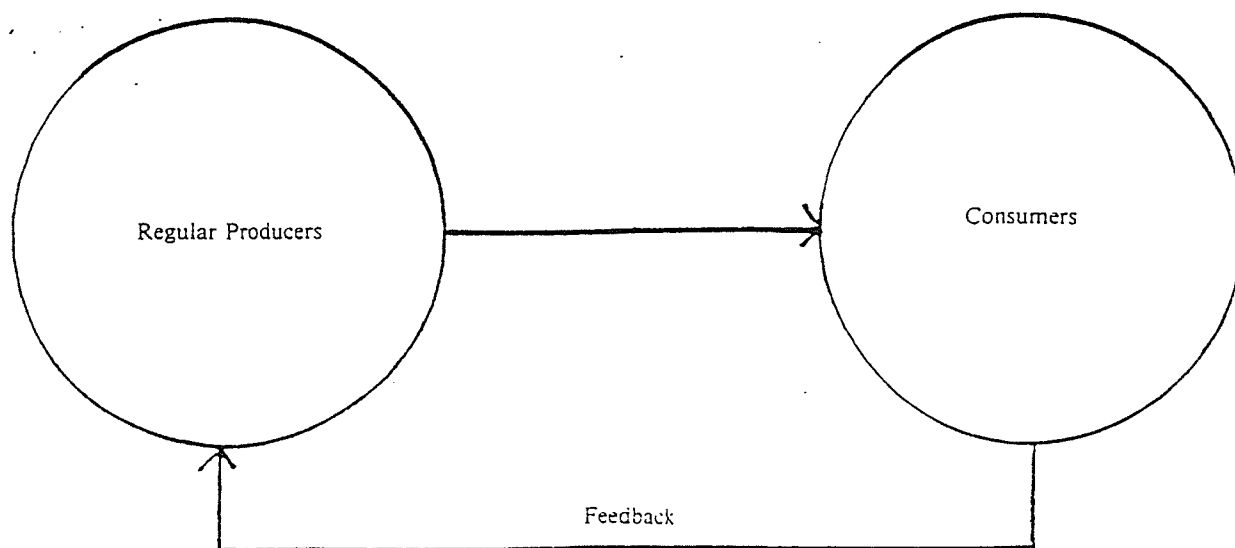
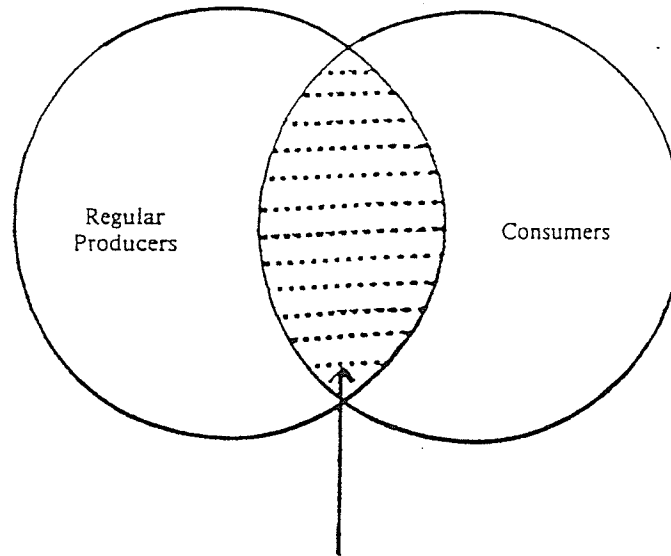


Figure 2.1: Brudney and England's dominant model of public service delivery (Brudney and England, 1983, p.61).



Coproduction: The critical mix, the degree to which the regular producer and consumer spheres overlap

Figure 2.2: Brudney and England's coproduction model of public service delivery (Brudney and England, 1983, p.61).

Coproduative Effort Typology

From the standpoint of Kiser and Percy, any degree of overlap between the producer and consumer spheres represents a coproduative activity. The inclusive nature of such a definition would identify "Virtually any citizen activity connected directly or indirectly with services--completing an application for assistance, refraining from littering, avoiding dangerous parts of town, discussing a problem with a service agent" (Brudney & England, 1983, p.61)--as coproduction. The overly wide variety of activities that some researchers identify as constituting coproduction has led Brudney and England to delimit the term to a more select bundle of activities, thereby making the definition more useful for practitioners and researchers. What they appear to be after is a definition of the term that distinguishes between traditional forms of citizen participation and a form that actively involves citizens in the day-to-day operations of public service delivery:

The coproduction model is defined by the degree of overlap between two sets of participants--regular producers and consumers. The resultant overlap represents joint production of services by these two groups, or *coproduction*. Several dimensions underlie this process. Coproduction consists of citizen involvement or

participation (rather than bureaucratic responsiveness) in the delivery of urban services. These outcomes are intended to have a positive (rather than negative) impact on service delivery patterns. Coproduction stems from voluntary cooperation on the part of citizens (rather than compliance with laws or city ordinances) and involves active (rather than passive) behaviors. Both groups and individuals may engage in coproduction, but the more important participants from both practical and equity standpoints are collectivities.

(Brudney & England, 1983, p.63).

This definition was developed after reviewing studies by Rich, Kiser, Percy, Whitaker, and others. In an article concerned with the interactions of the public and voluntary not-for-profit sectors, Rich (1981) presents a host of activities that he identifies as coproductive (Figure 2.3). Rich includes activities that have detrimental effects (negative coproduction) in addition to those that improve conditions (positive coproduction). He also identifies intentional or unintentional inaction that can have either positive or negative consequences (passive coproduction), along with conscious action that may also have either positive or negative consequences (active coproduction). Additionally, Rich states that coproductive efforts may be individual or collective endeavours (Rich, 1981, pp.61-62.). This definition, although conceptually different, is as similarly inclusive as Kiser and Percy's definitions.

In an effort to develop their own typology of coproduction, Brudney and England elaborate on the limitations of both *individual* and *group* types of coproduction, as well as the promise of the *collective* type of coproductive activity. They view these types of coproduction in terms of a hierarchy. For the most part, individual forms of coproduction--such as "turning in fire alarms, picking up litter from adjacent streets, and informing officials of faulty traffic control equipment" (Brudney & England, 1983, p.63)--are virtually indistinguishable from performing one's civic duty. In individual forms of coproduction, overlap between regular producer and consumer spheres is minimal, as are identifiable benefits to the community. A second type of coproductive activity is that of

group coproduction. Group coproduction "involves voluntary, active participation by a number of citizens and may require formal coordination mechanisms between service agents and citizen groups." (Brudney & England, 1983, p.63). The most often cited example of group coproduction is the work of neighbourhood watch organisations in supplementing the efforts of local police departments.

Examples of Coproduction

Impact on Community Conditions	Type of Activity		
	Passive	Active	
		Individual	Collective
Negative	Failure to report crimes, remove fire hazards, place trash out in appropriate fashion, or lock one's car	Turning in false alarms, littering, vandalizing public property, abandoning autos	Unregulated street parties, youth gangs
Positive	Refraining from littering, defacing public property or parking autos in snow removal lanes	Taking home security measures; working as a volunteer in a social service agency, trimming shrubs and trees so they do not block street signs	Creating neighborhood watch organizations, arranging after-school recreational programs for delinquency-prone youths, organizing day care centers or mini-transit systems

Figure 2.3: Rich's coproduction typology (Rich, 1981, p.66).

A third type of coproductive activity, at the top of Brudney and England's hierarchy, is that of collective coproduction. This approach rejects the dominant model and its conception of the public service delivery environment. Instead of government delivering services to a largely inert populace, in the collective coproduction approach, direct citizen involvement is emphasised. The difference between this type of activity and the group type is that collective coproduction incorporates cooperation into the design of programs, rather than introducing consumers into programs already functioning without them. Here, with the support and sponsorship of city officials and service agents, "the degree of overlap achieved between these two spheres...is substantial." (Brudney & England, 1983, p.64).

Brudney and England, in defining coproduction and providing a typology of the concept, emphasise three interrelated distinctions. The first distinguishes between the dominant model of public service delivery and the coproduction model. The second distinction sets individual and group forms of coproduction apart from collective coproduction. The third, and most vital from the standpoint of this practicum, is the distinction between traditional forms of citizen participation and the coproduction form. The dominant model of public service delivery limits the amount of citizen participation to prescribed stages in the process. In contrast, the coproduction model envisions citizen and public service department contributions as components of the same process, most significantly in the design and delivery stages. Individual and group forms of coproduction are limited by a lack of effect on--and coordination with--the public sector departments. Collective coproduction forms of citizen participation, due to the incorporation of citizen efforts in all stages of the process, have an effect on public sector departments in direct proportion to the level of coordination between them. The key to the first two distinctions, then, is the third distinction--between citizen participation and coproduction. In coproduction, the concept of citizen participation is transformed from a useful form of advice for public sector departments (at best), or a necessary evil (at worst), into an indispensable aspect of the process of public service delivery.

Operative Definition of Coproduction

Research into the potential for coproduction in public service delivery has progressed in several directions. Chief among them are the ways in which citizen actions can and do affect the provision of municipal services. In other cases, research has focussed on implementing the coproduction model in order to achieve service delivery goals. A third research area involves the relationship between coproduction and the concept of community development. Coproduction, from this perspective, represents "a partial redirection away from services being handed down to citizens by public agencies and toward individuals and

groups assuming greater responsibility for carrying out local-level functions." (Sundeen, 1985, p.389). An understanding of coproduction as a grass-roots, rather than top-down, approach to citizen participation is a necessary component of a definition of coproductive activities.

With Brudney and England's definition in mind, the operative definition of coproduction to be utilised for the balance of this practicum is as follows:

Coproduction is a mechanism for the design and delivery of public services. It involves collective efforts on the part of an organised citizen group in cooperation with a government service department. These efforts consist of citizen participation in the delivery process, involving voluntary efforts, active behaviour on the part of both the citizen group and the public department, and results in outcomes with a positive impact on the service delivery system.

Though similar, this definition is more specific than Brudney and England's definition. The operative definition, like Brudney and England's, includes citizen participation, positive impacts on the service delivery system, voluntary efforts on the part of citizen participants, and active behaviour on the part of both citizen participants and the public department. The key difference is that, while Brudney and England stress the prominence of collectivities, they also include individual and group types of activities in their definition. In the operative definition, only collective efforts--where citizen groups are involved in every stage of the design and delivery of public services--are included.

COPRODUCTION IN MUNICIPAL GOVERNMENT SERVICES

Municipal governments are responsible for ensuring that certain goods and services necessary for the welfare of the community are distributed equitably, regardless of income or other economic and social factors. Equity, in this context, does not mean equal treatment of everyone. Instead, municipal governments are enjoined to "treat people in equivalent situations equally, and to treat people who are not in equivalent situations unequally (that is, be fair and reasonable)." (Doern & Phidd, 1983, p.55). This

responsibility is complicated by the demands particular citizens and citizen groups make on municipal government administrators. In order to determine a judicious course of action, administrators must weigh the special needs of a particular group against the needs of the community in its entirety.

Municipal governments have been involved in coproductive efforts with voluntary not-for-profit groups for some time, even if the term itself is unfamiliar. This involvement does not always reflect a judicious course of action, nor does it necessarily follow from a process of weighing group and community needs. In order to determine why municipal governments are involved in coproductive efforts, this section will investigate government approaches to citizen participation, the relationship between municipal government and voluntary not-for-profit groups, and the incentives for and disincentives against municipal government involvement in coproductive efforts.

Governments and Citizen Participation

Citizen participation should not be perceived as being inherently good. In fact, many activities or events promoted as citizen participation actually exploit participants, rather than empower participating individuals and groups. Arnstein's *Ladder of Citizen Participation* (1969), with each rung representing (as one moves up the ladder) a higher level of citizen empowerment, encourages an understanding of the variety of activities described as citizen participation (Figure 2.4). *Empowerment*, the redistribution of power from a power-elite to those have-nots affected by decisions but usually excluded from decision making, and *participation* can often refer to entirely different processes.

Arnstein cautions that "the eight-rung ladder is a simplification, but it helps to illustrate the point that...there are significant gradations of citizen participation." (Arnstein, 1969, p.217), a point not always recognised or acknowledged by researchers and decision makers. At the bottom of the ladder (rungs 1 through 5) are types of citizen participation that are either nonparticipatory or representative of tokenism. It is only when one reaches

the top three rungs (6 through 8) that citizens are actually empowered to any degree. Arnstein's seminal article, a classic in the research field of community development, has led to a variety of interpretations of the relations between public sector departments and citizens or citizen groups. Susskind and Elliot (1983), in a study of European urban redevelopment issues, developed their own citizen participation typology.

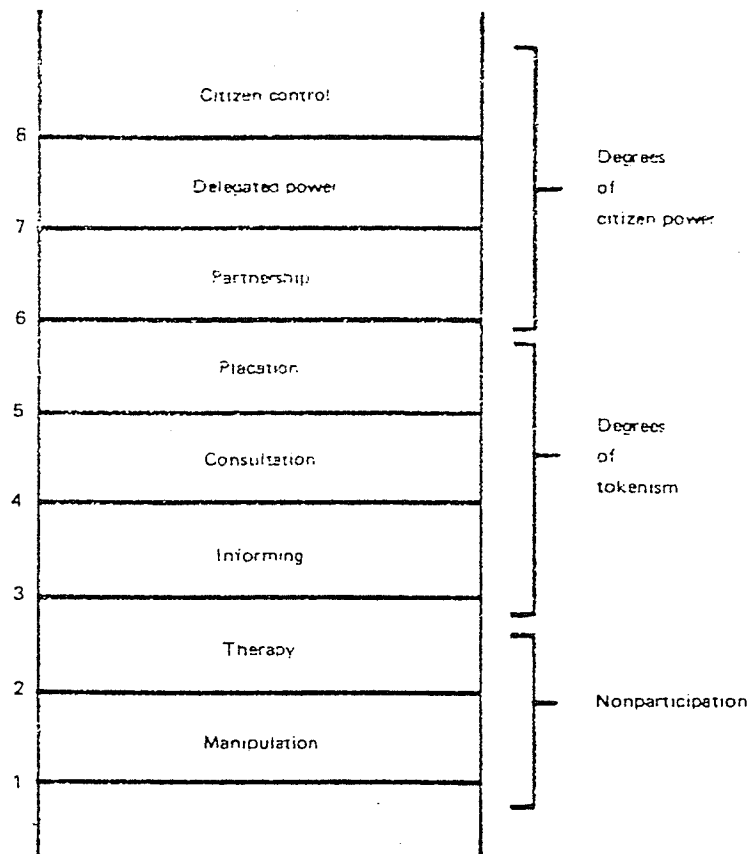


Figure 2.4: Arnstein's Ladder of Citizen Participation (Arnstein, 1969, p.217).

Documentation and analysis of the role of citizens in the production of public services has been neglected until recently. Susskind and Elliot have investigated efforts to enhance the effectiveness of local government, "through increased public involvement in the organization and management of public services" (Susskind & Elliot, 1983, p.ix). They

begin with definitions of citizen participation and citizen action, and then proceed to distinguish three patterns of participation: paternalism, conflict, and coproduction.

Citizen participation exists when "residents or consumers of public services supplement the normal machinery of representative democracy by their involvement in local planning or decision-making....Participation can take the form of blue-ribbon advisory committees or collaborative processes in which some actual sharing of power occurs." (Susskind & Elliot, 1983, p.x). *Citizen action*, on the other hand, emerges "When residents or consumers organize themselves to oppose the programs or priorities established by local officials or administrators." (Susskind & Elliot, 1983, p.x). The distinction is made because, while participation implies a common ground where citizens are invited to meet with and influence public officials, citizen action occurs when this invitation either has not been extended or is refused by citizens on the basis that no such common ground exists.

The patterns of citizen participation outlined by Susskind and Elliot represent three different levels of relations between citizens and the public sector, although one level does not necessarily follow another in an inevitable evolution or devolution of forms. Nor does the existence of citizen participation preclude concurrent citizen action, or vice versa. *Paternalism* closely resembles the first few rungs of Arnstein's ladder. This pattern conceives of municipal government administrators as responsible for the design and delivery of services to a citizenry whose role is confined to demanding, consuming, and evaluating them. Consequently, citizens are not expected "to participate in the actual implementation of services or to affect resulting production efficiencies." (Brudney, 1984, p.468). This conception of citizens, with their participation restricted to public hearings, review boards, and planning meetings, reinforces the counterproductive image public officials have of them (Benveniste, 1990, pp.44-49).

When municipal government decision making is highly centralised and input from citizens is discouraged, discounted, or discredited, a paternalistic pattern of citizen participation exists. Public administrators who subscribe to this view of citizen involvement argue that "legislative and executive control over the allocation of resources is crucial to the just and equitable distribution of goods and services." (Susskind & Elliot, 1983, p.6). Here, direct involvement of citizens in public policy making is perceived by public officials as costly and counterproductive. Here, too, citizens are controlled by government officials in terms of when and how they can voice their concerns (Susskind & Elliot, 1983, pp.6-7).

Conflict also occurs in circumstances where centralised decision making is dominant but, in these cases, citizens openly struggle with public administrators to gain control over certain decisions. Common forms of citizen conflict include petitions, demonstrations, court action, and--on occasion--violence. Residents and consumers, in conflict with local government, "band together to contest government actions they think will affect them adversely." (Susskind & Elliot, 1983, p.9). On occasion, citizen participation techniques are successful in addressing the concerns of affected citizens. At other times, public officials refuse to acknowledge that the needs or concerns of one interest group should allow that group a disproportionate role in decision making.

The third pattern of participation that Susskind and Elliot distinguish is *coproduction*. Coproduction is characterised by situations in which "decisions are made through face-to-face negotiation between decision-makers and those residents claiming a major stake in particular decisions." (Susskind & Elliot, 1983, p.x). In such cases, public administrators and citizen groups accept not only the legitimacy of each others' involvement in the process of deciding but also that "residents or consumers might share responsibility (along with government) for the production of services or the management of the developmental process." (Susskind & Elliot, 1983, p.13).

Municipal Government and Voluntary Not-For-Profit Group Relations

Much has been written about citizen participation in public services; less research has been devoted to the interactions between voluntary not-for-profit groups and public service departments. Empowerment and coproduction involve positive, productive interactions. In keeping with the operative definition of coproduction, these interactions consist of public-voluntary not-for-profit cooperation--rather than the actions of individual citizen participants. Interactions between public departments and voluntary not-for-profit groups are nothing new. Salamon attributes the prevalence of these interactions to a beneficial blend of each sectors' strengths and weaknesses in delivering services (Salamon, 1987, pp.107-110). Instead of a single hierarchic, bureaucratic service provider, with the help of voluntary not-for-profit groups "a sharing of responsibilities among public and private institutions and a pervasive blending of public and private roles" occurs (Salamon, 1987, p.110). The coordination of agencies in the distribution of goods and services complicates management accountability and control, but it also has some benefits. As Salamon states, this blending of public service departments and voluntary not-for-profit groups "makes it possible to set priorities through a democratic process while leaving the actual operation of the resulting public programs to smaller-scale organizations closer to the problems being addressed." (Salamon, 1987, p.110).

Among the strengths of the voluntary not-for-profit sector is its capacity to adjust its service delivery approaches more readily in response to client needs. Voluntary not-for-profit groups also operate on a smaller, more personal scale than public departments and provide a degree of competition among service providers. Voluntary not-for-profit groups do, however, have a number of weaknesses in terms of responding to the needs of citizens. The voluntary not-for-profit sector is limited in its ability to raise funding, has built-in biases, is prone to self-defeating paternalism, and has been associated with sub-professional levels of service (Salamon, 1987, p.113).

The public sector, on the other hand, complements these voluntary not-for-profit sector weaknesses with strengths of its own. The public sector generates a reliable source of revenues, sets priorities and policies on the basis of equitable distribution, provides social services as a right rather than as a privilege, and institutes standards of service provision. It seems sensible, from this standpoint, to encourage the cooperation of public departments and voluntary not-for-profit groups. Unfortunately, perhaps as a result of a lack of research in the area of government-voluntary not-for-profit relations, meaningful and coherent standards have not been developed to guide such interactions.

The public sector's desire for economy, efficiency, equity, and accountability must be tempered by the voluntary not-for-profit sector's need for a degree of self-determination and independence from government control. The voluntary not-for-profit sector's desire for independence must, in turn, be tempered by the public sector's need to achieve equitable distribution of public resources (Salamon, 1987, pp.113-114). The interest that public administrators and researchers have shown in coproduction concerns its potential efficacy as a mechanism to achieve a balance between the needs of the public sector and those of the voluntary not-for-profit sector, and--ultimately--the needs of citizens. Satisfying the needs of citizens is an important consideration of the public sector. How government administrators have assumed this responsibility and how they exercise it are also important considerations.

Municipal Government Involvement in Coproductive Efforts

The coproduction approach to delivering public services has been applied to a number of service areas. A 1982 survey by the International City Management Association (Shulman, 1982) determined that local governments have implemented coproduction programs in the areas of public works and transportation, public safety, health and human services, cultural and arts programs, and parks and recreation. Citizens participate, for example, in neighbourhood associations that increase surveillance activities and thereby assist police officers in performing safety and security services. Volunteer tour guides at

galleries and museums have allowed agency workers to concentrate on other tasks, requiring higher skill levels. Residents have also contributed to the ongoing upkeep of neighbourhood parks, allowing agency staff to achieve higher standards of maintenance.

Incentives for the application of a coproductive effort to a service delivery system usually focus on its potential for increasing efficiency and effectiveness. Whether or not that potential is being fulfilled is somewhat uncertain, according to Thomas, "because of the limited evidence available on the actual extent and effects of coproduction." (Thomas, 1987, p.95). Brudney considers efficiency and effectiveness from the standpoint of the four major benefits that coproduction is said to encourage, for both public service departments and citizens. The benefits are: "expansion of services, greater cost efficiency, promotion of citizenship, and increased governmental responsiveness to community needs and preferences." (Brudney, 1989, p.516).

Increased cost efficiency, through the application of the coproduction approach, is associated with the substitution of public service department staff efforts by citizen volunteers. The costs are not eliminated from the program, they are instead shifted to the citizen who volunteers his or her time and abilities to the program. Because volunteer citizens have not been trained and lack the experience of paid personnel, they may not be as productive as department staff. Even with this caveat, "The potential return on investment on resources put into organizing coproductive activity is probably greater than the return to be expected from resources put into additional service delivery equipment, facilities or personnel." (Rich, 1978, p.10).

Expansion of services resulting from coproductive activities relates to increased service delivery effectiveness. Brudney contends that "the addition of citizens' inputs to those of government agencies increases the resources devoted to producing services and, thus, the level of service delivery that can be attained." (Brudney, 1989, p.516). Citizen involvement with neighbourhood security efforts, neighbourhood clean-up campaigns, and

student tutoring not only supplements public sector programs but at times extends into service levels which could not be met without citizen participation.

Coproduction also has the potential to increase the responsiveness of service agencies to the needs and wants of the community. With public sector staff working with citizen volunteers on a day-to-day basis, evaluation of services becomes more closely integrated with delivery. Feedback on service objectives and achievements is more immediate, since it is internal to the service delivery process.

Coproduction, through the involvement of citizens in the design and delivery of services, more closely links citizens to their community. According to Percy (1984) and Brudney (1989), cooperative efforts to deliver services foster a better understanding of their community and the nature of the service delivery system (on the part of citizens) and instill a sense of responsibility towards the community and the preferences of its residents (on the part of public administrators). Sundeen, in a 1985 study, examines the ties between coproduction and the concept of community. One of the potential consequences of coproduction, according to his findings, is a rediscovery of the community. In this sense, coproduction "represents a partial redirection away from services being handed down to citizens by public agencies...toward groups assuming greater responsibility for carrying out local-level functions." (Sundeen, 1985, p.389).

Mindful of Thomas's warning about unwarranted praise for coproductive activities, along with the incentives for coproduction there exist some disincentives for--or obstacles to--this approach. In the implementation of coproduction programs, government officials and citizens will encounter obstacles in five main areas: service equity, public employee resistance, funding, applicability limitations, and the potential cooptation of citizen group interests (Brudney, 1989, pp.518-521).

To the degree that coproduction can be said to increase the quality or quantity of public services consumed by citizen participants, programs of this nature threaten to reward disproportionately those individuals and groups in a better position to participate. Those with more time, better education, and a higher income could conceivably have an advantage over less fortunate groups. If this is the case, then existing differences in the quantity and quality of services would be exacerbated by the application of a coproductive strategy.

Public administrators and employees have concerns about the possibility that coproduction could be a threat to their credibility and livelihood. Citizen involvement, from this perspective, could make the service delivery process unnecessarily cumbersome, require a restructuring of service department hierarchies, undermine authority, or lead to job security fears (Brudney, 1989, p.519).

Coproduction is not without costs, to the citizen or to the public service department. While volunteer participants are somewhat less concerned with calculating the costs of their involvement, public service department personnel have some misgivings. Support for coproduction from the public department, whether through administrative, financial, or promotional help, is a necessary part of the success of most programs. Rosentraub and Warren (1987) cite a case of police and citizen coproductive efforts to limit household robberies. When police departments withdrew their sponsorship of a program to engrave valuables, citizen participation fell substantially.

The application of coproduction to public service delivery is limited, according to Brudney (1989), by two sets of considerations. The first consideration responds to Sundeen's (1985) assertion that, because different communities have varying levels of cohesion, capacities to coproduce services differ. The second consideration concerns the skills necessary to produce certain services. Due to the technical nature of some forms of public service--such as infrastructure repair or building inspection and assessment--potential for the participation of citizens is limited.

Voluntary not-for-profit groups, by participating in government sponsored coproductive efforts, could weaken their organisational effectiveness. Groups can be diverted from their primary focus by attempting to work in cooperation with a public service department (Susskind & Elliot, 1983). Because public service departments provide the greater share of the funding for most coproductive efforts, they are politically empowered to set the operating procedures according to their liking. Preoccupation with following externally developed procedures, at the expense of their normal activities, can lead to cooptation of voluntary not-for-profit group interests by the public service department.

Although these obstacles to the successful implementation of coproduction into public service delivery should be acknowledged, they should not be perceived as insurmountable barriers. Instead, both voluntary not-for-profit groups and public service departments should be aware of them and prepared to deal with them. With respect to the five disincentives discussed by Brudney (1989), each can be overcome provided the voluntary not-for-profit groups and public service departments involved are aware of their roles in coproductive efforts and, in turn, the objectives that they hope to achieve by assuming these roles, vis-a-vis the delivery of services.

In order to negate or--at least--reduce public sector staff resistance to coproduction, the relationship between the voluntary not-for-profit group and the public service department must be clearly established. If both parties to the coproductive effort are aware of their respective roles, and their responsibilities are delineated in preparation for service delivery changes, then the threat to the public employee or administrator is reduced--along with potential procedural delays.

Levine (1984) states that, in order for coproduction to be successfully implemented, a public service department must develop a service delivery structure that invites experimentation and innovation in the methods used for making decisions and delivering services. An environment where citizens, employees, and public administrators are willing

to try new methods is a necessary factor for encouraging coproduction. Also necessary is an environment which views citizen participation as an integral--rather than marginal--component of the service delivery system. Another key factor in successfully implementing coproduction is the attitude of public service department personnel. While it may be detrimental to attempt to actively solicit voluntary not-for-profit group participation (due to the associated threat of cooptation) the public service department nevertheless must be ready and willing to support coproductive efforts when it is approached with proposals.

COPRODUCTION IN MUNICIPAL GOVERNMENT RECREATION SERVICES

The intention of this section is to determine why public recreation departments are involved in coproduction. In addition to the question of why they are involved, this enquiry will examine with whom public recreation departments are involved and how coproductive efforts are administered. An illustrative example of a coproduction approach to recreation service provision will also be discussed.

Reasons for Public Recreation Involvement in Coproduction

The interest that public recreation departments have exhibited in coproductive efforts can be traced to two issues in the field of public recreation services. The first of these issues concerns the continual budget restraints that most public recreation departments have experienced in the past decade. The trend of unprecedented growth and expansion during the 1960s and 1970s was reversed, leading to a reevaluation of the justification for future recreation services. From the early 1980s onwards, public recreation administrators began to recognise that "their services could no longer be justified solely on the basis of meeting public demand." (Harper, 1986, p.18). Although the funding previously available for recreation services is becoming more scarce, recreation participants and other citizens continue to demand more and better services.

The second issue confronting public recreation departments concerns their role in relation to their communities. The initial establishment of public recreation departments in Canada is closely associated with the efforts of volunteers. Citizen groups in many Canadian municipalities were responsible for the earliest organised recreation opportunities in these communities. Public recreation departments originally worked in cooperation with community centre volunteers to supplement the services they provided (City of Winnipeg, 1980, p.7). The departments gradually assumed more responsibility for the direct provision of recreation services, in an effort to make them more equitable and less parochial. Public recreation departments began to focus on opportunities for women, seniors, the disadvantaged, and others who had been neglected by community centres (which catered to young, competitive men). In recent years, the merits and practicality of expanding the direct provision of services by recreation departments "have been questioned and in many communities municipal authority has moved away from acting as a direct provider and has become an enabler." (City of Winnipeg, 1987, p.2).

Rather than assume full responsibility for the provision of recreation services to their communities, public recreation departments began to investigate a role of enabling or facilitating citizens and citizen groups to meet their own recreation needs. Research attempting to establish who in a community benefits from recreation services and what the public recreation department's role should be in delivering various services to the community led to the development of a leisure services continuum (Crompton, 1980, Murphy, 1980, Soles, 1982, and Beres, 1985). Crompton, in attempting to determine how to charge for public services, distinguishes who benefits from a public service and to what degree. In his continuum (Figure 2.5), services deemed to benefit the whole community are referred to as *public* services. When a service benefits the participant primarily and the community to a lesser extent, the service is called a *merit* service. At the other end of the continuum are *Private* services, which refer to those whose benefits are derived only by the participant.

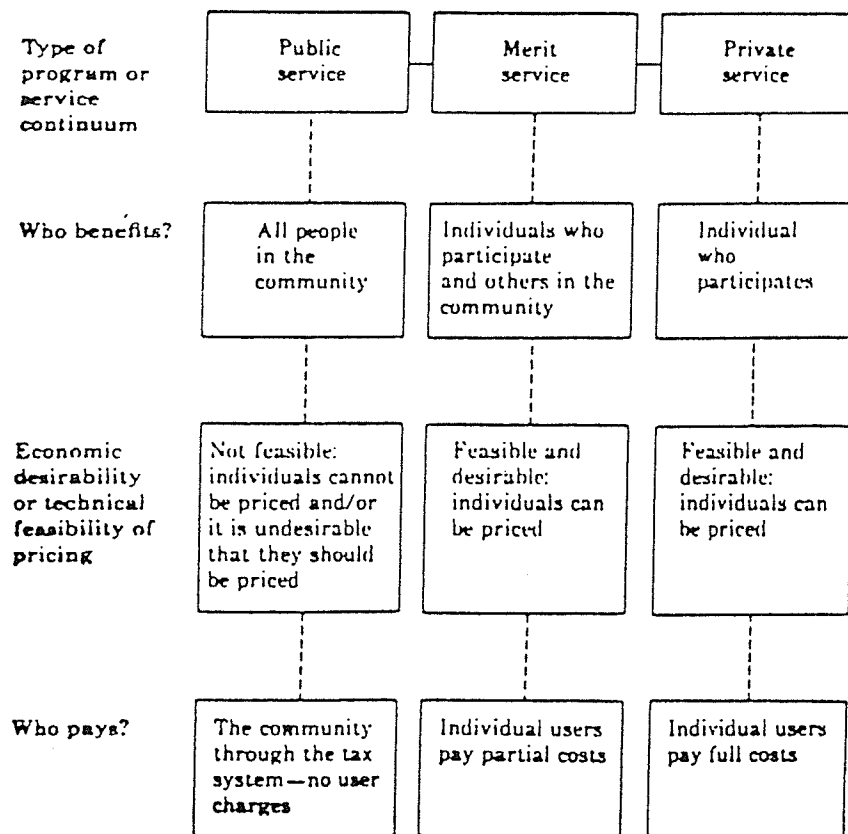


Figure 2.5: Crompton's price establishing continuum (Crompton, 1980, p.96).

Murphy discusses the roles that a public recreation department chooses to assume in relation to the community. He describes three roles for a public recreation department (Figure 2.6). In the *direct* service role the recreation department "takes exclusive responsibility for planning and organizing programs, scheduling areas and facilities, and developing organizational priorities." (Murphy, 1980, p.202). The *broker* role involves the department acting as an information source and referral service, matching community needs with the resources of all recreation providers in the community. The *enabler* role relies on the capabilities of the community to determine its own needs and an understanding on the part of department staff that "no one agency, relying on its own resources, can

possibly meet all the leisure needs of a community." (Murphy, 1980, p.203). In an enabling capacity, the public recreation department recognises that "public involvement at all levels is *critical* to developing viable program services or helping participants function effectively." (Murphy, 1980, p.203). As Hunter points out, a recreation department should not perceive its role as that of either direct provider or enabler. Instead, it must determine who benefits from a *particular* service it provides and whether it should provide that service directly or through facilitation (Hunter, 1986, p.12).

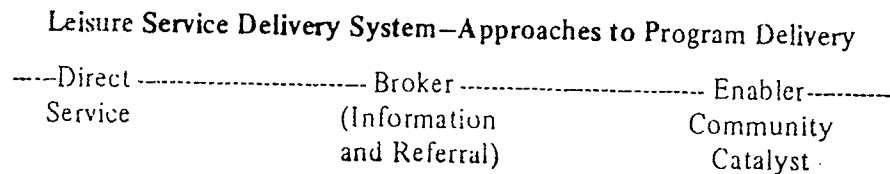


Figure 2.6: Murphy's three alternative roles for a public recreation department (Murphy, 1980, p.202).

A recreation department's decision to become involved in coproductive efforts depends upon how it defines its role and who benefits from the delivery of various recreation services--even if the renewed interest in this form of service delivery has initially been caused by budget restraint. In addition, since municipal recreation departments are responsible for providing public services in the same manner as other municipal service departments, their interest in coproduction involvement should reflect one or several of Brudney's incentives. Discussed in detail in the previous section, Brudney's incentives for public sector involvement in coproductive efforts are: "expansion of services, greater cost efficiency, promotion of citizenship, and increased governmental responsiveness to community needs and preferences." (Brudney, 1989, p.516).

Public Recreation Partners in Coproduction

Public recreation departments are involved in coproductive efforts with several types of voluntary not-for-profit groups. In addition to community centres, they are involved with "youth serving organizations, church sponsored organizations, social and fraternal organizations, activity centered clubs, and organizations for special groups." (Harper, 1986, p.20). In the case of Regina, these include "organizations such as the YMCA, YWCA, Youth Unlimited, Rainbow Youth, Boy Scouts, Girl Guides, Sports organizations, Cultural organizations, Recreation for Disabled to name a few." (Harper, 1986, p.20). Other public recreation departments in Canada are involved with similar groups in their own municipalities.

A Coproduction Approach Example

Lease agreements between public recreation departments and voluntary not-for-profit groups provide evidence of the existence of coproductive efforts. They also indicate how these endeavours are administered. Assuming that the department has established its role with respect to coproductive efforts and has determined its objectives for participating with voluntary not-for-profit groups, then it should be in a position to negotiate with a group concerning a particular project. Before agreement can be reached between the department and the voluntary not-for-profit group on the conditions of the agreement, however, a number of other factors require consideration.

The City of Richmond Parks and Leisure Services Department considers the preparation of a lease agreement to be a difficult process. Before reaching an agreement, "Both parties involved need to be clear on the basic intention of the agreement, the goals of each party in relation to the partnership, what items are to be included, and how these items are to be included." (Parsons, 1990, p.17). Richmond Parks and Leisure Services, like other public recreation departments in Canada, has a history of operating community centre facilities as a joint venture with community associations. Until recently, most of the

agreements between the public recreation department and the community associations were little more than verbal agreements, providing broad guidelines within which each partner could function (Parsons, 1990, p.16). In order to clarify the roles and responsibilities of the partners to the agreements, the recreation department initiated an issue by issue review in preparation for the development of formal lease agreements.

The Richmond review process focuses on the role definition issue of why public recreation departments are involved in coproductive efforts, rather than the budget restraint issue. With respect to the question of who it is involved with, the recreation department identified the community associations in Richmond as its partners in coproduction. It then turned its attention to overhauling its lease agreements with these community associations. This overhaul addresses matters concerned with how the recreation department has chosen to administer coproductive efforts.

Parsons's article illustrates how a municipal recreation department has grappled with the questions of why, with whom, and how it is involved in coproductive efforts. Presumably, other public recreation departments in Canada also deal with coproductive efforts in as careful and thorough a manner. Evidence from the literature to support this presumption is minimal. Without access to further documentation one can only speculate about the approaches to coproductive efforts assumed by other public recreation departments. In order to gather additional information, a questionnaire has been designed and distributed to public recreation department administrators in Western Canada (see Chapter Three).

IMPLEMENTATION CONCERNS AND THE APPLICATION OF AN APPRAISAL TECHNIQUE

As noted in Chapter One, public recreation department involvement in coproductive efforts is ad hoc and sporadic. The connection between policies encouraging coproduction and programs that demonstrate coproduction attributes is often tenuous. In some instances,

the coproductive efforts predate the policies developed to encourage and coordinate them. These and subsequent coproductive efforts run the risk of not corresponding to the department's mandate or objectives for coproduction participation. Like other public recreation departments, the City of Winnipeg Parks and Recreation Department requires the means to coordinate the service delivery efforts that it undertakes in cooperation with voluntary not-for-profit groups. An appraisal technique, which will enable the department to assess the merits of voluntary not-for-profit group proposals for the joint delivery of recreation services, represents the means to coordinate and administer these efforts.

Before such an appraisal technique can be developed it is necessary to establish what is meant by appraisal in this context and how the technique will function in a public recreation department service environment. This section will concentrate on answering these questions. Crucial in developing a successful technique is that it respect the public recreation department's decision making context. Without this respect for context, the technique will not be considered useful by participants in a coproduction proposal scenario and will, therefore, collect dust. This section will discuss implementation concerns, define the appraisal technique and introduce its function, and examine an illustrative example of a recreation evaluation technique.

Implementation Concerns

In their discussion of implementation obstacles, Hogwood and Gunn state that "Where, as is often the case in practice, implementation requires not only a complex series of events and linkages but also agreement at each event among a large number of participants, then the probability of a successful or even a predictable outcome must be further reduced." (Hogwood & Gunn, 1983, p.202). Service delivery approaches which rely on agencies external to the public service department tend to be more complicated and, thus, more prone to breakdown.

Kettl refers to arrangements where voluntary not-for-profit groups assume all or part of the responsibility for policy implementation, as *government by proxy* (Kettl, 1988). Voluntary not-for-profit group involvement in the design and delivery of public services makes demands on policy makers to devise strategies to achieve effective performance and accountability standards. Once voluntary not-for-profit groups become responsible for service delivery, the service moves beyond direct public service department control. When voluntary not-for-profit group personnel assume responsibility for policy implementation, public service departments are dependent on them, ultimately, for the quality and responsiveness of services. Lacking unilateral control, public service departments require mechanisms "to ensure that the exercise of nonprofit discretion remains consistent with goals and values of public endeavors." (Brudney, 1990, p.81). Thus, in determining appraisal procedures to measure the success or merit of a public policy, the public service department must consider not only its own objectives but those of voluntary not-for-profit participants in coproductive efforts, as well.

Appraisal Technique Definition and Function

Evaluation may be applied at several different stages of the policy development process. Nijkamp et al state that "Evaluation can be considered as a continuous activity which takes place during a *planning process* ." (Nijkamp et al, 1990, p.12). Public services can be evaluated from a number of perspectives. They distinguish between *ex post* and *ex ante* forms of evaluation, as well as *implicit* and *explicit* forms. In contrast to *ex post* evaluation, which focuses on "the analysis of the (actual) policies (plans, projects and suchlike) that have already been implemented", *ex ante* evaluation "deals with expected and foreseeable effects of policies which are not (yet) implemented." (Nijkamp et al, 1990, p.15). Consequently, an *ex ante* evaluation has a forward looking nature, whereas an *ex post* evaluation is backward looking.

Explicit evaluation involves a distinct systematic analysis "whereby the activities are focussed on the transparency and accountability of the final results." (Nijkamp et al, 1990,

p.16). An implicit evaluation focuses, on the contrary, on "the consensus of thought, whereby attention is directed toward the participation of--and negotiations between--all parties concerned." (Nijkamp et al, 1990, p.16). Implicit forms consist of "a continuing, active participation of social groups and government agencies." (Nijkamp et al, 1990, p.16). For the purposes of coordinating coproductive efforts involving public recreation departments and voluntary not-for-profit groups, the evaluation process would more closely resemble the implicit form. That the appraisal technique will serve to assess voluntary not-for-profit group proposals before public recreation department personnel authorise coproductive effort operation, suggests that it will be an ex ante form of evaluation--consistent with Carley's (1980) definition of project appraisal, cited in Chapter One.

Worthen and Whyte are concerned with the inadequate processes available to public sector department personnel for assessing proposals from outside agencies (Worthen & Whyte, 1987). They are primarily interested in the relationship between funding agencies and the groups who actually deliver program services. Although not precisely consistent with coproductive effort relations, their research focus is comparable. They have determined that, "though the process of distributing money from large blocks into smaller programs and projects has been going on for decades, there are remarkably few published guidelines about how it can be done most effectively." (Worthen & Whyte, 1987, p.2). The development of proposal guidelines has a dual purpose: improving the quality of outside agency proposals and making proposal assessment by public service department personnel more consistent and, thereby, more precise.

In circumstances where outside agencies are responsible for delivering public service, "it is patently clear that processes aimed at improving the quality of competitive proposals are necessary precursors to the establishment of effective social programs." (Worthen & Whyte, 1987, p.2). Lacking guidelines and techniques for assessing proposals, public

service department staff "must frequently rely on trial and error or 'learn as you go' procedures to decide how to solicit and review proposals." (Worthen & Whyte, 1987, p.3). Such an approach could prove to be costly and time consuming, in addition to the possibility that the best proposal might still be overlooked.

In response to Worthen and Whyte's study, the Utah State Office of Education states that "the existence of a systematic process for soliciting, reviewing, and selecting competitive proposals is related to submission of better quality proposals." (Worthen & Whyte, 1987, p.9). If potential participants are aware of what is expected of them and on what basis proposals will be judged, the probability that proposals will be better increases. In addition, such a system would minimise the possibility of political considerations and individual influence (such as the "old boy network") playing a role in the selection process. Given that the purpose of a proposal appraisal is to select those applicants who are best qualified to accomplish the objectives of the policy, "there is no reason to play games with applicants by leaving them to guess what it is reviewers will value highly or the process they will use in judging proposals." (Worthen & Whyte, 1987, p.15). Instead, in the interests of receiving better proposals and providing department staff with the means to better assess them, the use of a systematic appraisal technique would ultimately result in better quality services for the community.

Recreation Evaluation Technique Example

An example of an evaluation technique utilised by public recreation departments is Beres's *Basic Services Model*. Based on the work of Crompton and Murphy discussed in the previous section, Beres's model has been adapted for use by several public recreation departments in Western Canada (Minshall, 1985). This model has not been developed specifically for assessing coproductive effort proposals, but it may be useful in developing an appraisal technique that would serve this function.

The Basic Services Model prioritises the services that a public recreation department delivers, in order to determine whether a service should be provided and, if so, the extent to which the service should be supported by the municipal government. Beres uses "a system of *evaluation criteria* and *scoring matrices* to prioritize services." (Minshall, 1985, p.41). There are three evaluation criteria: must, want, and feasibility. The *must* criterion, requiring a yes or no response, enquires whether or not the service being evaluated is "consistent with the overall beliefs (philosophy) of the sponsoring agency." (Minshall, 1985, p.41). If it is not consistent with the department's philosophy, then the evaluation is discontinued along with municipal government support for the service. If it is consistent, then the evaluation continues with the *want* criteria.

Beres distinguishes five want criteria: social desirability, accessibility, potential for human development, safety, and meeting a specific need (Figure 2.7). The first three criteria are further specified and divided into five components. Each criterion is measured on a four point scale. They have been subjectively selected. This subjectivity is repeated in the analysis of the want criteria. As Minshall states, "the structure of this model and these criteria are such that subjective evaluation can be used." (Minshall, 1985, p.42). In fact, subjective evaluation must be used since merit is judged according to staff opinion of the service.

The want criteria are scored on a scale of 0-20. If the total for the service being evaluated is 12 or higher, then the *feasibility* criterion is applied. The feasibility criterion, which also requires a yes or no response, examines the service "within the context of present time and conditions." (Minshall, 1985, p.42). This criterion thereby considers the current needs of the community and the resources available to meet those needs. Provided that the service has been deemed feasible, the service is then located on a basic service scale to determine what percentage of service costs will be borne by the recreation department (Figure 2.8).

Criteria Number		Criteria Description	Point rating for "want" criteria					
A	1.	a MUST criteria philosophical fit	YES <input type="checkbox"/> NO <input type="checkbox"/>					
		N.B. if yes, then continue evaluation	0	1	2	3	4	final score for "want" criteria
B	2.	a WANT criteria socially worthwhile						final score for 2
		a) leadership						
		b) voluntarism						
		c) social skills						
		d) values						
		e) intergeneration						
		sub-total (add a to e) final score-divide by 5						
	3.	reasonable accessibility						final score for 3
		a) capacity						
		b) charge						
		c) transportation						
		d) threshold cost						
		e) barriers						
		sub-total (add a to e) final score - divide by 5						
	4.	human development						final score for 4
a) well-being								
b) skills								
c) decision making								
d) challenge								
e) learning								
sub-total (add a to e) final score - divide by 5								
5.	safety							
6.	need							
	combined score for the five "want" criteria							
C	7.	feasibility	YES <input type="checkbox"/> NO <input type="checkbox"/>					

Figure 2.7: Beres's Basic Services Model Evaluation Matrix (Minshall, 1985, p.42).

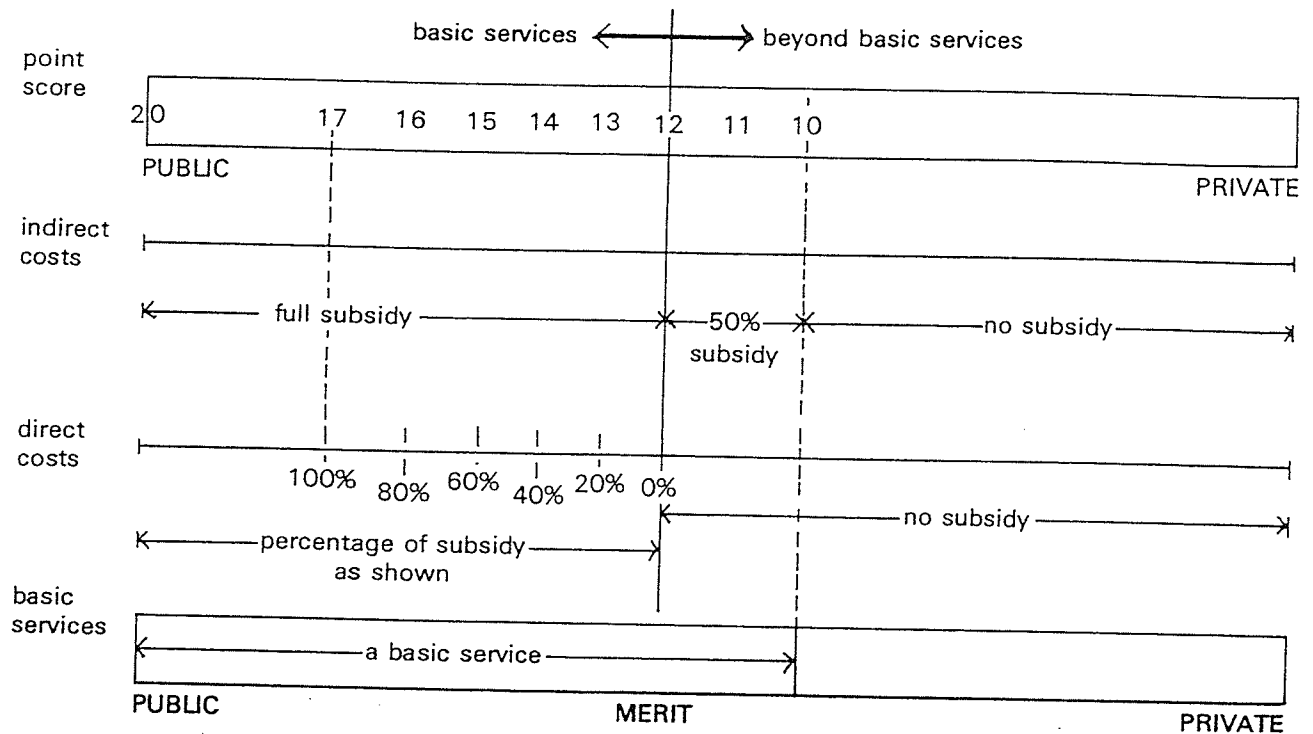


Figure 2.8: Beres's Basic Services Continuum (Minshall, 1985, p.44).

With some modification, Minshall believes that any recreation service can be assessed with the application of the Basic Services Model. Though an onerous task for department personnel, the public recreation departments which have applied the model indicate that it yields useful and valuable information. The trick, then, is to modify this model or to develop a similar appraisal technique to fit the purpose of assessing voluntary not-for-profit group proposals for coproduction. Such a technique would function to assess proposals with respect to the particular opportunities, constraints, benefits, costs, and issues characteristic of coproductive efforts. This represents a difficult task without a close relationship between the recreation department and potential voluntary not-for-profit group partners, which is sought by most departments and demonstrated by the Richmond Parks and Leisure Services Department. Since research into this type of service delivery is

limited in the recreation field, it is necessary to establish the status of coproduction by contacting practitioners directly.

CHAPTER THREE: QUESTIONNAIRE DESIGN AND ANALYSIS

INTRODUCTION

This chapter describes and analyses the purpose, design, and results of a questionnaire sent to eight public recreation departments in Western Canada. Several questions were derived from the literature review, namely: if public recreation departments are involved in coproductive efforts, why are they involved, with whom are they involved, how are coproductive efforts administered, and how are coproductive proposals evaluated?

It was assumed that the experiences of practitioners could supplement and enhance the framework, established in the literature review, for developing an appraisal technique for voluntary not-for-profit groups involved in the delivery of public recreation services. The questionnaire, therefore, represents a link between the theory and practise of coproduction in the delivery of public recreation services.

Using the questionnaire as a tool to develop the appraisal technique, in addition to incorporating the framework derived from the literature review, evolved as a result of consultation with the practicum committee. It was originally intended to involve practitioners more informally as the appraisal technique was being designed, in order to supplement the literature review (see Appendix A). It was also envisaged that they could critique and refine the methodology on the basis of practise and experience, once a draft appraisal had been prepared.

However, in early 1992, it was decided that collecting data from public recreation departments in a consistent and comparative format, using research questions linked to the literature review, would be a preferred format. Representatives were notified of the change of plans shortly thereafter, when the more formal questionnaire was distributed to them. What follows is a description of the linkage between the questionnaire and literature

review, questionnaire design, sample selection, distribution, and data collection procedures.

LINKAGE BETWEEN QUESTIONNAIRE AND LITERATURE REVIEW

The questions asked in the questionnaire are related to five contentions or assumptions derived from the literature review, as follows:

- * *Public recreation departments are involved in coproductive efforts similar to those in which other public service departments are involved .*
- * *Public recreation departments are involved in coproductive efforts for reasons similar to those of other public service departments, including budget restraint and a commitment to involving the community in service design and delivery .*
- * *Public recreation departments are involved in coproductive efforts with voluntary not for profit groups, as are other public service departments .*
- * *Public recreation departments administer coproductive efforts in the form of lease agreements, such as those negotiated with community associations .*
- * *Public recreation departments possess systematic techniques to evaluate voluntary not-for-profit group coproduction proposals .*

The contentions are included primarily to assist in organising the analysis of the questionnaire responses and link the theoretical framework, derived from the literature review, and the questionnaire findings.

Questionnaire Design

The questionnaire design incorporates elements from a number of survey methodologies (Dillman, 1977, Jackson, 1988, Oppenheim, 1973, and Satin & Shastri, 1983.), particularly Dillman's *Total Design Method* . Dillman's design encourages response by considering the reasons why those approached for information respond (or do not respond). The Total Design Method consists of two essential components. The first component "is to identify each aspect of the survey process that may affect either the quality or quantity of responses and to shape each of them in such a way that the best possible responses are obtained. The second is to organize the survey efforts so that the design intentions are carried out in complete detail." (Dillman, 1977, p.12).

The wording, length, organisation, and format of the questionnaire have, therefore, been designed to encourage a high response rate. The questions are aimed at acquiring details concerning the participants' beliefs and behaviour, with respect to their own public recreation departments. Questions are both closed- and open-ended in nature. The closed-ended questions request specific responses, in an attempt to determine comparative similarities and differences of coproductive efforts between recreation departments. Questions are based on the indicators provided by the literature review. Open-ended questions, usually requiring confirmation of responses in the form of more detailed responses and/or additional documentation, have been included despite potential problems with this type of question (Dillman, 1977, pp.87-89). Because it was necessary to acquire information to supplement the literature, open-ended questions were a necessary part of the questionnaire design.

Due to the intent of the questionnaire and the nature of the questions it includes, it should not be considered a formal , quantitative information gathering instrument. It was intended as an informal questionnaire to gather *soft* data from its participants. The analysis of the questionnaire responses was, therefore, limited by the expected quality of the data.

Sample Selection

After considering several alternatives, ranging from surveying hundreds of American and Canadian municipal recreation departments to a select group of innovative recreation departments in Canada, it was decided that the questionnaire be sent to representatives of eight Western Canadian recreation departments. These eight departments were selected on the basis that they are deemed to be the most comparable to the City of Winnipeg Parks and Recreation Department, in terms of service variety, size, budget, jurisdiction, and mandate. The eight departments were purposely chosen in order to gauge the opinions and experiences of experts in coproductive approaches to recreation service delivery. As such,

they represent a non-probability sample, a sample whose elements have been chosen on the basis of informed opinion that the elements are representative of a population. Strictly speaking, such a sample cannot be the basis for generalisations. The sample is not reliable for estimation of the whole population. Since the sample is not random, all one can justifiably assert is that, for some selected public recreation departments, the survey results are confirming or disconfirming.

The selection of the eight departments for the survey was also influenced by the interests and desires of the practicum client, the Strategic Planning Branch of the City of Winnipeg Parks and Recreation Department. The Winnipeg recreation department has selected a similar sample for research studies in the past and finds information gleaned from these sources useful for its purposes.

Sample selection was aided through the cooperation of members of *Leisure Directions West*, a network of public recreation executives from across Western Canada who meet on a semi-regular basis to discuss recreation issues. Names and addresses of the eight representatives who constitute the sample were obtained from the *Leisure Directions West* mailing list.

Distribution and Data Collection

The relatively small sample size required full and complete response on the part of those surveyed. Difficulties associated with this requirement, a problem for surveys possessing a larger sample, were alleviated by the fact that follow up reminders were not prohibitively time consuming or expensive.

Once the questionnaire had been designed and the sample selected, copies of the questionnaire were sent to the eight recreation department representatives (Figure 3.1). Along with the questionnaire, a cover letter was included which both introduced the nature of the study and attempted to anticipate any potential problems the representatives might encounter in completing and returning it.

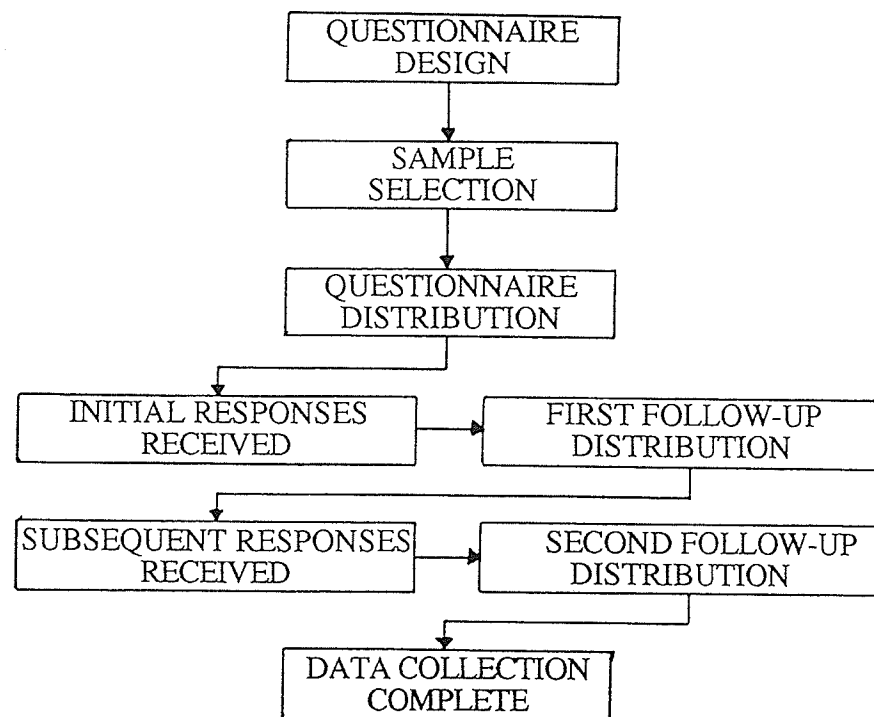


Figure 3.1: Steps in the questionnaire design and distribution process.

After a suitable period of time had elapsed (in this case, three weeks after the initial mailing), follow up letters were sent to all of the representatives. Those who had already responded were thanked for their participation, while those who had not were encouraged to do so promptly. After a further period of time had elapsed (eight weeks after the follow-up letters were sent), those who had neglected to respond to the first two letters were sent a further reminder and a replacement copy of the questionnaire and cover letter. The replacement copies were sent in case the initial copies had not been received or had been misplaced (Dillman, 1977, pp.160-191). Sample copies of the questionnaire, cover letter, follow up letters, and a representatives' response summary can be found in Appendix B.

Full response to the questionnaire was, eventually, achieved with all eight representatives completing and returning their questionnaire copies. In most cases responses were not only complete but respondents were generous in including additional documentation to supplement their completed questionnaires.

QUESTIONNAIRE ANALYSIS

The intent of this section is to analyse the responses to the questionnaire sent to representatives of eight public recreation departments in Western Canada. The analysis of the questionnaire responses supplements and enhances the findings of the literature review by determining the state of the art in coproduction administration amongst Western Canadian public recreation departments. The object of the analysis is, ultimately, to establish a conceptual framework for an appraisal technique, which will enable public recreation departments to assess voluntary-not for-profit group proposals for coproductive efforts. The analysis is organised into sections which correspond to the five contentions formulated as a result of the literature review.

PUBLIC RECREATION DEPARTMENT INVOLVEMENT IN COPRODUCTIVE EFFORTS

Findings from the literature review indicate that public recreation departments are involved in coproductive efforts. The International City Management Association survey (Shulman, 1982) determined that local governments have implemented coproduction programs in parks and recreation, as well as other public service areas. Public recreation departments' interest in and promotion of the facilitation approach to service delivery indicates that these departments are prepared for more innovation in the coproduction of recreation services.

This section will analyse the questionnaire responses, in an effort to confirm or refute the contention that public recreation departments are involved in coproductive efforts. The

section poses the following questions:

1. Are the public recreation departments surveyed involved in coproductive efforts?
2. What is the status of their coproductive efforts?
3. Are coproductive efforts limited in their application to certain areas or stages of public recreation service delivery?

Involvement in and Status of Coproductive Efforts

All eight respondents (100%) indicate that their departments are involved in coproductive efforts. Of the eight, six (75%) consider their involvement in coproduction to be increasing (two indicate that their involvement is remaining constant). Despite this overall trend towards an increase in coproduction involvement, coproductive efforts nonetheless represent a relatively small proportion of public recreation department budgetary allotment. Most respondents (five of them, or 62.5%) indicate that their departments commit 10% or less of their total budgets to coproductive efforts, with none of the respondents indicating more than a 25%-50% budgetary commitment to coproduction.

Based on these responses, though coproductive efforts are prevalent and interest in coproduction is increasing, they have not been a high priority for these public recreation departments. The responses also hint that a department's budgetary commitment to coproduction is difficult to measure (at least in terms of a percentage of total budget). Several respondents included marginalia comments to the effect that they can only speculate or make rough estimates, since their departments are not in the habit of categorising their service offerings and budgets in such a way that coproduction is singled out. These responses can also be interpreted to mean that coproduction is either so firmly entrenched in a department's service delivery system that it is difficult to measure or that it is given such low priority that its staff would find such measurement insignificant to the department's service delivery.

Coproductive Effort Limitations

Once the status of coproduction in public recreation departments was established, the representatives were asked if there are any limitations to the application of coproduction in

their departments. For the most part, the representatives indicate that coproductive efforts are not limited to certain general areas or stages of recreation service delivery. As Figure 3.2 illustrates, the representatives indicate that coproduction is applicable to all of these areas and stages--although three respondents indicate that coproduction may not be as appropriate in the areas of promotion and marketing, parks, and maintenance and operations. (The Regina representative indicates that the Regina Garden Association is another application for coproductive efforts).

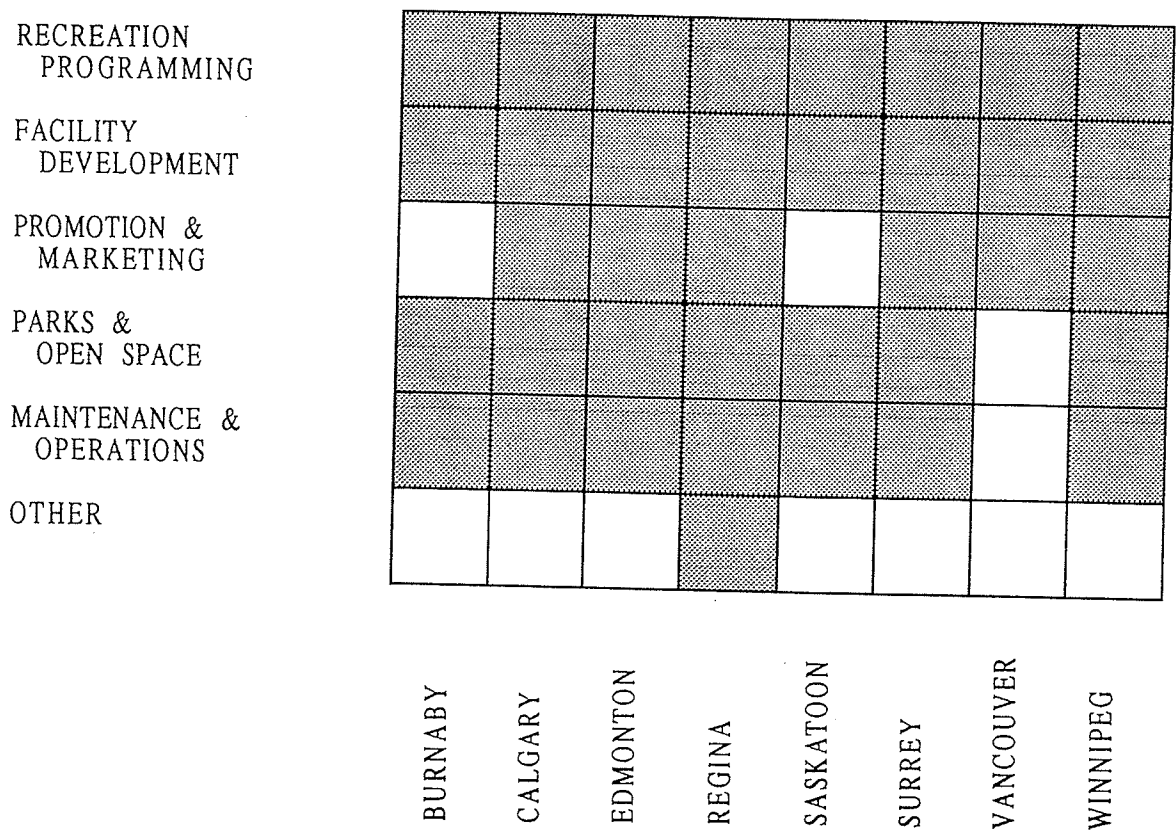


Figure 3.2: Areas and stages of recreation service delivery to which coproductive efforts are limited. Shading indicates areas or stages in which the public recreation departments are involved in coproductive efforts.

The responses to the questionnaire confirm that public recreation departments are, indeed, involved in coproductive efforts. Respondents indicate that their departments'

involvement in coproduction is increasing and that coproduction is not limited to certain areas or stages of recreation service delivery. Confirmation of coproduction involvement does not, however, establish why public recreation departments are involved in coproductive efforts.

REASONS FOR PUBLIC RECREATION DEPARTMENT INVOLVEMENT IN COPRODUCTIVE EFFORTS

Findings from the literature review indicate that public recreation departments are involved in coproductive efforts for a number of interrelated reasons. These reasons correspond to the two important issues in the field of public recreation services, discussed in Chapter Two:

1. Continual budget restraint coupled with ongoing demands for more and better services.
2. Role definition of public recreation departments in relation to their communities.

In addition, public recreation departments are interested in the potential benefits of coproduction as discussed by Brudney:

1. Expansion of services.
 2. Greater cost efficiency.
 3. Promotion of citizenship.
 4. Increased governmental responsiveness to community needs and preferences.
- (Brudney, 1989, p.516).

Analysis of the questionnaire responses in this section will focus on confirming or refuting the contention that public recreation departments are involved in coproductive efforts for these reasons. The section will determine:

1. Reasons why public recreation departments are involved in coproductive efforts.
2. If these reasons are represented in departmental policy.
3. If coproductive efforts correspond to the objectives of the departments as found in their mission statements or operating philosophies.

Reasons for Coproductive Effort Involvement

The six representatives who indicate that coproductive efforts involving their departments are increasing, confirm that they are involved because of continual budget

restraint and their focus on enabling citizens and citizen groups to fulfill their own recreation needs. Respondents gave virtually equal emphasis to budget restraint and role redefinition as their reasons for involvement in coproduction. The Saskatoon representative states that her department is involved because of "Increased department focus on involving the Public with decision making, and encouraging them to assume some responsibility for fundraising and maintenance--due to rising operating costs." The Winnipeg representative supports these reasons, stating that his department's involvement derives from "Financial conditions, increasing citizen desire to participate." The balance of the responses, such as that of the Burnaby representative which follows, echo these sentiments: "Economic times, greater feasibility, more groups consciously looking to broaden their service to the community, less insular thinking."

In addition to the reasons why representatives believe that coproductive efforts are increasing, they were asked to indicate what benefits their departments derive from coproduction involvement. All eight respondents (100%) indicate that community development is a primary benefit, but other benefits of coproduction also garnered strong support (Figure 3.3). These benefits are: cost savings (87.5%), expansion of program or service offerings (75%), and meeting broader service objectives (75%). The Surrey representative also indicates another benefit of coproduction involvement, that of increased community pride--which is often considered to be an attribute of community development initiatives.

The stated benefits derived from involvement in coproduction differ somewhat from the reasons the representatives cite for increasing their participation in coproductive efforts. This difference may suggest that there is some dispute as to why these public recreation departments are involved in coproduction. One possible explanation is that departments encourage coproduction for cost saving or facilitation role reasons at the outset and then discover that coproductive efforts possess several other latent benefits once they have been in operation.

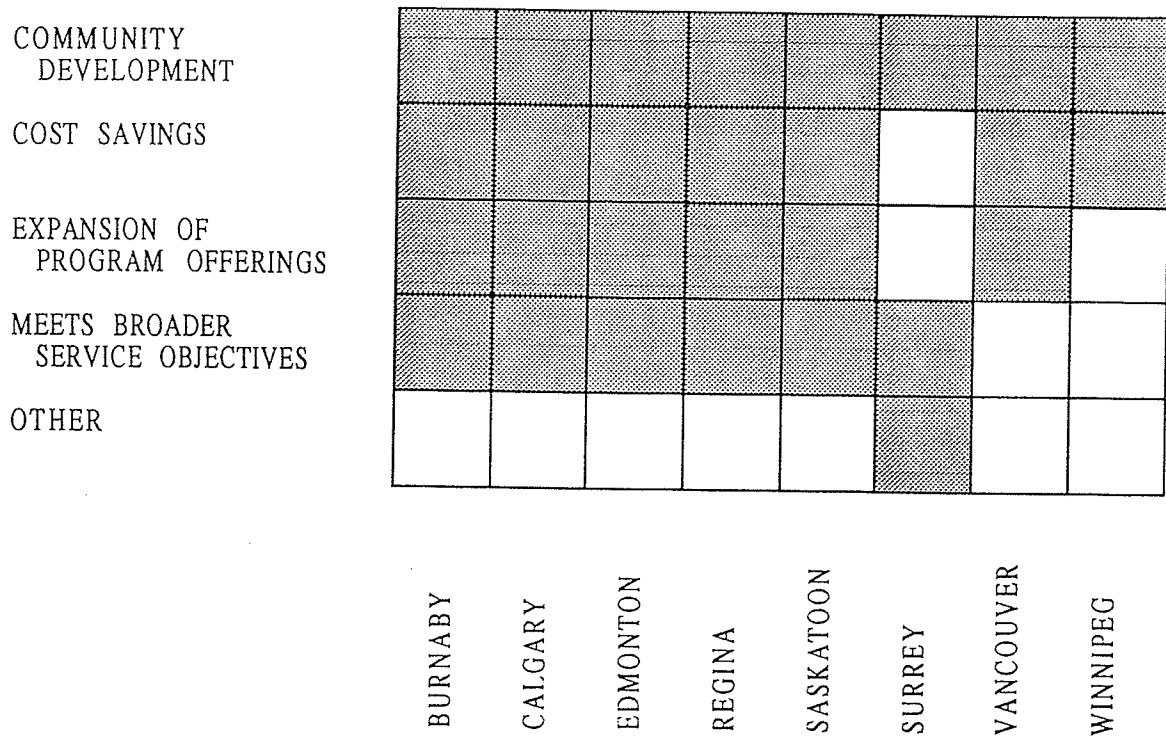


Figure 3.3: Primary benefits of public recreation department involvement in coproductive efforts. Shading indicates benefit.

Coproductive Involvement Represented in Departmental Policies

If public recreation departments are involved in coproductive efforts for the reasons they have indicated, then presumably these reasons are evident in departmental policies. Six of the respondents (75%) indicate that their departments have developed policies to encourage coproductive efforts. They were asked to provide details and/or include documentation concerning these policies. Most respondents chose to enclose supplementary materials with their completed questionnaires. The materials consist of policy manuals (Calgary and Surrey), departmental organisation plans (Saskatoon), departmental direction statements (Saskatoon), strategic plan summaries (Vancouver), and program descriptions (Regina, Winnipeg, and Calgary). Examples of the policies that the respondents provide as evidence of encouraging coproduction involvement range from the

vague and general, to the detailed and specific.

The Burnaby and Edmonton representatives, who indicate that their departments do not have policies in place to encourage coproduction, also indicate that such policies would not benefit them. The Burnaby representative appended his response, stating that "we have a practice of co-op efforts not based on a policy. Each opportunity is evaluated on its specific circumstances and benefits; not limited by a policy."

Coproduative Efforts and Departmental Philosophy

Further evidence of the rationale for public recreation department involvement in coproduction was established by enquiring as to how coproduative efforts relate to the departments' overall operating philosophies or mission statements. The representatives were asked if their departments operate by a mission statement or operating philosophy that defines their departments' public service objectives. Six of them (75%) responded that their departments do and several provided documentation of departmental mission statements and operating philosophies. As expected, none refer specifically to coproduction but some emphasise cooperation amongst recreation service organisations (Calgary, Regina, Saskatoon, Vancouver, and Winnipeg) and/or the role of their departments as a facilitator (Calgary, Regina, Saskatoon, and Vancouver).

Seven of the representatives (87.5%) agree that coproduative efforts meet their departments' public service objectives. The lone dissenter indicates that the Regina recreation department does not have "any specific public service objectives relating to these types of projects". Nonetheless, the responses to the questionnaire confirm that public recreation departments are involved in coproduative efforts as part of their citizen and citizen group facilitation strategies and as a result of the continual budget restraints faced by these departments. All of the respondents consider community development to be a primary benefit of coproduction and most also indicate that benefits such as cost savings, expansion of program or service offerings, and meeting broader service objectives accrue to their departments through coproduction involvement. The responses indicate that most

of the public recreation departments have policies in place to encourage coproductive efforts. Furthermore, these coproductive efforts correspond (for the most part) to the public service objectives these departments have established to guide their operations. With the exception of the Burnaby and Regina representatives, public recreation department representatives indicate that they are attempting to approach coproductive efforts in a less ad hoc manner. Their responses and the documentation they provide suggest that coproduction arrangements with individuals and organisations external to their departments are supported by and reflected in departmental policies.

PARTNERS OF PUBLIC RECREATION DEPARTMENTS IN COPRODUCTIVE EFFORTS

Findings from the literature review suggest that public recreation departments are involved in coproductive efforts with voluntary not-for-profit groups. Voluntary not-for-profit groups and service clubs that participate with public recreation departments include the YMCA, YWCA, Boy Scouts, Girl Guides, sports organisations, cultural organisations, and community associations (Harper, 1986, p.20, City of Winnipeg, 1980, and City of Richmond, 1989). This section will analyse the questionnaire responses, to determine the extent to which these groups are involved in coproductive efforts with the eight public recreation departments contacted.

The section poses the following questions:

1. Who are the public recreation departments surveyed currently involved with in coproductive efforts and who do they anticipate being involved with in the future?
2. Is the type of coproductive effort partner limited by departmental public service objectives?
3. Do coproductive efforts with voluntary not-for-profit groups and service clubs represent a priority for these departments?

Current and Future Coproductive Effort Partners

All eight representatives (100%) indicate that their departments are involved in coproductive efforts with voluntary not-for-profit groups and service clubs (Figure 3.4).

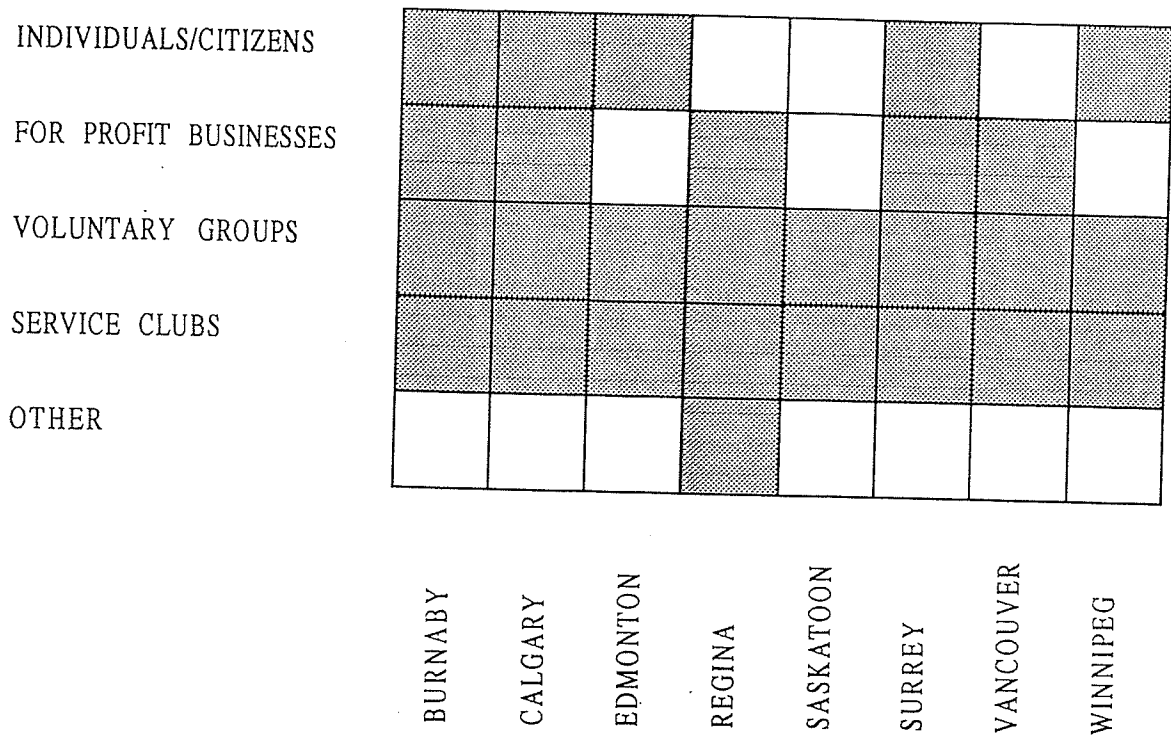


Figure 3.4: Groups with which public recreation departments are currently involved in coproductive efforts. Shading indicates involvement.

They are also involved with individual citizens, for profit businesses, and "school boards" (the Regina representative), but to a more limited extent. Initiatives with these types of partners do not, from the standpoint of this practicum, qualify as coproductive efforts. The focus of these public recreation departments on involvement with voluntary not-for-profit groups and service clubs is further emphasised by the respondents' expectations for future coproductive efforts. In addition to two unspecified potential coproduction partners (from the Burnaby and Surrey representatives), all eight representatives (100%) indicate that they expect to be involved with voluntary not-for-profit groups and service clubs in the future (Figure 3.5).

INDIVIDUALS/CITIZENS	Shaded	Shaded	Shaded	White	White	Shaded	Shaded	Shaded
FOR PROFIT BUSINESSES	Shaded	Shaded	White	Shaded	White	Shaded	Shaded	Shaded
VOLUNTARY GROUPS	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded
SERVICE CLUBS	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded
OTHER	Shaded	White	White	White	White	Shaded	White	White
	BURNABY	CALGARY	EDMONTON	REGINA	SASKATOON	SURREY	VANCOUVER	WINNIPEG

Figure 3.5: Groups with which public recreation departments anticipate being involved in coproductive efforts in the future. Shading indicates involvement.

Public Service Objective Limitations

Respondent emphasis on current and future involvement with voluntary not-for-profit groups and service clubs confirms the contention that public recreation departments are involved with these types of partners in coproductive efforts. Evidence that they expect to be involved with the same partners in the future suggests that any problems their departments have encountered in coproductive efforts are not insurmountable, nor have these problems tempered their enthusiasm for them. Based on their responses, the representatives believe that coproductive efforts with these partners are not limited to any significant extent by their departments' public service objectives. If coproductive efforts with individual citizens, for profit businesses, voluntary not-for-profit groups, or service clubs are limited in any way, they are as the Winnipeg representative suggests "not limited by service objectives."

Coproduative Effort Partner Priorities

Five of the eight representatives (62.5%) indicate that, not only are they involved with voluntary not-for-profit groups and service clubs in coproduative efforts, but that these partnerships represent a priority for their departments. The respondents refer in this matter to the same departmental policy manuals, strategic plans, and program descriptions that encourage coproduative involvement in general. Of those representatives who consider coproduative efforts with these partners to be a priority, most indicate how this priority is manifested in their departments' policies by referring to specific policy documents, citing the large number of such coproduative effort examples, or providing an indication of changes in staff allocations. The Winnipeg representative comments on his department's involvement in coproduative efforts with "79 Community Centres [and] Joint Use arrangements with 11 School Divisions", while the Regina representative states that "The priority is reflected in our decision to allocate staff members full time to the [facilitative] role. Also, as budgets get cut further we are stimulated to be more creative."

The responses to the questionnaire confirm that public recreation departments are involved in coproduative efforts with voluntary not-for-profit groups, and that they expect this involvement to continue in the future. The representatives do not believe that coproduative efforts are or should be limited to certain types of partners and the majority consider coproduative efforts with voluntary not-for-profit groups and service clubs to be a priority of their departments'. Those that consider such coproduative effort arrangements to be a priority suggest that this emphasis is manifested in their departmental policies. Although most departments have established a policy framework for coproduation (or, rather, arrangements which resemble coproduation), it is not clear whether they are capable of developing more specific procedures for determining their involvement in particular coproduative efforts with voluntary not-for-profit groups and service clubs.

HOW PUBLIC RECREATION DEPARTMENTS ADMINISTER COPRODUCTIVE EFFORTS

Findings from the literature review indicate that public recreation departments administer coproductive efforts with voluntary not-for-profit groups and service clubs by negotiating lease agreements with these groups. At one time the agreements between recreation departments and voluntary not-for-profit groups were informal arrangements, often little more than verbal agreements and seldom providing more than broad guidelines with respect to the roles and responsibilities of the partners. More recently, public recreation departments have sought to formalise these relationships. One of the more innovative public recreation departments, in this respect, is the Richmond Parks and Leisure Services Department. The Richmond recreation department began the process of an issue by issue review in preparation for the development of formal lease agreements, after discovering that its lease agreements were inadequate in communicating the extent of the roles and responsibilities of participants (City of Richmond, 1986, p.4). This section will analyse the questionnaire responses in order to confirm or refute the contention that public recreation departments administer coproductive efforts with reference to lease agreements.

The section establishes:

1. How the public recreation departments surveyed administer coproductive efforts.
2. A comparison of the lease agreement examples provided by the respondents.
3. A comparison of the evidence of other types of models also utilised by the respondents.

Public Recreation Department Administration of Coproductive Efforts

Seven of the eight representatives (87.5%) indicate that their departments refer to lease agreements or other models when entering into coproductive efforts (the Surrey representative did not respond to the question). Five of the seven representatives (71.4%), who responded favourably to this question, included additional documentation of either lease agreement or other model examples.

Lease Agreement Examples

Most of the respondents included documentation of lease agreements negotiated between their departments and voluntary not-for-profit groups. The eight public recreation departments are involved in coproductive efforts with a variety of voluntary not-for-profit groups. Examples of voluntary not-for-profit groups include community centres, sports organisations, and cultural organisations. The lease agreement examples bear a striking similarity, from one agreement to another and from one jurisdiction to another, with respect to the conditions included in them. The conditions represent the terms of the agreements negotiated between the recreation departments and voluntary not-for-profit groups. Presumably, the conditions also reflect the purpose for public recreation department involvement in the coproductive effort as well as the roles, responsibilities, objectives, and concerns of the partners to the agreement.

Examples of the agreements are of two types. The first type (by far the most common type included in the additional documentation provided by the respondents) is that of lease agreements. The second type (of which only one example was provided, by the Vancouver respondent) is that of joint operating agreements. In the case of the Winnipeg Parks and Recreation Department, the lease agreements include the following conditions:

- terms of the lease
- rent paid by the group to the City (also taxes)
- use
- maintenance and repair
- catering concessions
- advertising and promotion
- insurance and indemnity
- improvements and alterations
- financial contribution by the group (in addition to rent)
- utilities
- rights of entry (for City inspection purposes)
- termination
- general provisions.

(City of Winnipeg, 1987).

The Winnipeg representative provided several examples of lease agreements, each one reflecting these same conditions. Examples provided by representatives of the Burnaby, Calgary, and Regina recreation departments also include agreements between sports organisations and community centres. The Burnaby and Calgary representatives also provided examples that include conditions concerned with public use of coproductive effort facilities. (For details of the lease agreement conditions contained in the public recreation department examples, see Appendix C). The Burnaby Parks and Recreation Department is involved in a coproductive effort with the Bicycling Association of British Columbia. A condition of this agreement is that "the Lessee will provide and allow recreational cycling and competitive cycling programs, both to be available to the general public seven days a week." (City of Burnaby, 1990). Subsequent conditions detail the Burnaby recreation department's desire to provide for the needs of the community--in addition to those of the association membership--in negotiating the agreement.

The Calgary representative included documentation of a standard License of Occupation agreement example. This lease agreement also includes a condition to ensure provision for public use of coproductive effort facilities. This condition states that the facility operation must conform to the department's Public Use Policy "requiring the opening of the Facility to the public for fifty percent (50%) of the operating time available." (City of Calgary, no date). In other respects, the Burnaby and Calgary lease agreement examples resemble those of Winnipeg, Regina, and Vancouver. These other departments indicate a concern for the use of and public access to the facilities involved, but not to the same extent indicated by the Burnaby and Calgary examples.

The Vancouver representative also included an example of a joint operating agreement. The partners to this agreement are the Vancouver Board of Parks and Recreation and the Kensington Community Association (City of Vancouver, 1979). This agreement differs from the lease agreements wherein a nominal rent is paid by the voluntary not-for-profit

group to the municipality and certain specified responsibilities for construction and operation of the facilities are transferred from the municipality to the voluntary not-for-profit group. In contrast, the joint operating agreement is more limited. Here, the transfer of responsibilities is much less involved, and includes only certain operational tasks. The Kensington Community Association does not become a tenant of the municipality and only assumes responsibility for programming, input in staff hiring decisions, preparation of financial statements, and management of an equipment and supplies fund.

Other Model Examples

In addition to the lease agreements, the respondents provided documentation of other types of models that they utilise in administering coproductive efforts. The lease agreement examples are similar with respect to the partners involved, the conditions of the agreements, and composition in the form of legal contracts. Examples of other types of models provided by the representatives, although similar in many respects, are not as readily comparable as the lease agreement examples. A comparison of the models provided by the Winnipeg, Regina, and Calgary representatives does, however, indicate some similarities. (See Appendix D, which provides details of coproduction program eligibility criteria provided by the respondents).

The Winnipeg Parks and Recreation Department produced a document that provides for a "more precise identification of roles and responsibilities of the Community Organizations, Consultants and Civic Departments throughout the planning, design and construction phases" (City of Winnipeg, 1989, p.2), when groups want to renovate or construct recreation facilities on City owned property. After citing the City of Winnipeg's tradition of encouraging coproductive efforts with voluntary not-for-profit groups, the document states that the City will continue to support groups provided there is "sufficient public need for the facility" proposed (City of Winnipeg, 1989, p.3). The objectives of this policy are:

- (a) To promote the development of leisure opportunities throughout the City
- (b) To encourage volunteer community organizations to assist in financing and supervision of the construction and renovation of Parks & Recreation facilities on

City-owned property

(c) To improve the care, control and supervision of facility construction and renovation on City-owned property

(d) To protect the [City's] interests during implementation of the project.

(City of Winnipeg, 1989, p.3).

According to this document, coproductive effort proposals will be evaluated on the basis of need, function, and location. In addition, "Facilities will be operated by Community Organizations through suitable agreements with the City providing that the operation of such facilities conforms to the terms and conditions of this Policy." (City of Winnipeg, 1989, p.4). The document proceeds to detail the implementation procedures for facility construction or renovation, including: planning, design, construction, post construction/operation, and appeal phases (City of Winnipeg, 1989, pp.6-14).

Regina Parks and Recreation has developed a model similar to that of the Winnipeg recreation department. The *Argyle Park/Uplands Community Centres Project: Final Report* (City of Regina, 1991) also defines the roles and responsibilities of the recreation department and voluntary not-for-profit groups involved in coproductive efforts. The development process detailed in the report focuses on "the role of the community in organizing itself, defining its needs and utilizing all available resources to develop the community." (City of Regina, 1991, p.2). The "significant aspects" of the model resemble the objectives of the Winnipeg document:

- 1) The City owns the facilities but the community committees have total autonomy in operating the facilities
- 2) The agreements provide for safeguards to ensure the City of Regina investments are protected
- 3) The agreements are seen as joint ventures
- 4) A yearly grant, subject to Council's approval, is provided to the communities in exchange for access to the facilities
- 5) The agreements provide for a negotiated relief process, should the community groups realize financial or other difficulties.

(City of Regina, 1991, p.6).

The Calgary representative also provided examples of other models used in administering coproductive efforts. Included were the *Leasing/Licensing Policies for Recreation and Social Non-Profit Organizations* (City of Calgary, no date) and the *Co-Sponsored Program Policy & Procedures* (City of Calgary, 1992) documents. The Leasing/Licensing Policies document refers to the department's *Policies & Priorities Plan, 1988-1992* before indicating that the intent of the policy is to "provide guidelines for leasing/licensing of City land to non-profit recreation and social organizations providing services and facilities that are considered beneficial to the Municipality." (City of Calgary, no date, p.1). The document then goes on to detail the conditions of lease agreements that the recreation department negotiates with voluntary not-for-profit groups. These conditions reflect or, more likely, function to establish those conditions previously enumerated in the lease agreement discussion.

The Co-Sponsored Program document is intended to "develop a policy and system that would clarify where, as a department, consistency is necessary, while still allowing for the flexibility to deal with individual needs of groups." (City of Calgary, 1992, p.1). In addition to its purpose, the document discusses the general requirements for participation in a coproductive effort, steps in the development process, and sample co-sponsored program contracts and budget forms. In order for the recreation department to become involved in a coproductive effort, several requirements must be satisfied including:

- Program must be parks, recreation or cultural in nature and recognized as providing a service within the mandate of the Department.
- Need for the program must be demonstrated.
- Assistance is provided on the understanding that the organization is endeavouring to minimize and decrease its dependency on city funding as the program matures.
- The organization must be willing and able to provide for a minimum level of service by assisting with program needs identification and development, making any facility arrangements, assisting with registration, financing any advertising over "base level" and providing assistance in administering program/participant evaluations.
- The organization can demonstrate financial responsibility.

- An organization must have sufficient comprehensive general liability insurance coverage, in particular where the organization is providing a facility or leadership component of the program.
- The program must be advertised as a co-sponsored program with Calgary Parks & Recreation.
- The program is offered to the general public at a fee that is reasonable (be comparable to current market). A two fee structure for members and non-members is permissible. The non-member rate must not prohibit participation.
- Any profit made from a program by an organization shall be directed back into subsequent programs or returned to the City.
- Program requests will be considered in view of their ability to provide maximum benefit with limited amount of funds available (i.e. wide range and distribution of programs).

(City of Calgary, 1992, p.6).

The steps in the Calgary development process resemble those of the Regina Community Centres Project and the Winnipeg Partners for Progress processes, especially the responsibilities of the recreation department and the voluntary not-for-profit group, depending on the roles of the partners to the coproductive effort as outlined in these documents. In other words, responsibilities differ depending on which partner is the primary provider in the program (see Appendix E, referring to the Calgary Co-Sponsored "Program Development Process" chart). The Calgary recreation department provides samples of Co-Sponsored Program contracts and budget forms. The contracts are used "as a tool to assist both the community group and Calgary Parks & Recreation in assessing the level of service to be provided by both parties and to provide details required for implementation...of programs." (City of Calgary, 1992, p.10). In this way, the department trains the voluntary not-for-profit group to plan, advertise, implement, and evaluate coproductive efforts. The contracts also outline the responsibilities of each partner in implementing and operating the programs. The budget forms are utilised by the department to "outline details of co-sponsored programs or special events. The purpose is to: record program details, record budget constraints and verify actual costs" (p.15).

The responses to the questionnaire confirm that public recreation departments administer coproductive efforts with voluntary not-for-profit groups by referring to lease agreements. A comparison of the lease agreement examples provided by the respondents indicates that the recreation departments are involved with sports organisations, cultural organisations, and community centres. The comparison also indicates that the conditions of the agreements between the departments and voluntary not-for-profit groups are similar and consistent, from one agreement to another and from one jurisdiction to another. Several of the recreation departments also utilise other models when entering into coproductive efforts with voluntary not-for-profit groups. Despite indications that these models are not as similar as the lease agreements, they are comparable in terms of how the departments utilise them and demonstrate their concern with the clear identification of the roles, responsibilities, and capabilities of the partners to coproductive efforts. Although the other types of models utilised by public recreation departments in administering coproductive efforts mention appraisal concerns, the process by which they assess voluntary not-for-profit group proposals for coproductive efforts is no more apparent than it is in the lease agreement examples.

EVALUATION TECHNIQUES IN PUBLIC RECREATION DEPARTMENT COPRODUCTIVE EFFORTS

Findings from the literature review indicate that public recreation departments possess the means to evaluate voluntary not-for-profit group coproduction proposals. Although Worthen and Whyte (1987) contend that processes aimed at improving the quality of proposals and, ultimately, the quality of coproductive efforts are not well advanced, approaches such as Beres's Basic Services Model (Minshall, 1985) suggest that public recreation department means to evaluate coproduction proposals are available. This section will analyse the questionnaire responses in order to confirm or refute the contention that

public recreation departments have developed the means to evaluate proposals for coproductive efforts.

The section:

1. Examines whether the public recreation departments surveyed have developed criteria or guidelines to evaluate coproductive effort proposals from voluntary not-for-profit groups.
2. Compares the concerns expressed and objectives implied by these departments about coproduction.
3. Establishes the basis upon which to develop an appraisal technique for assessing voluntary not-for-profit group coproduction proposals.

Available Criteria or Guidelines for Coproductive Effort Proposals

The majority of the representatives (5 of 7, or 71.4%; the Surrey representative did not respond to the question) indicate that their recreation departments have not developed evaluation criteria for the purpose of assessing voluntary not-for-profit group proposals for coproductive efforts. Two of the representatives (Edmonton and Saskatoon) indicate that their departments have developed such a technique, but they did not provide details of these criteria or guidelines. Further correspondence with these representatives revealed that they do not possess nor utilise an evaluation technique which has been specifically designed for this purpose.

Lease Agreement Concerns and Implied Objectives

The similarity of the lease agreements, from one agreement to another and from one jurisdiction to another, suggests that there exists some consistency of departmental objectives and values in relation to coproduction involvement. This suggestion is supported by the similarity of reasons for public recreation department involvement in coproductive efforts, as discussed in previous sections. Additional correspondence with the representatives reveals that, although their departments lack coproduction proposal evaluation means, proposals are considered and assessed with respect to certain common

concerns and implied objectives. The Burnaby, Regina, and Vancouver representatives indicate that their departments have neither formal programs nor criteria in place to assess voluntary not-for-profit group coproduction proposals. Nonetheless, each department does consider such proposals on the basis of certain factors.

The Vancouver representative states that "we examine the need for the use, the appropriateness of the proposed program or facility, the degree of public access available, the impact on existing resources and uses, and the financial and organizational well-being of the client." The Burnaby representative, despite agreeing to the factors indicated by the Vancouver representative, takes a different approach stating that "Requests are evaluated and considered on an individual basis. Basic criteria is what the benefit is to the user group, potential benefit to the broader community and direct benefit to the [City]. These benefits are weighed against the cost and value to the [City]."

The Regina representative states that "we certainly would consider each based on factors such as community need (not wish), financial cost to the City, alternatives available to meet the needs, amount of non-City dollars in the project, ongoing operating requirements, availability to the general public, types of service levels being proposed (basic introductory, enhanced, expert or elite), value of group's equity and the number of citizens benefitting from the facility or program." Although the responses of the Vancouver, Regina, and Burnaby representatives are not identical there is at least the suggestion of a similarity in approaches to coproduction proposal consideration (if not exactly evaluation) and the concerns of the recreation departments. The Burnaby department approach resembles a cost-benefit analysis, while those of the Regina and Vancouver departments appear to be issue by issue reviews reminiscent of the Richmond approach.

Coproduction Appraisal Technique Basis

The responses to the questionnaire do not support the contention that public recreation departments possess systematic techniques to evaluate voluntary not-for-profit group

proposals for coproductive efforts. Despite this, further correspondence with the respondents suggests that there is some consistency amongst the features that these recreation departments consider when assessing proposals. When these features are combined with the recreation service evaluation technique of Beres's Basic Service Model (and others, such as Soles, 1982, Brimacombe, 1985, and Harper & Balmer, 1986) and the other model types currently utilised by the Calgary, Regina, and Winnipeg recreation departments, public recreation departments are not far from possessing the means to assess coproduction proposals. What they lack is an appraisal technique which incorporates components of these processes and is specifically designed to systematically assess voluntary not-for-profit group proposals for coproductive efforts.

CHAPTER FOUR: COPRODUCTION APPRAISAL TECHNIQUE

INTRODUCTION

The intent of this chapter is to present an appraisal technique which would enable a public recreation department to assess the merits of coproductive effort proposals. By providing an analytical tool that integrates policies, programs, and review processes currently available to public recreation departments, it is hoped that proposal appraisal will become more systematic. The appraisal technique presented in this chapter synthesises the findings from the literature review and the questionnaire response. This synthesis of theory and practice, manifest in the appraisal technique components, is aimed at achieving better proposals and, ultimately, better public recreation services.

The chapter consists of three sections concerned with:

1. The intent and limitations of the appraisal technique
2. Its derivation and context
3. The development and description of its constituent categories and criteria.

INTENT AND LIMITATIONS

The concepts of intent and limitations are closely related in the context of appraisal tool construction. An appraisal technique intended to assess the relative merits of coproductive recreation proposals is recognised to be a difficult proposition (Kettl, 1988, Salamon, 1987, and Worthen & Whyte, 1987). Assessing even the most straightforward public service delivery activity is not a simple endeavour. More complicated scenarios--such as when a voluntary not-for-profit group proposes coproducing a recreation service with a public recreation department--increase potential appraisal difficulties. In an effort to establish the intent of the Coproduction Appraisal Technique and its limitations, this section will discuss:

1. Proposal assessment in general

2. The specific appraisal technique intent
3. The limitations of its reliability and accuracy.

Proposal Assessment

Roberts considers evaluation to be a critical component of the planning process. In her words, "The measurement both of the likely value of proposals and of their effect in action is clearly basic to any effective land use planning and one of the most glaringly deficient parts of the process at the moment." (Roberts, 1974, p.38). In addition to including all relevant aspects of any proposal, evaluation incorporates the values of the rater (in this case, a public recreation department) in a comparison of alternative possibilities. Alternatives are considered on the basis of how well they achieve the objectives specified by the rater and at what cost. Evaluation is, then, the process of taking alternative courses of action (be they different approaches to a problem or different proposals), comparing them, and then reaching conclusions about their merits.

One method of comparing the benefits and costs of alternatives utilised by planners (and other decision makers) is modelling. Roberts distinguishes the planning model from descriptive and predictive models. The planning model "incorporates some criteria against which alternative futures are tested, to discover which should be preferred." (Roberts, 1974, p.95). In this context, benefits represent progress towards desired objectives, while costs represent retrogression from those objectives.

The Coproduction Appraisal Technique resembles Carley's project appraisal definition and Nijkamp et al's implicit ex ante evaluation (Carley, 1980, and Nijkamp et al, 1990). This type of appraisal is forward looking, in so far as it deals with expected and foreseeable effects of policies not yet implemented. It also involves the ongoing participation and cooperation of separate, distinct groups: in this case, a voluntary not-for-profit group and a public recreation department. A voluntary not-for-profit group may propose a coproductive service delivery effort in response to a public recreation department request for proposals, or in unsolicited instances when the group has an idea that requires the involvement of the

recreation department. In either situation it is advisable that the public recreation department have in place an appraisal technique that enables it to assess the merits of the proposal in relation to departmental objectives for the type of service in question.

As discussed in Chapter Two, Worthen and Whyte (1987) consider existing proposal appraisal to be inadequate to the needs of both public service departments and voluntary not-for-profit groups. If a public recreation department is sincerely dedicated to encouraging high quality proposals, then it must clearly communicate its expectations and the standards by which proposals will be measured. According to Worthen and Whyte, there is no sense in keeping applicants in the dark about considerations such as project deadlines, expected outcomes, or available resources (Worthen & Whyte, 1987, pp.10-13). They have determined that an adequate Request for Proposals must include the following information:

- A cover letter to inform applicant's of the Request for Proposals purpose.
- Description of the need addressed by the funding program and the context in which that need is to be met.
- Clear statement of the goals of the funding program.
- Constraints and conditions which would affect funded projects.
- Resources available for project activities.
- Criteria and processes to be used in reviewing submitted proposals.

(Worthen & Whyte, 1987, p.13).

Each of the components of a proposal call is important for eliciting and assessing proposals. Several of the coproductive effort program descriptions investigated in Chapter Three (such as Calgary's *Co-Sponsorship Program* , Winnipeg's *Partners for Progress* , and Regina's *Self-Help Program*) include this information. What they all fail to provide, however, is an explicit indication of how voluntary not-for-profit group proposals will be appraised (that is, Worthen and Whyte's sixth piece of information, "Criteria and processes to be used in reviewing submitted proposals"). This is a critical oversight on the part of public recreation departments that desire high quality proposals. Either the departments

have neglected to develop an appraisal technique or they have chosen to keep their techniques to themselves. It is essential, according to Worthen and Whyte, "that applicants know on what basis their proposal will be evaluated." (Worthen & Whyte, 1987, p.15). If a point allocation or other model is to be utilised, "the criteria in the system and the points associated with each criterion should be included as a part of the Request for Proposals." (Worthen & Whyte, 1987, p.15). Or, it should be available upon request to groups that may wish to become involved in recreation service delivery.

Coproduction Appraisal Technique Intent

The Coproduction Appraisal Technique, which represents the end product of this practicum research, is intended to provide a remedy for those public recreation departments (such as the City of Winnipeg Parks and Recreation Department) that currently lack a systematic means of assessing coproductive effort proposals. The objective of such a technique is to encourage better quality proposals and, ultimately, better quality coproductive efforts. In order to achieve this objective, it has been necessary to acquire a theoretical understanding of why public service departments are involved in coproduction and determine how public recreation departments administer them in practise. These investigations have led to the development of a conceptual framework to enhance a public recreation department's formal assessment of voluntary not-for-profit group proposals. The appraisal technique development acknowledges the existence of several review procedures that public recreation departments utilise in evaluating services. The Coproduction Appraisal Technique presented here is not intended to supplant or eliminate these review procedures. Instead, current review procedures are encouraged and enhanced by utilising them to assess specific attributes of a proposal. Currently isolated review procedures are integrated during the assessment process. Review procedure data are input by the proposal rater (public recreation department staff member), where appropriate, during the coproduction proposal appraisal.

Appraisal is not decision making per se, but an important aid to decision making. Such aids are indispensable in coproductive effort circumstances, where problems are complex. In designing appraisal techniques, decisions must be made concerning which attributes are important in assessing alternatives. Appraisal techniques are limited with respect to measurement or, as Roberts states, in "converting the physical repercussions of planning proposals into common units of relative value. Some commentators have suggested that this is pretty well a hunt for the Holy Grail and that total comparability should be abandoned as unattainable." (Roberts, 1974, p.129). Despite this caveat, appraisal techniques remain among the best available analytical tools for forecasting the consequences of a proposal.

Reliability and Accuracy Limitations

Due to the variables involved and the almost infinite permutations and combinations of their interrelations, every appraisal technique is limited to some degree. The paucity of techniques currently available to public recreation departments for assessing coproductive efforts suggests that those responsible for rating proposals are either wary of attempting this task, or rely on experience and intuition. Current review procedures usually focus on a small number of variables. The appraisal technique presented here attempts to integrate the components of these less comprehensive review procedures. At its best, the Coproduction Appraisal Technique will provide "conclusive and comprehensive assessment of the relative merits of different possibilities; at its practical worst, it provides a rationalised list of considerations to assist the decision maker in his deliberations, which is usually of considerable value." (Roberts, 1974, p.136). Expectations for the appraisal technique are that it will allow for conclusive and comprehensive assessment of coproductive effort proposals but, due to the formative nature of this area of research, its utility as something more than a rationalised list of considerations will be considered a success. It is hoped that this initial attempt at assessing coproductive effort proposals will lead to further

investigation of its strengths and weaknesses. In addition, it is expected that public recreation administrators will modify its components to reflect local priorities.

As Roberts contends, the assessment of qualitative, subjectively determined attributes cannot be considered an exact science. Thus, the appraisal technique will not function to precisely measure proposals according to the set of criteria. Instead, the measurement is aimed at and limited to highlighting the strengths and weaknesses of a proposal (and thereby providing the opportunity for modifying and improving it) and making the comparison of competing proposals easier. Minshall describes Beres's Basic Services Model criteria as subjective, but nonetheless concedes that recreation departments which have subjected their services to this model have found it to be a worthwhile exercise, even if services can only be assessed as relatively less or more public in nature (Minshall, 1985, p.42). The Coproduction Appraisal Technique, though a product of extensive literature review and questionnaire analysis, is an imprecise measurement tool insofar as it is but one interpretation of these materials. It is not intended nor does it pretend to be objective; rather, like Beres's model, it is a subjective and, hopefully, useful model. If nothing else, the Coproduction Appraisal Technique will function as a proposal guide to both applicants and assessors.

DERIVATION AND CONTEXT

The Coproduction Appraisal Technique is derived from the practicum's research findings, discussed in Chapters Two and Three. Its role in integrating current review procedures in the assessment of voluntary not-for-profit group proposals is such that the public recreation department's decision making context must be considered. Development of the appraisal technique's structure and components incorporates attempts to resolve issues associated with its derivation and context. In an effort to demonstrate how the incorporation and resolution of these issues proceeded, this section discusses:

1. The derivation of the appraisal technique
2. Its context within a public recreation department service delivery milieu.

Coproduction Appraisal Technique Derivation

Impetus for the idea and development of the Coproduction Appraisal Technique was generated initially by the absence of an analytical tool that can be utilised to assess coproductive effort proposals. Its development was further propelled by a desire for such a tool to be devised, as expressed by recreation academics and practitioners. Inquiry into the nature of public sector-voluntary not-for-profit sector service delivery cooperation led to the discovery and investigation of the coproduction concept.

The literature review investigation of coproduction revealed a theoretical framework for the interactions of public service departments and voluntary not-for-profit groups. The coproduction literature chronicles coproductive efforts in a number of public service areas, including recreation. Regardless of the type of service, coproductive efforts share common costs and benefits. Public recreation departments have been involved in coproductive efforts with voluntary not-for-profit groups since the inception of public recreation service delivery, though the term itself may be unfamiliar.

Despite this history of cooperation, evidence of how public recreation departments coordinate, administer, and assess coproductive efforts is limited in the literature. Nonetheless, there is some indication in the literature that recreation departments possess coproductive effort review procedures and, in an effort to expand upon this indication, public recreation department representatives were surveyed. Analysis of the questionnaire responses confirmed that public recreation department coproduction possesses similar costs and benefits to those evident in the coproduction literature. In addition, the reasons why public recreation departments are involved in coproductive efforts resemble those revealed in the literature review.

The responses to the questionnaire also confirmed that techniques to coordinate, administer, and evaluate coproductive efforts are not integrated with departmental decision

making processes. Policies, programs, proposal review procedures, and lease agreements share issues and concerns but their isolation from one another reflects the sporadic, ad hoc nature of coproductive efforts in public recreation. Without a more unified process for assessing coproductive effort proposals, public recreation department cooperation with voluntary not-for-profit groups in the joint delivery of services will likely remain piecemeal, rather than systematic.

The literature review and questionnaire response analysis resulted in the identification of the principal influences in developing a technique for assessing coproductive recreation proposals (Figure 4.1). These influences have been synthesised and reorganised into the nine categories which, together, comprise the Coproduction Appraisal Technique: *Philosophy*, *Financial Contributions*, *Service Expansion*, *Community Development*, *Accessibility*, *Impact*, *Organisational Capabilities*, *Security and Safeguards*, and *Viability*. The categories are intended to be relatively discrete units which can be measured on a standardised measurement scale. These categories, and their associated criteria, will be discussed in detail in the subsequent section.

Public Recreation Department Context

The integration of existing review procedures into the Coproduction Appraisal Technique represents only one stage in a recreation department's decision making process. In order for the appraisal technique to be effective and useful it must consider the decision making context. Between the identification of a problem or opportunity and its implementation, decisions are typically made based on increasing knowledge about the problem or opportunity. Various analytical tools are employed to gradually and successively sift and sort information prior to determining a department's course of action.

An example of an analytical tool used by public recreation departments is Beres's Basic Services Model. Beres's model has been employed by recreation department personnel to distinguish more *public* recreation services from more *private* ones. The more public a

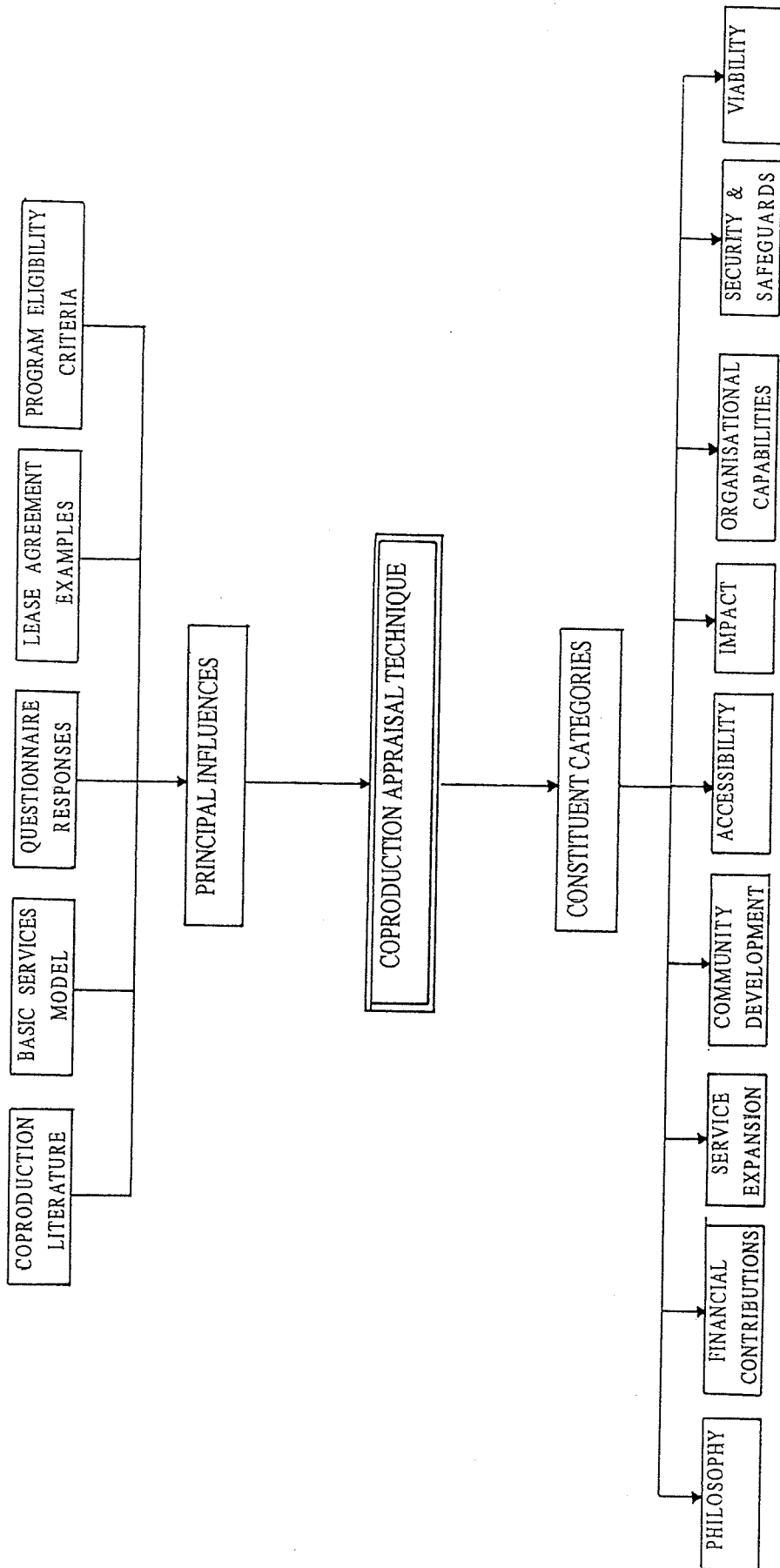


Figure 4.1: Synthesis and reorganisation of the principal influences on the development of the Coproduction Appraisal Technique into its nine constituent appraisal categories.

recreation service is deemed to be, the more it should be supported by the public sector. In Beres's terms, the more basic a service the more likely that it will satisfy a recreation department's philosophy, goals and objectives, and so on. Services that score high on Beres's scale should be provided directly by the public recreation department. Conversely, services that score low on Beres's scale should be provided by the private sector, by individual participants themselves, or not at all. Those services that score between the extremes of Beres's scale are, however, more problematic. This is why his model is not particularly effective in assessing coproductive effort proposals.

On the one hand, certain coproductive efforts will not score as high on Beres's scale as some more public services. This is the very nature of coproduction. On the other hand, if a coproduction form of service delivery can balance voluntary not-for-profit group contributions against a particular service's public service shortcomings, then public sector support for that service can be more easily justified. Coproductive efforts requiring high capital expenditures or advanced staff qualifications are difficult to justify unless the services are considered highly public. If they are not, then the excess costs for the higher levels of less public services should be borne by groups external to the recreation department.

Although the Basic Services Model is effective in establishing whether recreation services are public or private, it has limitations in assessing the relative merits of coproductive efforts. What is required, then, is an appraisal technique that complements the Basic Services Model. Consider the various levels and degrees of recreation service assessment as a series of filters that would successively separate ever more refined projects and project details (Figure 4.2). From this perspective, the first filter would be Beres's Basic Services Model. Every service that a public recreation department currently delivers or is considering for delivery should be subject to the Basic Services Model.

If the service satisfies Beres's *must* criterion (that the service demonstrate a philosophical fit with the recreation department's mandate), and is scored somewhere in the

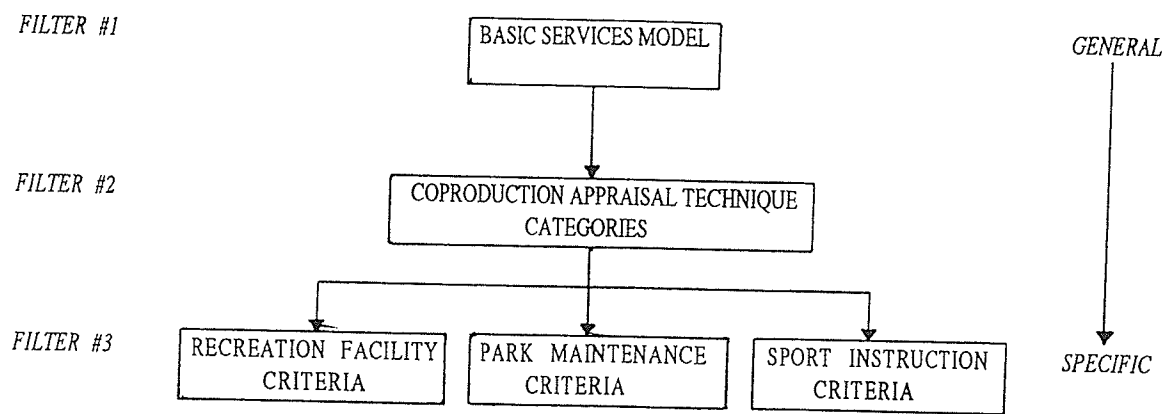


Figure 4.2: The relationship of the Coproduction Appraisal Technique to other review procedures, within the context of a public recreation department service delivery environment.

problematic middle of the scale, the service is then subjected to a second level of assessment filtration. If the proposed service delivery arrangement corresponds to the definition of coproduction, then this filter will assess the service's potential as a coproductive effort and whether or not the recreation department should support it, according to categories and criteria developed for this purpose. The categories, developed as a result of the literature review and questionnaire analysis, will remain relatively constant from one service type to another and from one jurisdiction to another. The criteria, however, are intended to be much more specific with respect to service type and jurisdiction. As Brudney and England (1983), Kiser and Percy (1983), and Rich (1981) point out, coproduction refers to a wide variety of service delivery arrangements. Recreation services such as volunteer instruction, neighbourhood park maintenance, and voluntary not-for-profit group facility operation involve significantly different characteristics and associated concerns. In order to effectively appraise coproductive effort proposals, a recreation department must develop specific criteria sets for each of these

service delivery arrangements. Note that this list of service delivery arrangements is by no means exhaustive. Depending on the size of the public recreation department, the actual number of arrangements could be substantially larger.

Since there are several potential coproductive effort service delivery arrangements, and in an effort to keep the study manageable, the practicum will develop specific appraisal criteria for only one particular service delivery type. The criteria presented here will be appropriate for use in assessing voluntary not-for-profit group proposals for the construction and/or operation of recreation facilities. For the purposes of this study, the term *recreation facilities* refers to familiar sports related buildings and properties such as: athletic fields, sports stadiums and arenas, swimming pools, velodromes, racquet sport facilities, and so on--not an unfamiliar concept for recreation professionals.

The criteria will also incorporate specifics as to time and place, taking into consideration the ongoing nature of assessment. Attitudes toward coproductive efforts change over the course of time; opinion has evolved substantially over the past several years and will probably continue to do so. Also, attitudes towards them change from one locale to another; the opinions of the City of Winnipeg Parks and Recreation Department are likely different than those of other recreation departments. So, too, do attitudes differ between public recreation department personnel and others in the recreation service delivery system. The Coproduction Appraisal Technique must consider all participants in order to adequately represent the context of coproductive efforts.

The Richmond Parks and Leisure Services Department, mentioned in Chapter Two, has begun a process of "empowering groups and individuals to influence their own destiny and that of the municipality as a whole." (Parsons, 1990, pp.13-14). When planning a new recreation facility or renovating an existing one, the Richmond recreation department initiates a number of processes to allow all concerned parties--area residents, user groups, municipal staff, councilors, school boards, and community service organisation staff--to

voice concerns and discuss issues. In addition to providing input into specific projects, these processes--including community fora, questionnaires, group sessions, and consensus building exercises--are designed to foster enthusiasm for recreation services and for the community.

Recognising the evolving attitudes citizens have toward coproductive efforts, the Richmond recreation department cautions that partnership agreements are an ongoing process: "Any formalized agreement should not only identify each party's roles in specific situations but should also outline a process for addressing new areas of involvement and concern as they arise--a means for ongoing discussion regarding the details of the agreement." (City of Richmond, 1986, p.3). Similarly, the results of a Coproduction Appraisal Technique application should not be considered final; instead, the coproductive effort must be revisited through a regular schedule of reviews in order for the benefits associated with the early consensus building processes to be maintained and the evolving service delivery context to be satisfied.

An over-riding concern with any sort of proposal for development, be it recreation oriented or not, is that it conform to municipal, provincial, and federal standards for sustainability. Though several of the technique's criteria relate to sustainable development, the category of *Philosophy* should also incorporate the recreation department's perspective on this issue.

DEVELOPMENT AND DESCRIPTION

Whereas the nine appraisal technique categories respond to the findings of the literature review and questionnaire response analysis, the more specific criteria have been developed with particular reference to the lease agreement conditions and program eligibility criteria provided by the questionnaire respondents (as detailed in Chapter Three and Appendices C and D). The development of the categories and criteria to be utilised in assessing recreation

facility coproductive effort proposals requires discussion, as do the scoring procedure and the meaning of each category and criterion. In an effort to achieve these requirements, this section will discuss:

1. The proposal assessment procedure
2. The scoring procedure
3. The definition of the appraisal technique components.

Proposal Assessment Procedure

Fundamental to any assessment procedure is that the objectives for involvement in the activity are well conceived and well known. Without such an understanding, it is impossible to establish objectives measures which will enable the rater (in this case, a public recreation department) to assess alternative possibilities (Roberts, 1974, p.37). Thus, the first step in assessing any proposal is to determine objectives and the means to measure the degree to which a proposed service will satisfy them. Once a public recreation department has established its objectives and assessment procedure, a coproductive effort can be appraised.

The next step in the process is to subject the proposal to Beres's Basic Services Model. Once this step is complete, and the proposal has satisfied the must criterion, a decision is made by the rater to proceed with the next (third) step. If the proposed service scores in the middle of the scale and it equates with the definition of coproduction, then the rater can choose to assess its merits as a coproductive effort.

In this (the third) step, the proposed service is subjected to the appropriate Coproduction Appraisal Technique. If the proposal is defined as a recreation facility service, then that technique--with its specific set of criteria--is applied to it. If, on the other hand, the proposal is described as volunteer instruction, park maintenance, or some other different type of service, then the appropriate set of criteria for that type of service is applied to it (Figure 4.2).

The proposal is then rated according to the scoring procedure. In addition to the

proposal document itself, the recreation department rater considers other relevant documentation and review procedure findings. These review procedures are integrated into the proposal appraisal by analysing their findings with respect to the specific criteria. Examples of such review procedures are site assessments, community needs studies, environmental impact assessments, and so on. More detailed inputs into the appraisal process are enumerated in the Coproduction Appraisal Technique Component Definitions section.

Once the proposed service has been appraised and scored, the recreation department and the voluntary not-for-profit group meet to discuss the strengths and weaknesses of the proposal. In instances where the department is considering just one proposal, the identification of specific concerns or deficiencies can lead to potential remedy and improvement of the proposal. In instances where there are several competing proposals, the appraisal technique has the additional benefit of allowing the recreation department to compare the proposals and choose from amongst them, based on overall scores and particular merits and deficiencies. The most beneficial aspect of the appraisal is that, by participating in the process, the key players in proposal consideration have an opportunity to meet on an ongoing basis to anticipate and address potential problem areas.

Scoring Procedure

The structure of the Coproduction Appraisal Technique and its scoring procedure resemble that of Beres's Basic Services Model. This resemblance is intentional, since the appraisal technique is to be utilised in conjunction with the Basic Service Model and because many public recreation administrators are already familiar with Beres's model and acknowledge its value. Like the Basic Services Model, the Coproduction Appraisal Technique separates recreation service attributes into several reasonably discrete categories and criteria (Figure 4.3). In the Coproduction Appraisal Technique, however, there are nine categories as opposed to Beres's seven. Two of the categories, *Philosophy* and *Viability*, are not scored. They require simple *yes* or *no* responses, that are not scaled.

COPRODUCTION APPRAISAL TECHNIQUE:
SCORING PROCEDURE FORM FOR RECREATION FACILITY
PROPOSALS

Once the proposed service has been subjected to Beres's Basic Services Model, it is assessed according to the following procedure:

1. In addition to the proposal document itself, the recreation department rater considers other relevant documentation and review procedure findings.
2. These review procedures (such as site assessments, community needs studies, environmental impact assessments, and so on) are integrated into the proposal assessment by analysing their findings with respect to the specific criteria.
3. Two of the categories--*Philosophy* and *Viability*--require simple *yes* or *no* responses. The remaining seven categories are measured on a five point scale of one (1) to five (5). The better the attribute satisfies the recreation department's objectives, the higher its score.
4. These categories are further divided into specific criteria. Each criterion within a category is rated on a one (1) to five (5) scale. The sum of all criteria within each category is totalled, and then it is divided by the number of criteria within each category to arrive at a category score.
5. Totalling the seven category scores results in a total score for the proposed service, ranging from seven (7) to thirty five (35).

CATEGORY	CRITERION	CRITERION SCORE					
		1	2	3	4	5	
A PHILOSOPHY		YES <input type="checkbox"/>		NO <input type="checkbox"/>			
		1	2	3	4	5	
B FINANCIAL CONTRIBUTIONS	1 NONPROFIT START UP						
	2 NONPROFIT ONGOING						
	3 REC. DEPT. START UP						
	4 REC. DEPT. ONGOING						
	5 OTHER CONTRIBUTIONS						
	SUBTOTAL (ADD CRITERIA 1 TO 5)						
	CATEGORY B SCORE (DIVIDE SUBTOTAL BY 5) →						<input type="text"/>
C SERVICE EXPANSION	6 BETTER SERVICES						
	7 MORE SERVICES						
	8 MORE FLEXIBLE						
	9 ANCILLARY SERVICES						
	SUBTOTAL (ADD CRITERIA 6 TO 9)						
	CATEGORY C SCORE (DIVIDE SUBTOTAL BY 4) →						<input type="text"/>
D COMMUNITY DEVELOPMENT	10 RESPONSIVENESS						
	11 VOL. & LEADERSHIP						
	12 IDENTITY						
	SUBTOTAL (ADD CRITERIA 10 TO 12)						
	CATEGORY D SCORE (DIVIDE SUBTOTAL BY 3) →						<input type="text"/>
E ACCESSIBILITY	13 DISCRIMINATION						
	14 COST						
	15 PHYSICAL BARRIERS						
	16 LOCATION						
	17 GENERAL PUBLIC						
	18 REC. DEPT. USE						
	SUBTOTAL (ADD CRITERIA 13 TO 18)						
	CATEGORY E SCORE (DIVIDE SUBTOTAL BY 6) →						<input type="text"/>

CATEGORY	CRITERION	CRITERION SCORE				
		1	2	3	4	5
F IMPACT	19 CURRENT SERVICE ALTS.					
	20 CURRENT SITE USE					
	21 CITY STAFF EFFECTS					
	22 LOCALE					
	SUBTOTAL (ADD CRITERIA 19 TO 22)					
	CATEGORY F SCORE (DIVIDE SUBTOTAL BY 4) →					
	<input type="text"/>					
G ORGANISATIONAL CAPABILITIES	23 HISTORY OF SERV. PROV.					
	24 ENDORSEMENT & INC.					
	25 MANAGEMENT CAP.					
	26 PROGRAMMING CAP.					
	SUBTOTAL (ADD CRITERIA 23 TO 26)					
	CATEGORY G SCORE (DIVIDE SUBTOTAL BY 4) →					
	<input type="text"/>					
H SECURITY & SAFEGUARDS	27 PHYSICAL SAFETY					
	28 PHYSICAL SECURITY					
	29 INSURANCE & INDEMNITY					
	30 CONTINGENCY					
	SUBTOTAL (ADD CRITERIA 27 TO 30)					
	CATEGORY H SCORE (DIVIDE SUBTOTAL BY 4) →					
	<input type="text"/>					
TOTAL SCORE (ADD SCORES FOR CATEGORIES B TO H) →						
<input type="text"/>						
I VIABILITY		YES <input type="checkbox"/> NO <input type="checkbox"/>				

Figure 4.3: Coproduction Appraisal Technique: scoring procedure form for recreation facility proposals.

The remaining seven categories are measured on a five point scale of one (1) to five (5). The better the attribute satisfies the department's objectives, the higher its score. As in Beres's *want* criteria, these categories are further divided into specific criteria. Each criterion within a category is rated on a one (1) to five (5) scale, the sum of all criteria within each category is totalled, and then it is divided by the number of criteria within that category. This operation results in a score for each category and, concurrently, lessens the emphasis on any one criterion. Totalling the category scores results in a final score for the proposal appraisal, ranging from seven (7) to thirty five (35)--in addition to the rating of each individual criterion, which reflects the proposal's strengths and weaknesses attribute by attribute. Documentation and studies associated with various aspects of the proposal and/or facility, such as the examples enumerated in the next section, are referred to by the rater in an effort to systematically review all relevant inputs. The Coproduction Appraisal Technique, in its current form, is a non-weighted instrument of assessment. Its criteria could, and likely should, be weighted to reflect local priorities. This process of assigning differing values to the criteria components would be the responsibility of recreation department personnel or a consultant hired specifically to achieve this task.

Coproduction Appraisal Technique Component Definitions

The following discussion defines and describes the Coproduction Appraisal Technique's constituent categories and criteria. The category is defined, then its criteria (if applicable). Note also the Coproduction Appraisal Technique scoring procedure form (Figure 4.3).

Philosophy

This category refers to the recreation department's mandate and objectives, which are revealed in a number of sources such as plans, policies, and program descriptions. The department's philosophy should be more easily referred to by both department staff and voluntary not-for-profit group personnel, than is often the case. Departmental philosophy should, presumably, reflect a concern with sustainability and other important impacts of

development. The category requires a *yes* or *no* response. The voluntary not-for-profit group should include a statement in its proposal concerning its philosophy and objectives in relation to the proposal. If the proposal does not correspond to the recreation department's philosophy concerning that particular type of service, then the appraisal is discontinued. If, on the other hand, the proposed service does correspond philosophically, then the appraisal proceeds.

Financial Contributions

This category includes five discrete criteria. The criteria in this and the following six categories are all scored on a scale of one to five. Based on an analysis of the voluntary not-for-profit group's financial contribution description, this category determines if the proposed coproductive effort results in cost savings or efficiencies for the public recreation department. In coproductive efforts, costs are seldom eliminated. More often, the responsibility for costs is transferred; in this case, from the public recreation department to the voluntary not-for-profit group. This transfer is, however, a simplification since *public recreation department* includes the municipal government and the taxpayers who pay for its operations and *voluntary not-for-profit group* includes its membership and user groups.

Costs for a given service are manifold and can be described in a variety of ways. Recreation departments, like most municipal government service departments, divide their budgets into capital and current expenditures. A similar distinction will be made for the purposes of determining the financial contributions of the participants in the proposed coproductive effort. Here, though, costs will be categorised as start up and ongoing, rather than capital and current. For the most part, coproductive efforts will involve two participants: the voluntary not-for-profit group presenting the proposal and the public recreation department. On occasion others are involved in a coproductive effort, in addition to the not-for-profit group and the recreation department. These include: other levels of government (provincial and federal governments in the guise of school boards, government

branches, government programs) and private individuals and businesses (fundraising, donations, and so on). The types of costs and the participants are represented in the specific criteria. These criteria are:

1. Voluntary not-for-profit group start up contribution--includes the value of its equity, sweat equity, and so on, with respect to land acquisition and construction of facilities.
2. Voluntary not-for-profit group ongoing contribution--includes rent, utilities, taxes, maintenance, salaries, insurance, interest charges against expected sources of revenue such as user fees, fundraising, concessions, and volunteer labour.
3. Public recreation department start up contribution--includes start up grants, land donations, and contributions to facility construction.
4. Public recreation department ongoing contribution--includes annual grants, rent subsidies, maintenance, staff salaries, and evidence of a lessening of public support in subsequent years.
5. Other contributions--includes grants, donations, and leverage of matching funding from other sources such as other levels of government, business, and private citizens.

The proposal must include certain elements that indicate which costs will be assumed by each group. These might include: financial projections, specification of other funding sources confirmed or potential, financial statements, breakdown of start up costs (timing and assignment of cost responsibility), and responsibility for maintenance, repair, utilities, taxes, and publicity.

Service Expansion

This category includes four discrete criteria. The category considers the extent to which the contributions of the voluntary not-for-profit group expand the number of services and/or enhance the levels of service, without additional costs to the public recreation department. Services can be expanded and enhanced in several ways, which are represented in the specific criteria. These criteria are:

1. Better services--includes increased quality, specialised instruction, and increased maintenance standards.

2. More services--includes varying levels of skill, from introductory to elite activities, as well as increased capacity of facilities and enhanced availability of services.
3. More flexible--includes adaptive qualities to handle changing user needs and increased seasonal service offerings.
4. Ancillary services--includes enhanced additional offerings, such as concessions, rentals, and social events.

The proposal must, in order for appraisal to occur, include a discussion of elements that will expand services beyond current levels. This discussion might include: service and program offerings lists, facility capacity study, ancillary services descriptions, and so on.

Community Development

This category includes three criteria. The category is intended to assess the degree to which the community becomes involved in decision making processes that have traditionally been the domain of government. Involvement of the community can be interpreted in a variety of ways. In one sense, when a facility is aimed at a target user group (for example, soccer players), then the community refers to the involvement of those participants. In another sense, when a facility is aimed at a particular locus (for example, a neighbourhood), then the community refers to the involvement of its residents. The following criteria measure the extent to which the community is allowed the opportunity to be involved in service delivery decision making:

1. Responsiveness--includes the responsibility of the voluntary not-for-profit group for decision making in all aspects of facility design, construction, operations, and programming. The proposal must demonstrate responsiveness to community needs by way of frequent and ongoing interactions between the community and the group.
2. Voluntarism and leadership--includes the extent of volunteer involvement in service delivery, and opportunities to develop leadership skills and demonstrate self-determination.
3. Identity--includes the sense of community or user group values and the degree to which socially acceptable goals are reflected.

The proposal must establish how the involvement of the voluntary not-for-profit group will provide for greater responsiveness to community needs and concerns. In discussing this, the proposal might include: a community needs assessment, program targets, board/executive composition and duties, and so on.

Accessibility

This category consists of six criteria. The category considers the extent to which access to the facility or service is maintained or enhanced, when compared to current arrangements. Access to a facility or service can be denied or inhibited by social, physical, locational, and other barriers. These barriers are represented by the criteria that follow:

1. Discrimination--access to services must not be limited on the basis of age, sex, or ethnic origin as defined by federal and provincial human rights legislation. In addition, services must be available to those displaying a broad range of skill levels, from introductory to elite and from recreational to competitive.
2. Cost--services must be made available to everyone, regardless of economic status.
3. Physical barriers--services must be made accessible to everyone, including the physically challenged and special needs users via adaptive programming and similar measures.
4. Location--facility must be located in the community it is to serve or with respect to its target users.
5. General public--in addition to a facility's membership, services must be open to the general public during prime and off hours.
6. Recreation department use--the facility must be open to the department for inspection purposes and for its exclusive use, pending notice and subject to suitability and availability.

The proposal must indicate how the voluntary not-for-profit group will maintain or enhance accessibility to the facility and services. The proposal should include the following components: program schedules, fee schedules, operating hours, user profiles, locational studies, catchment studies, physical enhancements to the facility, and so on.

Impact

This category consists of four criteria. The category considers the impact the facility and its use will have on the current service environment. These impacts, whether they

relate to the immediate site, the locale, or the existing service delivery system, are represented by the following criteria:

1. Current service alternatives--includes service delivery options extant, including those provided by the recreation department and other local service agencies.
2. Current site use--includes compatibility of uses, potential displacement of current users, and environmental impacts.
3. City staff effects--includes allocation of staff, their duties, and union agreement considerations.
4. Locale--includes uses of adjacent sites (residential, commercial, industrial), suitability, and site carrying capacity.

The proposal must demonstrate a familiarity with and sensitivity to the physical and social environment of the locale. The voluntary not-for-profit group must also indicate how its activities will affect existing service delivery arrangements. In so doing, the proposal should include discussion of certain items: environmental impact assessment, location-needs studies, and so on.

Organisational Capabilities

This category consists of four discrete criteria. The category considers the relevance of the voluntary not-for-profit group's experience in the proposed service provision and facility operation, as well as the group's business capabilities and credentials. Thus, the category has a dual focus: the group must demonstrate knowledge of the service area and it must be organised and businesslike. These credentials are measured with respect to the following criteria:

1. History of service provision--includes demonstrated experience, qualifications, and membership data.
2. Endorsement and incorporation--recognition by the appropriate provincial sports governing body (if applicable) and status as a nonprofit organisation, establishing preliminary screening and eligibility for financial advantages.
3. Management capabilities--includes demonstration of fundraising, record keeping, and business plan development expertise.
4. Programming capabilities--includes demonstration of ongoing operations requirement fulfillment, allocation of resources, and so on.

In order for appraisal to proceed, the proposal must provide a demonstration of the voluntary not-for-profit group's fitness in service delivery and facility operation. Factors to be considered in assessing the group's financial and organisational capabilities include: statement of group's service delivery history, documentation of affiliation with the provincial sport governing body, access to bank financing, program of requirements, construction and maintenance schedules, project management skills, and program schedules.

Security and Safeguards

This category consists of four criteria. The category considers the financial and physical security measures in place to safeguard the interests of the voluntary not-for-profit group, the public recreation department, participants, and visitors. Financial and physical security measures, and the interests they protect, are organised into the following criteria:

1. Physical safety--determines the degree of risk or danger involved in the service and if it conforms with established safety and maintenance standards.
2. Physical security--considers the measures taken to minimise damage or loss to buildings, land, and belongings against theft, damage, and so on.
3. Insurance and indemnity--coverage must be adequate according to prescribed City standards, including personal injury, death, fire, theft, and damage with the City and group as co-insured in any policy. The group must also indemnify the City against responsibility for financial losses, nonpayment, and so on.
4. Contingency--includes a negotiated relief process, which safeguards the City's investments, should the group be incapable of fulfilling its responsibilities.

In order for the appraisal to occur, the proposal must include a discussion of those elements which indicate that the group is aware and capable of safeguarding the public, itself, the City, and the public interest. These elements might include: a detailed description of activities, equipment, and facilities, qualifications of service providers, supervision measures, insurance and indemnity policies, and contingency plans.

Viability

Like the Philosophy category, this category requires a *yes* or *no* response. The category considers the context within which the proposal will be considered, focussing on

those factors that are outside the control of the voluntary not-for-profit group and the recreation department. Regardless of the purpose of the proposal and how it rates in terms of the previous categories, other factors might prevent the proposed coproductive effort from proceeding. Depending on the timing of a proposal and the status of the recreation department's budget, a worthy project (that scores high in appraisal) may not be considered to be a priority by public administrators and representatives or may simply be beyond the means of the department at the time of the proposal--due, conceivable, to political or extra-departmental concerns.

Beres includes a similar category in the Basic Services Model, which he refers to as *Feasibility*. Naming the Coproduction Appraisal Technique category *Viability* may appear to be merely semantic, but implies a subtle difference between the two terms. While feasibility can mean the possibility of a project being completed, in this case viability refers to how workable or probable the project is given current conditions. In other words, most projects are possible provided time and money are available; in most instances, both of these resources are limited to a greater or lesser degree. A feasible project can no longer be considered viable if, for example, a long standing funding source expires before the project can access it.

The Coproduction Appraisal Technique will probably take a form somewhat different to that which has been presented in this section. In order to encourage utilisation of the technique, every effort must be made by recreation department personnel to develop a simple, elegant form. Because it will be used to score proposals, the form should reflect this and allow for ease of comparison amongst competing proposals.

CHAPTER FIVE: CONCLUSION

INTRODUCTION

This research represents the practicum component necessary to fulfill the requirements of a Master of City Planning degree at the University of Manitoba. Unlike a thesis, a practicum attempts to resolve a particular problem articulated by a particular client. The client, in this case, is the Strategic Planning Branch of the City of Winnipeg Department of Parks and Recreation. The problem expressed by a representative of this department concerns its relationships with external organisations in the delivery of recreation services. These relationships reflect a trend in public recreation away from primary provision, towards a return to the enabler or facilitator role which previously characterised recreation service delivery.

The purpose of this research was to develop an appraisal technique which will enable the Winnipeg recreation department to assess the merits of voluntary not-for-profit group proposals for the joint delivery of recreation of services. The purpose was to be achieved by developing a relevant theoretical framework for analysing public-voluntary not-for-profit sector involvement in recreation service delivery, confirming the appropriateness of this framework by determining the state-of-the-art in Western Canadian recreation department practise, and synthesising these findings in the form of the appraisal technique.

SUMMARY OF FINDINGS

Considerable effort was expended in an effort to establish a theoretical framework for the study of public-voluntary not-for-profit sector interactions in public service delivery. Planning and recreation literature was reviewed before the concept of coproduction was discovered in the public administration literature. The definition of coproduction in the

literature is not precise, ranging from the simplest forms of citizen participation to variations of contracting out and privatisation of government services. From its first appearances in the literature in the late 1970s, the term has evolved to include only certain types of service delivery arrangements. Although not universally recognised, the operative definition of coproduction for the purposes of this practicum was defined as follows:

Coproduction is a mechanism for the design and delivery of public services. It involves collective efforts on the part of an organised citizen group in cooperation with a government service department. These efforts consist of citizen participation in the delivery process, involving voluntary efforts, active behaviour on the part of both the citizen group and the public department, and results in outcomes with a positive impact on the service delivery system.

Once the theoretical framework had been established and its particular meaning defined, examples of coproductive efforts in municipal government services in general and municipal government recreation services in particular were examined. This examination focussed on the reasons for the involvement of public service departments and voluntary not-for-profit groups in coproductive efforts.

The types of groups involved in coproductive efforts and their reasons for participating reflect the experiences of the Winnipeg recreation department in terms of implementation concerns. Public recreation departments, such as that of Richmond, British Columbia, deal with these concerns by establishing a process for actively involving the community in service design and delivery. Beres has developed a technique which addresses these concerns in another way, via an evaluation of recreation services that relates them to the policy development context of a recreation department. Although Beres's Basic Services Model is effective in setting priorities for recreation department service delivery, it was not specifically designed to assess the merits of proposals that involve the community in service design and delivery.

In order to determine how other public recreation departments administer coproductive efforts, a questionnaire was designed and distributed to a select sample of recreation

departments in Western Canada. The purpose of the questionnaire was to enhance the literature review findings and determine the state-of-the-art in coproduction among those responsible for delivering recreation services. A practical exercise, the questionnaire was sent to eight public recreation departments comparable to Winnipeg's in terms of service variety, size, budget, jurisdiction, and mandate. A combination of closed- and open-ended questions were included and the expert sample was encouraged to include additional documentation of their coproductive efforts with the completed responses.

As a result of the literature review, five contentions were established. These contentions served to organise the qualitative, non-statistical analysis of the questionnaire responses. The analysis focussed on confirming or refuting that the recreation departments' practices correspond to findings from the literature. The contentions are as follows:

- * *Public recreation departments are involved in coproductive efforts similar to those in which other public service departments are involved.*
- * *Public recreation departments are involved in coproductive efforts for reasons similar to those of other public service departments, including budget restraint and a commitment to involving the community in service design and delivery.*
- * *Public recreation departments are involved in coproductive efforts with voluntary not-for-profit groups, as are other public service departments.*
- * *Public recreation departments administer coproductive efforts in the form of lease agreements, such as those negotiated with community associations.*
- * *Public recreation departments possess systematic techniques to evaluate voluntary not-for-profit group coproduction proposals.*

Responses to the questionnaire confirmed the first four contentions, but not the fifth. The public recreation departments surveyed indicate that, for the most part, they do not possess the means to systematically evaluate such proposals.

In order to develop the means to assess voluntary not-for-profit group coproduction proposals, findings from the literature review and questionnaire responses were synthesised. This operation resulted in the development of the Coproduction Appraisal

Technique. Intended to bridge the gap between recreation department policy and practise, the Coproduction Appraisal Technique incorporates aspects of current recreation policies, review procedures, and agreement conditions--in addition to coproduction literature components. A component of a larger departmental philosophy of community involvement in service design and delivery, the Coproduction Appraisal Technique focuses the interactions of potential coproductive effort participants. Rather than approaching voluntary not-for-profit group proposals on a case-by-case basis, use of the Coproduction Appraisal Technique endeavours to ensure a systematic and consistent consideration of even quite diverse proposals. In this way, the technique allows mediation between the often conflicting goals and objectives of potential coproductive effort partners, and brings structure to somewhat amorphous relationships between these partners.

The Coproduction Appraisal Technique consists of nine review categories, further differentiated into thirty criteria. In addition to enabling the public recreation department to achieve more systematic assessment of proposals, it was hoped that knowledge and understanding of these components would encourage better quality proposals on the part of voluntary not-for-profit groups. By promoting the basis upon which proposals will be assessed, perception of favouritism and patronage is discouraged. Better quality proposals and appraisal result, one would expect, in better quality recreation services.

LIMITATIONS

This research and its results represent a formative attempt to resolve an important problem in public recreation. As such, the findings and the Coproduction Appraisal Technique are not without shortcomings. Although the coproduction concept and public recreation department-voluntary not-for-profit group interactions are not recent innovations, research into the theoretical foundations of recreation coproductive efforts is not well advanced. It would be improper--indeed, unwise--to consider the results of this research to be definitive.

With scant previous research in this area available for examination and the lack of familiarity with the coproduction concept among public recreation practitioners, quantitative statistical analysis of these materials is difficult. With this in mind, the research was conducted in a more qualitative fashion, with soft data being a primary source. In a field such as recreation which demands hard data, the interpretation of the literature and questionnaire findings exhibited in this practicum is limited. From this perspective, the composition of the Coproduction Appraisal Technique is but one of several possible interpretations.

The Coproduction Appraisal Technique, in both its derivation and current form, is not intended to be exact or objective. Raw scores should not be perceived as a final judgment about the proposal's quality. Instead, the Coproduction Appraisal Technique is meant to be used to determine the relative strengths and weaknesses of a proposal. Or, in instances where there are two or more competing proposals, the technique is intended to facilitate comparison of the proposals. Because the Coproduction Appraisal Technique relies on information gleaned from other sources (such as community needs studies, environmental impact assessments, user/participant surveys, demographic studies, site plans, and so on) and on the values and abilities of those conducting the assessment, a conclusion of a more or less or a better or worse nature may be all that can be expected from it.

In its current form and from a practical perspective, the Coproduction Appraisal Technique does not meet the needs of the City of Winnipeg Parks and Recreation Department. Without modification, it does not enable the Winnipeg recreation department to systematically assess the merits of voluntary not-for-profit group coproduction proposals. Modifications, to be undertaken by recreation department personnel, should include:

1. Concise explanation of how the technique would be applied in a practical setting
2. Operational definition of criteria attributes to assist users of the technique
3. Concise description of the appraisal process

4. Concise elaboration of the scoring procedure
5. Concise enumeration and elaboration of the technique's inputs.

RECOMMENDATIONS

The conceptual framework represented by the Coproduction Appraisal Technique is an important advance in terms of solving the problem expressed by the City of Winnipeg Parks and Recreation Department. In order to achieve more systematic assessment of coproductive effort proposals, further research in this area is necessary. Research focussing on confirming or refuting the findings of this practicum, improving upon its limitations, and expanding upon its utility would profit recreation service delivery and those who utilise recreation services. In order to confirm or modify the practicum findings it would be expedient to test the Coproduction Appraisal Technique in a practical setting. Recreation department modification of the technique will likely be necessary and should be encouraged. This fine tuning on the part of those utilising it will: explain the technique's applications in a practical setting; operationally define criteria attributes; describe the appraisal process; elaborate the scoring procedure; and, enumerate and elaborate the technique's inputs.

Constant revision and improvement of the Coproduction Appraisal Technique is crucial in its implementation. No two recreation service delivery approaches are ever exactly alike; neither are the types of services. The Coproduction Appraisal Technique developed here establishes nine review categories. These categories are intended to remain constant regardless of the type of recreation service. The criteria, however, were developed with respect to recreation facility construction and operation. In order to assess coproductive efforts--such as park maintenance, sport instruction, and others--criteria specific to these services will have to be developed.

Since an important aspect of the Coproduction Appraisal Technique is its incorporation of current review processes, access to and coordination of this information within a public

recreation department must be achieved. The better the quality of data acquired from these review processes, the more accurate the results of the Coproduction Appraisal Technique. The technique has been developed with consideration of the public recreation department decision making context. Despite this consideration, the Coproduction Appraisal Technique cannot be implemented in a *plug-in* manner. Successful results will not be achieved unless the department already operates according to a community involvement mandate and has procedures in place to encourage citizen group design and delivery of services. The Coproduction Appraisal Technique is but one component of a broader approach to citizen-based recreation service delivery.

The Coproduction Appraisal Technique was developed to resolve a problem expressed by a particular client, the City of Winnipeg Parks and Recreation Department. Although seven other Western Canadian public recreation departments were studied, applicability of the technique cannot be generalised beyond this sample. With the incorporation of the suggested modifications, it is expected that the technique will function in other similar public recreation milieus. Its application to public recreation departments with a different composition or size, or to other types of public service delivery departments, will also require further research.

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APPENDIX A

Letter to recreation department representatives indicating original intent of questionnaire.
Dated January 28, 1992.

January 28, 1992.

TO: Western Canadian Program Representatives.

FROM: Martin Sandhurst, practicum student at the University of Manitoba.

I have begun research on a practicum to complete requirements for a masters degree in City Planning at the University of Manitoba. Jack Harper is a member of my practicum committee and he suggested that I contact you with respect to an important aspect of my research (other committee members include Christine McKee, department head University of Manitoba Department of City Planning, and Jim Goho, superintendent of the Strategic Planning Branch City of Winnipeg Department of Parks and Recreation). In addition to yourself, I will be sending a letter to seven other *Leisure Directions West* participants.

My objective is to develop program evaluation criteria which will enable the City of Winnipeg's Department of Parks and Recreation to assess partnership proposals from local, nonprofit facility user groups. As an example, the City of Winnipeg's Department of Parks and Recreation currently enters into lease agreements with nonprofit user groups for the operation, maintenance, and--in some cases--development of city-owned property on a case-by-case basis. In fulfilling my objective, I will attempt to relate evaluation criteria to a policy framework created specifically for this purpose. The result will aid the department in confidently assessing these types of proposals and, in the process, mediating between their own objectives and those of nonprofit groups.

An important component of my research is to determine if recreation departments in other Western Canadian cities have developed programs for the purpose of assessing these types of proposals. The information which I am requesting from you and the other *Leisure Directions West* participants responds to the following questions:

1. through what processes does your department address partnership requests from nonprofit groups?
2. has your department developed a program which is used in the assessment of such proposals?
3. if so, could you send copies of program information, including objectives, evaluation criteria, and examples?
4. if your department has not developed a program of this nature, is this considered to be a priority?

This information is invaluable in my attempt to develop such a program for the City of Winnipeg's Department of Parks and Recreation. I am also interested in data or contextual information which would aid in an understanding of your particular service delivery environment. I intend to follow-up on this research component at a point later on in my research. The follow-up will take the form of a summary of my findings and a questionnaire requesting observations and criticisms, to be sent to the same eight representatives.

I look forward to hearing from you soon, as you can probably understand my time constraints. I can be contacted at the address and phone number that follow. Please do not hesitate to call me if you have any questions about my request, or pass on this request to an appropriate representative within your department.

Martin Sandhurst
and current address.

Sincerely,

Martin Sandhurst.

APPENDIX B

Cover letter that accompanied questionnaire. Dated April 7, 1992.

Questionnaire sent to representatives of the recreation departments. Dated April 7, 1992.

Letter of thanks sent to representatives of the recreation departments. Dated April 28, 1992.

Reminder sent to representatives of the recreation departments. Dated April 28, 1992.

Reminder sent to representatives along with replacement copy of questionnaire. Dated June 22, 1992.

Summary of questionnaire responses.

April 7, 1992.

TO: Western Canadian Program Representatives.
FROM: Martin Sandhurst,
practicum student at the University of Manitoba.

Please find enclosed a questionnaire and accompanying instructions. You may recall my letter of January 28, 1992. In it, I enquired about your department's approach to partnership proposals involving nonprofit groups and the local government. I explained my research interest and the intention of contacting representatives from recreation departments across Western Canada. I am pleased to report that all eight representatives who were contacted responded to my letter, and I wish to express my thanks to you and the other participants for your efforts.

Upon review of the responses and the additional materials sent by program representatives, my practicum committee and I have made a minor alteration in my research methodology. The alteration relates to the timing and purpose of the formal questionnaire, which I initially intended to send to program representatives *after* I had developed the evaluation criteria. The intention was to encourage observations and criticisms as to the application of the criteria outside the City of Winnipeg's service delivery system. Instead, my committee and I have decided to send a questionnaire to the same sample *before* I have developed the evaluation criteria. This change in timing will alter the purpose of the questionnaire from that of verification to that of data collection.

The revised methodology will not adversely affect my research. Care has been exercised in the design of the enclosed questionnaire to ensure that it is empirically valid. This was, in fact, one of the reasons for the revision. Hopefully, the timing of this questionnaire will not be an inconvenience to you or the other representatives.

I must again stress the importance of the completion and return of each questionnaire, since the sample has been carefully selected and the results of the questionnaire are an essential part of my research. I hope that I have allayed any misgivings you may have had regarding the timing and purpose of the questionnaire. I look forward to hearing from you, and can be contacted at the address and phone number that follow. Thank you for your time and consideration.

Sincerely,

Martin Sandhurst
and current address.

COPRODUCTION OF PARKS & RECREATION SERVICES

QUESTIONNAIRE

TO: Program Representative
Department
Address.
FROM: Martin Sandhurst.

This questionnaire has been designed to gather information from municipal parks & recreation departments. This information will be used to develop evaluation criteria for programs involving parks and recreation departments working with members of their local community. Representatives from parks and recreation departments across Western Canada are asked to respond to this questionnaire in order to establish a sample of existing policies, practices, procedures, and approaches to the coproduction of recreation services.

The term *coproduction* and the phrase *coproductive efforts* will recur several times in the questionnaire. Coproduction, a term originally coined by public administration researchers, refers to cooperative efforts between public officials on the one hand and citizens, neighbourhood associations, community organisations, or client groups on the other hand in the provision of public services. Activities involving the public sector and the local community described as partnerships, joint use, cooperatives, self-help, collectives, and so on are referred to in the questionnaire as coproductive efforts.

The questionnaire endeavours to determine, through the responses of the representatives contacted, the extent of coproduction and coproductive efforts in the recreation service delivery system.

Please complete the questionnaire, checking (✓) the appropriate box (□) or providing details and documentation where appropriate. Responses to the questionnaire will remain confidential. Respondents should be able to complete the questionnaire in approximately 1/2 to 1 hour. Pages have been attached should additional space be required or desired for detailed responses.

SECTION #1

In this section of the questionnaire, I am seeking information about the incidence and extent of coproduction in your parks and recreation department.

1. (a) Is your department currently involved in coproductive efforts as defined on the previous page?
 YES
 NO

(b) If yes, with whom is your department involved? Check more than one option, if appropriate.

- INDIVIDUALS/CITIZENS
- FOR PROFIT BUSINESSES/COMMERCIAL
- VOLUNTARY NOT FOR PROFIT GROUPS
- SERVICE CLUBS/ORGANISATIONS
- OTHER (PLEASE SPECIFY) _____

(c) With whom would your department coproduce in the future? Check more than one option, if appropriate.

- INDIVIDUALS/CITIZENS
- FOR PROFIT BUSINESSES/COMMERCIAL
- VOLUNTARY NOT FOR PROFIT GROUPS
- SERVICE CLUBS/ORGANISATIONS
- OTHER (PLEASE SPECIFY) _____

(d) How would you describe the status of coproductive efforts involving your department?

- INCREASING
- DECREASING
- REMAINING CONSTANT

(e) What has prompted this change?

(f) What percentage of your department's 1991 total operating budget is committed to coproductive efforts?

- 0% to 10%
- 11% to 25%
- 26% to 50%
- 51% to 75%
- 76% to 100%

(g) What was your department's 1991 total operating budget?

\$ _____

SECTION #2

In this section, I am interested in information about the policies that your department has initiated in regards to coproductive efforts.

2. (a) Has your department developed policies to encourage coproductive efforts?

- YES
- NO

(b) If yes, could you provide details and/or include documentation of these policies?

- (c) If no, would such policies be beneficial to your department?
 - YES
 - NO
- (d) Do coproductive efforts with voluntary not for profit groups and service clubs represent a priority for your department?
 - YES
 - NO
- (e) If yes, could you provide details and/or include documentation of how this priority is manifested in your department's policies?

- (f) Has your department developed criteria or guidelines to evaluate coproductive efforts and/or proposals for such efforts involving voluntary not for profit groups and service clubs?
 - YES
 - NO
- (g) If yes, could you provide details and/or include documentation of the criteria or guidelines that your department has developed?

- (h) If your department has not developed criteria or guidelines for this purpose, are lease agreements or other models referred to when entering into coproductive efforts?
 - YES
 - NO
- (i) If yes, could you provide details and/or include documentation about such models?

SECTION #3

In this section, I am interested in obtaining information about who has decision making powers in determining your department's involvement in coproductive efforts and about who initiates these efforts.

- 3. (a) Who initiates coproductive efforts involving your department?
 - PARKS & RECREATION DEPARTMENT
 - VOLUNTARY NOT FOR PROFIT GROUPS
 - OTHER (PLEASE SPECIFY) _____
- (b) Who makes decisions regarding approval of coproductive efforts involving your department?
 - PARKS & RECREATION DEPARTMENT
 - ELECTED REPRESENTATIVES
 - OTHER (PLEASE SPECIFY) _____

SECTION #4

In this section, I am interested in obtaining information about how well coproductive efforts respond to your department's public service objectives.

4. (a) Does your department operate according to a mission statement or operating philosophy that defines its public service objectives?

YES

NO

(b) Could you provide details and/or include documentation of your department's mission statement or operating philosophy, including public service objectives?

(c) Do the coproductive efforts involving your department meet public service objectives, as defined by your department?

YES

NO

(d) Are coproductive efforts limited by public service objectives to certain general areas or stages of recreation service delivery?

YES

NO

(e) If yes, to which general areas or stages of recreation service delivery are coproductive efforts limited? Check more than one option, if appropriate.

RECREATION PROGRAMMING

FACILITY DEVELOPMENT

PROMOTION AND MARKETING

PARKS AND OPEN SPACE

MAINTENANCE AND OPERATIONS

OTHER (PLEASE SPECIFY) _____

(f) If yes, to which type of partner are coproductive efforts limited? Check more than one option, if appropriate.

INDIVIDUALS/CITIZENS

FOR PROFIT BUSINESSES/COMMERCIAL

VOLUNTARY NOT FOR PROFIT GROUPS

SERVICE CLUBS/ORGANISATIONS

OTHER (PLEASE SPECIFY) _____

(g) What does your department consider to be the primary benefit of coproductive efforts?
Check more than one option, if appropriate.

- COMMUNITY DEVELOPMENT
- COST SAVINGS
- EXPANSION OF PROGRAM/SERVICE OFFERINGS
- MEETS BROADER SERVICE OBJECTIVES
- OTHER (PLEASE SPECIFY) _____

(h) Could you provide details and/or include documentation of the problems your department has encountered in its involvement in coproductive efforts?

SECTION #5

(a) Would your department like to have a copy of the survey results?

- YES
- NO

If so, to whom should the survey results be sent?

- YOU
- SOMEONE ELSE (PLEASE SPECIFY) _____

Please return the completed questionnaire to:

MARTIN SANDHURST
CURRENT ADDRESS.

April 28, 1992.

TO: **Program Representatives**
whose responses had been received by April 28, 1992.

FROM: **Martin Sandhurst,**
practicum student at the University of Manitoba.

I have received your response to my questionnaire on coproduction and your department's involvement in coproductive efforts.

I wish to thank you for your prompt and informative response. After I have received the balance of responses from the other survey participants, I will be able to complete my research. I hope to have developed the evaluation criteria for coproductive efforts by the end of June, and will endeavour to forward a copy of my results to you shortly thereafter.

I may take you up on your offer and call you with respect to some issues which, though they fall outside the intent of the questionnaire, nonetheless have a bearing on my research. Thanks again for your time and consideration.

Sincerely,

Martin Sandhurst.

April 28, 1992.

TO: **Program Representatives**
whose responses had not been received by April 28, 1992.

FROM: **Martin Sandhurst,**
practicum student at the University of Manitoba.

Earlier this month I sent a questionnaire to you concerning your department's involvement in coproductive efforts. You were selected to participate as part of a small sample of Western Canadian recreation leaders.

If you have already completed and returned the questionnaire, please accept my thanks for your time and consideration. If not, please do so today. Because the sample is small and has been carefully selected, your input is an important part of my research.

If by some chance you did not receive the questionnaire--or it has been misplaced--please call me at (home phone number), and I will mail another to you right away.

Sincerely,

Martin Sandhurst.

SUMMARY OF QUESTIONNAIRE RESPONSES

- | | | |
|--------|-----------|---|
| 1. (a) | BURNABY | YES |
| | CALGARY | YES |
| | EDMONTON | YES |
| | REGINA | YES |
| | SASKATOON | YES |
| | SURREY | YES |
| | VANCOUVER | YES |
| | WINNIPEG | YES |
| (b) | BURNABY | INDIVIDUALS, FOR PROFIT BUSINESSES, VOLUNTARY GROUPS, SERVICE CLUBS |
| | CALGARY | INDIVIDUALS, FOR PROFIT BUSINESSES, VOLUNTARY GROUPS, SERVICE CLUBS |
| | EDMONTON | INDIVIDUALS, VOLUNTARY GROUPS, SERVICE CLUBS |
| | REGINA | FOR PROFIT BUSINESSES, VOLUNTARY GROUPS, SERVICE CLUBS, OTHER |
| | SASKATOON | VOLUNTARY GROUPS, SERVICE CLUBS |
| | SURREY | INDIVIDUALS, FOR PROFIT BUSINESSES, VOLUNTARY GROUPS, SERVICE CLUBS |
| | VANCOUVER | FOR PROFIT BUSINESSES, VOLUNTARY GROUPS, SERVICE CLUBS |
| | WINNIPEG | INDIVIDUALS, VOLUNTARY GROUPS, SERVICE CLUBS |
| (c) | BURNABY | INDIVIDUALS, FOR PROFIT BUSINESSES, VOLUNTARY GROUPS, SERVICE CLUBS |
| | CALGARY | INDIVIDUALS, FOR PROFIT BUSINESSES, VOLUNTARY GROUPS, SERVICE CLUBS |
| | EDMONTON | INDIVIDUALS, VOLUNTARY GROUPS, SERVICE CLUBS |
| | REGINA | FOR PROFIT BUSINESSES, VOLUNTARY GROUPS, SERVICE CLUBS |
| | SASKATOON | VOLUNTARY GROUPS, SERVICE CLUBS |
| | SURREY | INDIVIDUALS, FOR PROFIT BUSINESSES, VOLUNTARY GROUPS, SERVICE CLUBS |
| | VANCOUVER | FOR PROFIT BUSINESSES, VOLUNTARY GROUPS, SERVICE CLUBS |
| | WINNIPEG | INDIVIDUALS, FOR PROFIT BUSINESSES, VOLUNTARY GROUPS, SERVICE CLUBS |
| (d) | BURNABY | INCREASING |
| | CALGARY | INCREASING |
| | EDMONTON | REMAINING CONSTANT |
| | REGINA | REMAINING CONSTANT |
| | SASKATOON | INCREASING |
| | SURREY | INCREASING |
| | VANCOUVER | INCREASING |
| | WINNIPEG | INCREASING |

(e)	BURNABY	COMMENT
	CALGARY	COMMENT
	EDMONTON	NO COMMENT
	REGINA	COMMENT
	SASKATOON	COMMENT
	SURREY	COMMENT
	VANCOUVER	COMMENT
	WINNIPEG	COMMENT
(f)	BURNABY	0%-10%
	CALGARY	26%-50%
	EDMONTON	0%-10%
	REGINA	11%-25%
	SASKATOON	N/A
	SURREY	0%-10%
	VANCOUVER	0%-10%
	WINNIPEG	0%-10%
(g)	BURNABY	\$13 MILLION
	CALGARY	\$60 MILLION
	EDMONTON	\$70 MILLION
	REGINA	\$12.7 MILLION
	SASKATOON	N/A
	SURREY	\$11 MILLION
	VANCOUVER	\$45 MILLION
	WINNIPEG	\$60.4 MILLION
2. (a)	BURNABY	NO
	CALGARY	YES
	EDMONTON	NO
	REGINA	YES
	SASKATOON	YES
	SURREY	YES
	VANCOUVER	YES
	WINNIPEG	YES
(b)	BURNABY	N/A
	CALGARY	DOCUMENTATION
	EDMONTON	N/A
	REGINA	DOCUMENTATION
	SASKATOON	DOCUMENTATION
	SURREY	DOCUMENTATION
	VANCOUVER	DETAILS
	WINNIPEG	DOCUMENTATION

- | | | |
|-----|-----------|---------------|
| (c) | BURNABY | NO |
| | CALGARY | N/A |
| | EDMONTON | NO |
| | REGINA | N/A |
| | SASKATOON | N/A |
| | SURREY | N/A |
| | VANCOUVER | N/A |
| | WINNIPEG | N/A |
| (d) | BURNABY | NO |
| | CALGARY | YES |
| | EDMONTON | YES |
| | REGINA | YES |
| | SASKATOON | NO |
| | SURREY | YES |
| | VANCOUVER | NO |
| | WINNIPEG | YES |
| (e) | BURNABY | N/A |
| | CALGARY | DETAILS |
| | EDMONTON | N/A |
| | REGINA | DETAILS |
| | SASKATOON | N/A |
| | SURREY | DOCUMENTATION |
| | VANCOUVER | N/A |
| | WINNIPEG | DETAILS |
| (f) | BURNABY | NO |
| | CALGARY | NO |
| | EDMONTON | YES |
| | REGINA | NO |
| | SASKATOON | YES |
| | SURREY | N/A |
| | VANCOUVER | NO |
| | WINNIPEG | NO |
| (g) | BURNABY | N/A |
| | CALGARY | N/A |
| | EDMONTON | N/A |
| | REGINA | N/A |
| | SASKATOON | N/A |
| | SURREY | N/A |
| | VANCOUVER | N/A |
| | WINNIPEG | N/A |

- | | | |
|--------|-----------|--|
| (h) | BURNABY | YES |
| | CALGARY | YES |
| | EDMONTON | YES |
| | REGINA | YES |
| | SASKATOON | YES |
| | SURREY | N/A |
| | VANCOUVER | YES |
| | WINNIPEG | YES |
| (i) | BURNABY | DOCUMENTATION |
| | CALGARY | DOCUMENTATION |
| | EDMONTON | N/A |
| | REGINA | DETAILS AND DOCUMENTATION |
| | SASKATOON | N/A |
| | SURREY | N/A |
| | VANCOUVER | DOCUMENTATION |
| | WINNIPEG | DOCUMENTATION |
| 3. (a) | BURNABY | VOLUNTARY GROUPS |
| | CALGARY | PARKS & RECREATION DEPARTMENT, VOLUNTARY GROUPS |
| | EDMONTON | PARKS & RECREATION DEPARTMENT, VOLUNTARY GROUPS, OTHER |
| | REGINA | VOLUNTARY GROUPS, OTHER |
| | SASKATOON | VOLUNTARY GROUPS |
| | SURREY | PARKS & RECREATION DEPARTMENT, VOLUNTARY GROUPS, OTHER |
| | VANCOUVER | PARKS & RECREATION DEPARTMENT, VOLUNTARY GROUPS |
| | WINNIPEG | PARKS & RECREATION DEPARTMENT, VOLUNTARY GROUPS, OTHER |
| (b) | BURNABY | ELECTED REPRESENTATIVES |
| | CALGARY | PARKS & RECREATION DEPARTMENT, ELECTED REPRESENTATIVES |
| | EDMONTON | PARKS & RECREATION DEPARTMENT, ELECTED REPRESENTATIVES |
| | REGINA | PARKS & RECREATION DEPARTMENT |
| | SASKATOON | PARKS & RECREATION DEPARTMENT |
| | SURREY | PARKS & RECREATION DEPARTMENT, OTHER |
| | VANCOUVER | ELECTED REPRESENTATIVES |
| | WINNIPEG | ELECTED REPRESENTATIVES |
| 4. (a) | BURNABY | NO |
| | CALGARY | YES |
| | EDMONTON | YES |
| | REGINA | NO |
| | SASKATOON | YES |
| | SURREY | YES |
| | VANCOUVER | YES |
| | WINNIPEG | YES |

(b)	BURNABY	N/A
	CALGARY	N/A
	EDMONTON	N/A
	REGINA	DETAILS
	SASKATOON	DOCUMENTATION
	SURREY	DOCUMENTATION
	VANCOUVER WINNIPEG	DOCUMENTATION
(c)	BURNABY	YES
	CALGARY	YES
	EDMONTON	YES
	REGINA	NO
	SASKATOON	YES
	SURREY	YES
	VANCOUVER WINNIPEG	YES
(d)	BURNABY	NO
	CALGARY	NO
	EDMONTON	YES
	REGINA	NO
	SASKATOON	YES
	SURREY	NO
	VANCOUVER WINNIPEG	YES NO
(e)	BURNABY	REC. PROGRAMMING, FAC. DEV., PARKS , MAIN.& OPS.
	CALGARY	REC. PROGRAMMING, FAC. DEV., PROMOTION, PARKS, MAIN. & OPS.
	EDMONTON	REC. PROGRAMMING, FAC. DEV., PROMOTION, PARKS, MAIN. & OPS.
	REGINA	REC. PROGRAMMING, FAC. DEV., PROMOTION, PARKS, MAIN. & OPS., OTHER
	SASKATOON	REC. PROGRAMMING, FAC. DEV., PARKS, MAIN. & OPS.
	SURREY	REC. PROGRAMMING, FAC. DEV., PROMOTION, PARKS, MAIN. & OPS.
	VANCOUVER WINNIPEG	REC. PROGRAMMING, FAC. DEV., PROMOTION REC. PROGRAMMING, FAC. DEV., PROMOTION, PARKS, MAIN. & OPS.
(f)	BURNABY	INDIVIDUALS, FOR PROFIT BUSINESSES, VOLUNTARY GROUPS, SERVICE CLUBS
	CALGARY	INDIVIDUALS, FOR PROFIT BUSINESSES, VOLUNTARY GROUPS, SERVICE CLUBS
	EDMONTON	INDIVIDUALS, FOR PROFIT BUSINESSES, VOLUNTARY GROUPS, SERVICE CLUBS
	REGINA	INDIVIDUALS, FOR PROFIT BUSINESSES, VOLUNTARY GROUPS, SERVICE CLUBS
	SASKATOON	VOLUNTARY GROUPS, SERVICE CLUBS
	SURREY	INDIVIDUALS, FOR PROFIT BUSINESSES, VOLUNTARY GROUPS, SERVICE CLUBS
	VANCOUVER WINNIPEG	FOR PROFIT BUSINESSES, VOLUNTARY GROUPS, SERVICE CLUBS INDIVIDUALS, FOR PROFIT BUSINESSES, VOLUNTARY GROUPS, SERVICE CLUBS

- | | | |
|--------|-----------|---|
| (g) | BURNABY | COMMUNITY DEV., COST SAVINGS, SERVICE EXPANSION, BROADER OBJECTIVES |
| | CALGARY | COMMUNITY DEV., COST SAVINGS, SERVICE EXPANSION, BROADER OBJECTIVES |
| | EDMONTON | COMMUNITY DEV., COST SAVINGS, SERVICE EXPANSION, BROADER OBJECTIVES |
| | REGINA | COMMUNITY DEV., COST SAVINGS, SERVICE EXPANSION, BROADER OBJECTIVES |
| | SASKATOON | COMMUNITY DEV., COST SAVINGS, SERVICE EXPANSION, BROADER OBJECTIVES |
| | SURREY | COMMUNITY DEV., BROADER OBJECTIVES, OTHER |
| | VANCOUVER | COMMUNITY DEV., COST SAVINGS, SERVICE EXPANSION |
| | WINNIPEG | COMMUNITY DEV., COST SAVINGS |
| | | |
| (h) | BURNABY | DETAILS |
| | CALGARY | DETAILS |
| | EDMONTON | N/A |
| | REGINA | DETAILS |
| | SASKATOON | N/A |
| | SURREY | N/A |
| | VANCOUVER | N/A |
| | WINNIPEG | DETAILS |
| | | |
| 5. (a) | BURNABY | YES |
| | CALGARY | YES |
| | EDMONTON | NO |
| | REGINA | YES |
| | SASKATOON | YES |
| | SURREY | YES |
| | VANCOUVER | YES |
| | WINNIPEG | YES |

APPENDIX C

Table indicating Lease Agreement Conditions, compiled from documentation sent by recreation department representatives.

	DEFN OF PREMISES RENT/FEES	TERM/RENEWAL/TERMINATION DEFAULT PROVISIONS	TAXES PAYMENT	UTILITIES . PAYMENT	USE/FUNCTION	PUBLIC USE PROVISIONS BYLAW	COMPLIANCE MAINTENANCE	IMPROVEMENTS	INSURANCE/ INDENMITY INSPECTION	COMPLIANCE MANAGEMENT/ ADMIN. STRUC.	FINANCIAL STATEMENT	NONPROFIT STATUS ASSIGNING/ SUBLETTING CATERING CONCESSIONS	ADVERTISING/ PROMOTION STAFFING/UNION CONCERNS	NONDISCRIMINATORY
WINNIPEG														
VANCOUVER														
REGINA														
CALGARY														
BURNABY														

Lease Agreement Conditions. Shading indicates that the recreation department includes the condition in examples of its agreements with voluntary not for profit groups. The Edmonton, Saskatoon, and Surrey representatives did not provide examples of their departments' lease agreements.

APPENDIX D

Table indicating Program Eligibility Criteria, compiled from documentation sent by recreation department representatives.

	PHILOSOPHY/ REC. MANDATE	COST	EFFECTIVENESS SERVICE	EXPANSION SERVICE	FLEXIBILITY SERVICE	EVALUATION	ACCESS	NONDISCRIMINATORY	LOCATION	NEED FOR SERVICE PUBLIC USE	COMMUNITY INVOLVEMENT	MTCE. STANDARDS UPHELD	SAFETY	LEGISLATION OBSERVANCE	INSURANCE	NONPROFIT STATUS	MANAGEMENT CAPABILITIES	FINANCIAL CAPABILITIES	RENT/SUBSIDY REQUIREMENT	COMPETITION/ NONMONOPOLY	IMPACT ON CITY SERVICES/DEPT'S.	TRADITION OF SERVICE PROVISION
WINNIPEG	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded
REGINA	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded
CALGARY	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded

Program Eligibility Criteria. Shading indicates that the recreation department considers the criterion, in examples of various model types sent by representatives. The Burnaby, Edmonton, Saskatoon, Surrey, and Vancouver representatives did not provide examples of their departments' model types.

APPENDIX E

"Program Development Process" chart from Calgary Parks and Recreation Department
Co-Sponsored Program Policy & Procedures , March 1992.



PROGRAM DEVELOPMENT PROCESS

DIRECT PROGRAM PARKS & RECREATION	CO-SPONSORED PROGRAM RECREATION CITY	CALGARY PARKS & RECREATION PROGRAM CITY PRIMARY PROVIDER	CO-SPONSORED PROGRAM PRIMARY PROVIDER	COMMUNITY GROUP	INDIRECT PROGRAM
<p>PARKS & RECREATION IS RESPONSIBLE FOR ALL PROGRAM COMPONENTS</p> <ul style="list-style-type: none"> <input type="checkbox"/> Needs identification <input type="checkbox"/> Program Development <input type="checkbox"/> Budgeting <input type="checkbox"/> Facility <input type="checkbox"/> Registration <input type="checkbox"/> Staffing: <ul style="list-style-type: none"> ↓ Hiring ↓ Supervision ↓ Training ↓ Evaluation ↓ Payment <input type="checkbox"/> Coordination <input type="checkbox"/> Supplies <input type="checkbox"/> Admissions <input type="checkbox"/> Equipment <input type="checkbox"/> Transportation <input type="checkbox"/> Evaluation <p>** Community Group may be consulted on programs being offered.</p>	<p>COMMUNITY GROUP <u>MUST</u> BE INVOLVED IN:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Planning (Needs Identification). <input type="checkbox"/> Facility - Provide free use if group has a facility. <input type="checkbox"/> Registration (with assistance from Parks & Recreation). <input type="checkbox"/> Supplementary Advertising/Promotion. <input type="checkbox"/> Revenue processing. (Revenue returned to Parks & Recreation) <hr/> <p>PARKS & REC. <u>MUST</u> BE RESPONSIBLE FOR:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Staffing <ul style="list-style-type: none"> ↓ Policy Development ↓ Supervision ↓ Evaluation <input type="checkbox"/> Hiring <input type="checkbox"/> Training <input type="checkbox"/> Payment <p>Depending on group's ability or resources, they may be involved in assisting with some components of staffing as a learning opportunity.</p> <ul style="list-style-type: none"> <input type="checkbox"/> Base level Advertising/ Promotion. 	<p>COMMUNITY GROUP <u>MUST</u> BE RESPONSIBLE FOR ALL PROGRAM COMPONENTS</p> <ul style="list-style-type: none"> <input type="checkbox"/> Needs Identification <input type="checkbox"/> Facility <input type="checkbox"/> Program Development <input type="checkbox"/> Budgeting <input type="checkbox"/> Registration <input type="checkbox"/> Supplies <input type="checkbox"/> Admissions <input type="checkbox"/> Equipment <input type="checkbox"/> Transportation <input type="checkbox"/> Staffing <ul style="list-style-type: none"> ↓ Policy Development ↓ Supervision ↓ Evaluation <input type="checkbox"/> Supplementary Advertising/Promotion <input type="checkbox"/> Bill Payment <input type="checkbox"/> Program Policy Development i.e. Safety Economically Disadvantaged <input type="checkbox"/> Program Evaluation <hr/> <p>PARKS & REC. <u>MAY</u> ASSIST WITH THE FOLLOWING NEGOTIABLE ITEMS BASED ON NEED</p> <ul style="list-style-type: none"> <input type="checkbox"/> Base level ad/promotion (Non-negotiable) <input type="checkbox"/> Equipment loan <input type="checkbox"/> Subsidy Grant <ul style="list-style-type: none"> ↓ Co-sponsored Program Grant ↓ APE Grant <input type="checkbox"/> Staff Referral <input type="checkbox"/> Staff Training <p>* Note: In order to ensure program safety/quality, Parks & Rec. staff must ensure that group is capable of handling all program components and conduct a minimum # of program visits.</p>	<p>COMMUNITY GROUP IS RESPONSIBLE FOR ALL PROGRAM COMPONENTS:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Needs Identification <input type="checkbox"/> Program Development <input type="checkbox"/> Budgeting <input type="checkbox"/> Facility <input type="checkbox"/> Advertising/Promotion <input type="checkbox"/> Registration <input type="checkbox"/> Staffing <input type="checkbox"/> Supplies <input type="checkbox"/> Admissions <input type="checkbox"/> Equipment <input type="checkbox"/> Transportation <input type="checkbox"/> Evaluation <hr/> <p>PARKS & REC. <u>MAY</u> ASSIST WITH:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Equipment Loan <input type="checkbox"/> Consultation <input type="checkbox"/> Staff referral/development 		

NOTE: Please refer to Co-sponsored Program Guidelines and Costing Principles.

92/05/11