



**Advisory Committee on Joint Use of School and
Community Facilities**

FINAL REPORT

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ACJUSC Membership

The Advisory Committee consisted of one representative from the following organizations:

Association of Manitoba Municipalities -
City of Winnipeg, Community Services Department -
Manitoba Association of Parent Councils -
Manitoba Association of School Business Officials -
Manitoba Association of School Superintendents -
Manitoba Association of School Trustees -
Manitoba Culture, Heritage, Tourism and Sport (CHTS) -
Manitoba Education, Citizenship and Youth (MECY) -
Manitoba Rural Recreation Directors Committee -
Manitoba Teachers' Society -
Recreation Connections Manitoba -
Sport Manitoba -

Introduction

Premier Doer created the *Healthy Kids, Healthy Futures* task force in August 2004 to consult with Manitobans on factors affecting children's health, particularly in the areas of nutrition, physical activity and injury prevention. The task force report, released in June 2005, presented 47 recommendations in 10 key areas: educational health promotion initiatives, nutrition in schools, physical activity in schools, recreation facilities and access, recreation leadership, active transportation, injury prevention, low income families, First Nations communities and mental health and wellness. The government of Manitoba pledged at that time to implement all of the recommendations.

The three following recommendations included in the report led to the creation of the *Advisory Committee on Joint Use of School and Community Facilities* (ACJUSC). This committee was to be co-chaired by Manitoba Culture, Heritage, Tourism and Sport and by Manitoba Education, Citizenship and Youth.¹

19. the provincial government work with school divisions and local governments to develop standards for community use agreements. These standards should help increase the shared use of community and school facilities by minimizing user fees, while allowing for flexibility based on local context and needs.
20. the provincial government work with school divisions to determine and address the financial costs of such agreements.
21. the provincial government require that designs for new schools, recreation facilities, and community centres include options for recreation, including things like tracks, walking trails and playgrounds. These facilities should be developed in consultation with communities and be open to all residents, including children, families and seniors.

¹ It should be noted that the *Healthy Kids, Healthy Futures* task force report also included the two following recommendations. While related, these recommendations were not to part of the mandate given to the ACJUSC.

17. the provincial government review current funding programs that provide capital infrastructure grants for recreational facilities. The review should look at options for increasing funding for projects that will make a facility more efficient and cheaper to operate and maintain. Facilities should also look for funding from energy efficiency programs, including Manitoba Hydro's PowerSmart program. These reduced operation costs should lower the cost for community residents to use the facility.

18. the provincial government consider other funding options for recreational purposes. These funds could be used to improve access to recreational programs by reducing operating and maintenance costs. The funds could also support programs that do not need to use high-cost facilities.

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The terms of reference of the ACJUSC were:

Mandate

- To consider ways of maximizing the joint use of community and school facilities for the benefit of all members of the community with a focus on children, youth.
- To provide advice to the Manitoba Education, Citizenship and Youth and Manitoba Culture, Heritage, Tourism, and Sport with respect to implementing the recommendations of the *Healthy Kids, Healthy Futures* task force report. These recommendations encourage cooperation and collaboration amongst municipalities, school boards and other key organizations to enhance equitable access to community and school facilities in the province with a primary focus on physical activity opportunities for children and youth.

Composition

The Advisory Committee consists of one representative from:

Association of Manitoba Municipalities -
City of Winnipeg, Community Services Department -
Manitoba Association of Parent Councils -
Manitoba Association of School Business Officials -
Manitoba Association of School Superintendents -
Manitoba Association of School Trustees -
Manitoba Culture, Heritage, Tourism and Sport (CHTS) -
Manitoba Education, Citizenship and Youth (MECY) -
Manitoba Rural Recreation Directors Committee -
Manitoba Teachers' Society -
Recreation Connections Manitoba -
Sport Manitoba -

Representatives from other organizations may be invited to participate on the committee as required as a committee member or be consulted on an ad hoc basis.

Staff support to the committee shall be provided by MECY and CHTS.

Governance

The advisory committee shall be co-chaired by the representatives from MECY and CHTS.

The committee shall meet as required at the call of the co-chairs.

A simple majority of the members of the Committee shall constitute a quorum.

Advice provided by the committee does not have to represent a majority opinion. A variety of opinions may be expressed on a given issue.

Reporting Structure

The committee shall provide advice to the Deputy Ministers of Manitoba Education, Citizenship and Youth and Manitoba Culture, Heritage, Tourism and Sport through the advisory committee co-chairs. Feedback from the departments to the committee shall be through the committee co-chairs.

Overview of Activities

The committee met on the following dates:

October 16, 2006

The first meeting focused on a roundtable discussion of the *Healthy Kids, Healthy Futures* Task Force Recommendations. The following questions were addressed:

- What do the recommendations mean to your organization?
- What impact do the recommendations have on your organization's members?
- How can your organization contribute to addressing the recommendations?
- Are there other categories of use that should be considered in this process?

The draft Proposed Terms of Reference for the committee were also discussed.

December 12, 2006

The final Terms of Reference for the committee were adopted. A presentation on the City of Winnipeg Recreation, Leisure and Library Facilities policy (RLLFP) was made as well as a presentation on the Recreation Opportunities Program (ROP - CHTS).

February 5, 2007

The results of the following surveys were examined:

- Sport Manitoba – Inventory of indoor and outdoor facilities
- Manitoba Teachers' Society/Council of School Leaders – Perspective on Joint use of facilities
- Recreation Connections Manitoba - Perspective on Joint use of facilities

Keith Thomas (MAST) and Art Elias (HED Insurance and Risk Services) made a presentation regarding Insurance and Liability.

Rick Dedi, Executive Director for the Public School Finance Board, made a presentation.

March 8, 2007

A discussion related to the City of Winnipeg Master Joint Use Agreement and Specific Site agreements with Pembina Trails School Division was conducted.

A presentation was made by Marlene Amel from the General Council of Winnipeg. Stephanie Foy from Recreation Connections Manitoba presented the results of a survey conducted by this organization.

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April 16, 2007

The document Policy Document *Implementation of Grades 11 and 12 Physical Education/Health Education (PE/HE)* by Heather Willoughby, PE/HE Curriculum Consultant, assisted by Paul Paquin, also PE/HE Consultant. This initiative was presented an opportunity for large number of students to be active in our community and for youth to take greater ownership of their own physical fitness.

June 5, 2007

A summary of key issues identified during the five meetings of the committee was discussed.

October, 2 2007

A brief report on Communication with the City of Winnipeg and School Principals was presented.

- Summary of key issues identified during the meetings of the committee
- Updated documentation
- Potential recommendations for future actions - Advice to Manitoba Education, Citizenship and Youth and Manitoba Culture, Heritage, Tourism and Sport

October 26, 2007

Findings and Understandings

(Based on the presentations and resulting discussions)

- Develop and facilitate the use of standardized Joint Use Agreements by municipal corporations/boards and commissions and School Divisions. The agreements in use by the City of Winnipeg and recreation commissions such as and others may form the basis of such a template.
- Use the Recreation Opportunities Program as the mechanism to implement standard Joint Use Agreements between those municipal boards and commissions and school divisions who are members of existing recreation commissions.
- Develop communication and planning mechanisms between the community and provincial levels of the recreation delivery system and the Public Schools Finance Board to discuss issues of mutual concern.
- Develop mechanisms for school divisions, local schools, community clubs and municipal recreation departments to connect with one another. Build on existing opportunities such as annual conventions, meetings, conferences
- Develop mechanisms to improve consistency across the Province regarding the user fees charged by municipalities to school groups and vice versa.
- Given the coverage in place for municipalities and school divisions, liability and insurance coverage for municipally and school sponsored programs should not be a barrier to facility use.

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- Ensure that community groups booking school facilities are aware of the coverage available through HED Insurance and Risk Services.
- Consider including a discussion on the facility requirements related to the grade 11 and 12 physical education requirements when existing joint use agreements are revisited.

January 16, 2008

The meeting focused mainly on the elaboration of recommendations.

Recommendations of the Committee

As stated earlier in this document, the three following recommendations of the task force report were to be examined by the Advisory Committee on Joint Use of School and Community Facilities (ACJUSC).

19. the provincial government work with school divisions and local governments to develop standards for community use agreements. These standards should help increase the shared use of community and school facilities by minimizing user fees, while allowing for flexibility based on local context and needs.
20. the provincial government work with school divisions to determine and address the financial costs of such agreements.
21. the provincial government require that designs for new schools, recreation facilities, and community centres include options for recreation, including things like tracks, walking trails and playgrounds. These facilities should be developed in consultation with communities and be open to all residents, including children, families and seniors.

Preamble

There is a mutual understanding that municipalities and school divisions have worked and continue to want to work together for the benefit of communities.

Section 73 of the Public Schools Act states that “A school board may, subject to such terms and conditions as it may impose, permit the use of any property of the school division or school district with or without fee.”

The Public Schools Finance Board recently amended its legislation requiring school divisions to consider several factors in administering the capital support program. These factors include the community use of schools and the role of schools in their local communities. This addresses Recommendation 21.

Section 312 of *The Municipal Act* identifies recreation as a special service that a municipality may levy taxes on, set fees for and provide to all or part of a municipality if approved by by-law.

Section 211 of The Winnipeg Charter specifies that the City of Winnipeg can enter into agreements with school authorities.

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The Advisory Committee on Joint Use of School and Community Facilities (ACJUSC) recommends that:

1. the Province publish a handbook of recommended components to be considered for inclusion in community and school joint use agreements. One of the elements of the handbook could be a summary of existing joint use agreements that have proven successful. Appendix 1 of this report could be used as a basis for identifying the elements to be addressed in the handbook.
2. the Province conduct a survey of school divisions and municipalities on user fees and policies related to community use of schools and school use of community facilities. The results of this survey would be used as a foundation for future policy development related to user fees and joint use agreements.
3. where applicable, the in-kind contributions made by school divisions that are partners in recreation commissions be matched by the province at the same level as partner municipalities through the Recreation Opportunities Program (ROP). This new funding would be directed towards increasing the shared use of community and school facilities by minimizing user fees.
4. rural and northern communities over 10,000 in population that are not eligible for the ROP be provided with a financial incentive to support the development, maintenance and improvement of joint use agreements. The survey results (recommendation #2) as well as a cost analysis would be used as a basis for informing this funding process.
5. Manitoba Culture, Heritage, Tourism and Sport ensure the joint use of facilities requirement as stated in the ROP Program Guidelines document is met; to have participating school divisions and municipal authorities sign a formal agreement outlining their respective roles and relationships and terms of reference for joint use of facilities.
6. communication mechanisms be established between the recreation delivery system and the education system to ensure that issues of mutual concern are addressed.
7. whenever a new recreation facility is being built, a requirement be established to ensure that consultations with the community as well as with the local school division be conducted.

Advisory Committee on Joint Use of School and Community Facilities (ACJUSCF)			
Presentations Summary			
ORGANIZATION	PRESENTATION	SUMMARY OF INFORMATION PRESENTED	IMPLICATIONS FOR ACJUSCF
Manitoba Education, Citizenship and Youth	Implementation of Grades 11 and 12 Physical Education/Health Education: A Policy Document	<p>The policy impacts on 15,000 students across MB.</p> <p>Schools and school divisions are required to develop a risk management policy related to the OUT-of-class physical activity practicum, as well as provide risk management measures and a teacher and parent/guardian sign-off process that aligns with government policy.</p> <p>These measures would possibly prohibit high-risk activities that are inherently dangerous, and might also require that certain activities (e.g., trampolining), which are known to be associated with a higher rate of injury when unsupervised, be directly supervised by a qualified instructor or coach to be eligible for credit.</p>	<p>Mechanisms should be in place to facilitate communication between school and communities regarding programs that will meet course requirements.</p> <p>With the new phys. ed. requirements, it is possible that there will be an increase in the use of community facilities and programs by individual students. Use of community facilities by schools is not anticipated to change.</p> <p>Consider introducing discussions of grades 11 and 12 phys. ed. needs when existing joint use agreements are up for discussion.</p>
Public Schools Finance Board (PSFB)	Presentation of the role of the PSFB and proposed next steps	<p>New PSFB legislation regarding the administration of the capital support program. Consideration must be given to a number of factors including the community use of schools and the role of schools in their local communities.</p> <p>Due to the frequent co-location of child cares in school facilities, the PSFB has developed communication mechanisms with the Manitoba Child Care Program to coordinate and develop joint child care space.</p>	Develop a communication mechanism between the recreation delivery system and the PSFB to discuss issues of mutual concern.

Advisory Committee on Joint Use of School and Community Facilities (ACJUSCF)

Presentations Summary

ORGANIZATION	PRESENTATION	SUMMARY OF INFORMATION PRESENTED	IMPLICATIONS FOR ACJUSCF
		<p>Next steps included: Can we establish and sustain multi-year facility planning and coordination within and across jurisdictions to support a joint use program?</p> <p>How do we address the increased size and cost of multi-purpose rooms, gyms, childcare facilities, libraries, adult learning centres, etc. to support joint use?</p> <p>What is the potential to reconfigure existing school space for joint or community use?</p>	
<p>Manitoba Teachers' Society/Council of School Leaders (COSL)</p>	<p>Feedback from Principals at local COSL association meetings</p>	<p>Principals/Vice Principals support maximizing use of school facilities.</p> <p>High schools are generally used for school-based programs for most evenings and week-ends. In general, elementary and middle schools have more availability for community use.</p> <p>Principals/Vice Principals support youth programs to be given first priority with regard to use of school facilities.</p>	<p>Principals/Vice Principals recommended mechanisms be developed to address the following issues:</p> <p>Capital Costs - provide compensation for equipment and facility repair and maintenance.</p> <p>Human Costs – custodial time along with efforts from the phys. Ed. teacher and principal/vice principal to prepare space for the school day and/or deal with problems/issues that may have occurred.</p> <p>Consistency of behaviour expectations – both school and community programs should have the same behaviour requirements of</p>

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ORGANIZATION	PRESENTATION	SUMMARY OF INFORMATION PRESENTED	IMPLICATIONS FOR ACJUSCF
			<p>adults and youth (students).</p> <p>Examine Block Bookings – Groups may block-book, but not use school facilities.</p> <p>Liability Issues – Improve understanding of liability responsibilities between school and community groups or municipalities.</p>
<p>Manitoba Association of School Trustees (Keith Thomas) and HED Insurance and Risk Services (Art Elias)</p>	<p>Overview of General Liability Insurance coverage for school divisions and municipalities</p>	<p>MAST comprehensive general liability insurance provides protection of \$30M to all school divisions across the province. This coverage includes formally identified school programs, extra-curricular activities, students using community facilities for school related programming, and community organizations using school facilities outside regular school hours.</p> <p>Municipalities and Recreation Commissions outside of Winnipeg carry protection of up to \$20M.</p> <p>Where they don't already have coverage, MAST and HED encourage school divisions to extend \$2M coverage to community organizations when booking school facilities. Premiums are nominal, ranging from \$25 - \$150/day and \$75 – \$500/season for programs/events without alcohol, depending on the number of participants and the event/program itself.</p>	<p>Work towards consistent application of the coverage recommendations for community groups.</p> <p>Recognize that school and municipally sponsored programs/events carry sufficient insurance and liability coverage (outside Winnipeg).</p>
<p>Province of Manitoba</p>	<p>Review of the Recreation Opportunities Program</p>	<p>Established in 1991, ROP encourages municipal corporations to establish partnerships to share resources, provide</p>	<p>ROP provides a mechanism through which standardized community and</p>

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ORGANIZATION	PRESENTATION	SUMMARY OF INFORMATION PRESENTED	IMPLICATIONS FOR ACJUSCF
Recreation and Regional Services Branch	(ROP)	<p>recreation leadership that supports recreation programs and services. Eligible partners include Rural Municipalities, local Government Districts, incorporated cities (under 10,000), towns and villages. School divisions are required to participate.</p> <p>Funding is provided on a matching basis at \$5.50 per capita to a maximum of \$5,500/partner.</p> <p>In 2006/07, there were 50 recreation commissions representing 135 municipal corporations and 26 school divisions.</p> <p>Cities not participating in ROP include Winnipeg, Brandon, Selkirk, Portage la Prairie, Steinbach, Thompson and Flin Flon.</p> <p>Although ROP has been successful in linking communities and schools together, a variety of community/school agreements are in place. These include verbal agreements, letters of authorization from local schools to the commissions.</p> <p>“Community Use of School” policies by school divisions, and formal joint-use agreements.</p>	<p>School Joint Use Agreements could be facilitated.</p> <p>A separate mechanism would need to be developed for cities ineligible for ROP.</p>
Recreation Connections Manitoba	E-mail Survey Results	<p>19 Recreation Directors responded to a survey regarding joint use of facilities.</p> <p>The respondents generally had access to schools with conditions such as during custodian hours, with fees that range from no cost - \$100.00/hour.</p>	

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Presentations Summary

ORGANIZATION	PRESENTATION	SUMMARY OF INFORMATION PRESENTED	IMPLICATIONS FOR ACJUSCF
Sport Manitoba	Facility Inventory Study – After School Use of School Gymnasiums	<p>27 of 34 School divisions responded.</p> <p>238 of 630 schools responded.</p> <p>86% of available time in high schools is booked by school-based teams/activities (57% in elementary/middle schools).</p> <p>14% of available time in high schools is booked by community-based programs/events (43% in elementary/middle schools).</p> <p>Most popular activities: basketball, volleyball and badminton (school-based); badminton, soccer, gymnastics (community-based).</p>	<p>In general, elementary and middle schools have the greatest availability of gym space for community programs.</p>
Sport Manitoba	Manitoba Sport Facility Study – Community Use of Schools – Policies and Agreements	<p>19 of 34 school divisions responded to the survey.</p> <p>9 of 19 have master agreements with their municipality or recreation commission.</p> <p>17 of 19 have a Community Use Access Policy.</p> <p>13 of 19 have a formal application process.</p> <p>Most school divisions allow community access Mon – Fri 6 p.m. – 11 p.m. and Sat/Sun all day to 6 p.m.</p> <p>11 of 19 school divisions do not charge non-profit groups when a custodian is on duty.</p> <p>Where charged, hourly costs range from \$12.00/hr. to \$32.50/hr.</p>	<p>There is room for improved consistency across the province regarding usage agreements and user costs.</p>

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ORGANIZATION	PRESENTATION	SUMMARY OF INFORMATION PRESENTED	IMPLICATIONS FOR ACJUSCF
		<p>3 school divisions charge a flat fee ranging from \$15.00 - \$65.00/use.</p> <p>2 school divisions require user groups to have insurance coverage, 6 do not have the requirement, 8 did not indicate either way, and 3 cover user groups under their insurance policy.</p>	
<p>Association of Manitoba Municipalities (AMM)</p>	<p>Resolutions related to the Recreation delivery System</p>	<p>In recent years, the AMM has passed resolutions recommending the following:</p> <ul style="list-style-type: none"> • increased support to Recreation Connections Manitoba, an organization supporting recreation directors and recreation practitioners across the province; • increased provincial contributions to recreation commissions; • increased provincial funding to the Community Places Program; • increased maximum grant under the Community Places Program. 	
<p>General Council of Winnipeg Community Centres (GCWCC)</p>	<p>Information about the organization and its members</p>	<p>67 Community Centres (79 sites) in Winnipeg are members of the GCWCC.</p> <p>25 of the 79 facilities have a gymnasium, 2 of which meet the standards of the Winnipeg Minor Basketball Association. 3 additional regulation sized gyms are planned for 2007/08.</p> <p>The vast majority of the gyms do not qualify to host volleyball programs.</p> <p>Community Centres are experiencing high demand for gym</p>	<p>Perceived Barriers of Joint Use:</p> <p>Availability of amenities Notification of availability Weekend usage Short notice of cancellations Cost Communication Need for standardized policies (priorities / allocation / fees / contacts)</p>

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Presentations Summary

ORGANIZATION	PRESENTATION	SUMMARY OF INFORMATION PRESENTED	IMPLICATIONS FOR ACJUSCF
		space in their facilities.	<p>Ensuring maximum usage of space.</p> <p>Outcome: committee suggested that GCWCC consider contacting School Divisions and Schools on behalf of community centres; in particular, those with facilities located in close proximity to one another, to provide contact information and propose a meeting to discuss joint use.</p>
City of Winnipeg	Recreation, Leisure and Library Facilities Policy (RLLFP)	<p>RLLFP provides direction for the provision and maintenance of recreation, leisure and library facilities owned by the City of Winnipeg and covers aquatic, sports and multi-use facilities.</p> <p>The policy is intended to provide Winnipeggers with more contemporary recreation, leisure and library facilities and to move toward a more financially sustainable mix of these facilities.</p>	No direct or specific implications.
City of Winnipeg and Pembina Trails School Division	Overview of the Master and Site Specific Joint Use Agreements	<p>The process of having Master and Site Specific Joint Use Agreements between the City of Winnipeg, Winnipeg school divisions, and specific schools has functioned well since 1976.</p> <p>Site Specific Agreements cover items such as construction and maintenance costs, procedure for booking space, custodial coverage and costs, procedures for dispute resolution, etc.</p> <p>Agreements specify that reciprocal insurance is in place. Agreements are in place for a variety of terms. Either party can request a review within the defined timelines.</p>	<p>ACJUSCF may have a role in considering the standardization of joint use agreements and the process through which they are achieved across school divisions.</p> <p>The Master and Site Specific Agreements used by the City of Winnipeg and Winnipeg school divisions may provide a template for a standard agreement across the province.</p>

Advisory Committee on Joint Use of School and Community Facilities (ACJUSCF)

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ORGANIZATION	PRESENTATION	SUMMARY OF INFORMATION PRESENTED	IMPLICATIONS FOR ACJUSCF
		<p>City of Winnipeg has a staff person dedicated to the implementation of these agreements.</p> <p>Agreements are in place for a 25-year term and moves in perpetuity. Either party can request a review within defined time lines</p>	