

Survey of Manitoba's schools and municipalities on user fees and policies related to community use of schools and school use of municipal facilities

Final Report

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Table of Contents

Executive Summary	5
1.0 Background.....	7
2.0 Research Objectives	8
3.0 Methodology.....	9
3.1 Survey Development.....	9
3.2 Data Collection and Procedure	11
3.3 Participant Recruitment	12
3.4 Data Analysis	12
3.5 Limitations.....	13
4.0 Findings of Closed-Ended Questions.....	13
4.1 Response Rates	13
4.2 Superintendent Survey Findings	14
4.2.1 Barriers and Challenges with Joint-Use of Facilities	15
4.3 Principal Survey Findings.....	17
4.3.1 Community Use of School Facilities	19
4.3.2 School Use of Community Facilities	27
4.3.3 Barriers and Challenges with Joint-Use of Facilities	28
4.4 Municipality Survey Findings.....	30
4.4.1 Barriers and Challenges with Joint-Use of Facilities	37
5.0 Findings of Open-Ended Questions.....	39
5.1 Response Coding and Analysis	39
5.2 Challenges with Joint-Use of Facilities	41
5.2.1 Agreements and Policies	41
5.2.2 Communication	41
5.2.3 Costs	43
5.2.4 Demand	46
5.2.5 Demographics and Geography.....	47
5.2.6 Personnel.....	48
5.2.7 Resource Availability	49
5.2.8 Safety and Security.....	50
5.2.9 Space	51
5.3 Suggestions for Addressing Challenges.....	52
6.0 Key Findings and Suggestions for Future Policy Development.....	56
6.1 Key Findings.....	56
6.1.1 Procedures, Policies, and Agreements.....	56
6.1.2 Demand and Availability of Facilities	57
6.1.3 Supervisory Requirements	58
6.1.4 Usage Fees and Costs.....	58
6.2 Suggestions for Future Policy Development.....	59
6.2.1 Usage Fees and Costs.....	60

6.2.2 Development of New Facilities	60
6.2.3 Formalizing Agreements	60
7.0 References.....	63
Appendix A: Superintendent Survey	64
Appendix B: Principal Survey.....	67
Appendix C: Winnipeg School Division Principal Survey.....	75
Appendix D: Municipality Survey	79
Appendix E: Letter of Invitation to Principals and Superintendents	84
Appendix F: Letter of Invitation of Recreation Directors and Chief Administrative Officers	88
Appendix G: Email Letter to Superintendents	92
Appendix H: Email Letter to Principals.....	94
Appendix I: Email letter to Recreation Directors and Chief Administrative Officers.....	96

Executive Summary

This report describes the findings of a survey conducted in Manitoba in regards to user fees and policies on the community use of schools and school use of municipal facilities. The research was prompted by a recommendation made by the Advisory Committee on the Joint Use of School and Community Facilities to consider ways of maximizing the joint use of school and community facilities. The results of this survey were to be used as a foundation for future policy development related to user fees and joint-use agreements.

In consultation with a working group comprised of representatives from Education, Citizenship and Youth and Culture, Heritage and Tourism, three surveys were developed targeting all school principals, division superintendents, and representatives of recreation commissions and municipalities in Manitoba. A total of 404 respondents completed the survey (representing 47.8% of all invited participants).

Overall, there was more school need and community demand than could be accommodated by school facilities. There was agreement among principals, superintendents, and representatives of municipalities and recreation commissions that the demand for school-based facilities exceeded the availability of space and that community use of school facilities was limited by the school's own programming needs, both during and outside regular school hours. School use of community facilities was cited as a challenge for schools due to prohibitive costs related to usage fees and transportation, time conflicts, and availability of space. Supervisory requirements were frequently cited as necessary to ensure the safety of users as well as proper use of equipment; however, staffing (whether for supervision, security, or custodial) was cited as an additional cost burden by schools preventing them from making school facilities available to community users.

Other key findings include strong agreement on the need for developing and implementing facility use agreements, ideally joint-use agreements, between schools or school divisions and municipalities or recreation commissions containing clear and explicit procedures and policies around key issues such as usage fees and costs, prioritization of users, booking procedures, supervisory requirements, liability, and insurance. It was reported that where agreements existed, they were not well-understood or consistently implemented, particularly in the application of usage fees and facility costs. It bears noting that there was considerable coherence and consistency between those aspects of facility use and sharing that respondents identified as problematic and/or challenging, and the suggestions for improvement that they made.

Suggestions for future policy development include additional funding for recreational programming and facility development, subsidies to cover operational and staff costs for community use of school facilities and school use of community facilities, as well as funding or grants for transportation of school users to community facilities. Respondents agreed that

facility development should be done in consultation with key stakeholders to allow maximization or optimal use of space. Recommendations are given for implementing and harmonizing formal (joint-use) agreements to ensure equitable access and use, as well as to address current challenges around communication and misunderstanding.

1.0 Background

In 2004, the Government of Manitoba created the Healthy Kids, Healthy Futures Task Force to consult with Manitobans on issues affecting children's health in the areas of nutrition, physical, activity, and injury prevention.

Recommendations made by the task force included increasing access to recreation facilities through the community use of schools, the innovative design of new facilities, and promoting activities that are less dependent on facilities such as walking, cycling, and skiing. Specifically, the recommendations were as follows (page 25):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.

The above three recommendations led to the creation of the Advisory Committee on Joint Use of School and Community Facilities (ACJUSC) with a mandate to consider ways of maximizing the joint use of community and school facilities and to provide advice with respect to implementing the recommendations made by the Healthy Kids, Healthy Futures Task Force. In turn, the ACJUSC recommended that (page 9):²

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.

¹ Government of Manitoba. (2005). *Healthy Kids, Healthy Futures* Task Force Report. Winnipeg, MB: Author.

² Minister of Education, Citizenship and Youth. (2008). *Advisory Committee on Joint Use of School and Community Facilities. Final Report*. Winnipeg, MB: Author.

This recommendation led to a call for proposals issued by Manitoba Education, Citizenship and Youth³ in 2009 to conduct such a survey, resulting in the research reported here.

2.0 Research Objectives

The Research & Knowledge Mobilization Directorate⁴ of the Canadian Council on Learning was awarded the contract to conduct the survey. The overall purpose of the survey was to gather information in connection with current user fees and policies related to the community use of school facilities and school use of community facilities. The survey would be administered to all school divisions and municipalities in Manitoba.

Based on consultations with a working group comprised of representatives from Education, Citizenship and Youth and Culture, Heritage and Tourism, it was decided to develop targeted survey questionnaires to the following four groups of respondents:

1. Schools and school divisions
 - a) school division superintendents
 - b) school principals
2. Municipalities
 - a) recreation directors (of municipalities that participate in recreation commissions funded through the Recreation Opportunities–Partners in Leisure Grant Program)
 - b) chief administrative officers (of municipalities that do not participate in recreation commissions funded through the Recreation Opportunities–Partners in Leisure Grant Program)

In Manitoba, a recreation commission is an authorized body established by participating municipal authorities to provide recreation leadership, programs, and services within a defined area. The Recreation Opportunities–Partners in Leisure Grant Program encourages municipal corporations and school divisions to form partnerships aimed at providing a wide range of community recreation opportunities through qualified recreational leadership.

³ Now Manitoba Education.

⁴ Now the Directions Evidence and Policy Research Group, LLP.

3.0 Methodology

3.1 Survey Development

In order to develop the survey questionnaires, a document review of school policies and facility-use agreements currently in place in Manitoba was conducted. The following joint-use agreements were submitted by Education, Citizenship and Youth for review:

1. St. Laurent and District Recreation Commission and Prairie Rose School Division Joint-Use Facility Agreement
2. Facility User Agreement between the Town of Altona and the Border Land School Division
3. Riverton-Bifrost Parks and Recreation Commission and the Evergreen School Division Joint-Use Facility Agreement

In addition to the above, two school division policies were reviewed:

4. The Winnipeg School Division: Use of School Facilities
5. Pembina Trails School Division: Community Use of the Schools

Results of the document review highlighted the main policy and procedures issues needing to be queried in the survey. These were as follows:

- Type of agreement (joint-use or two-way, one-way, formal, informal)
- Types of user groups (e.g., school/division programming, preschool/daycare groups, community support groups, etc.)
- Time availability of facilities (e.g., before school hours, after school hours, weekends, etc.)
- Types of facilities available for use (e.g., classroom, gym, pool, arena, courts, etc.)
- Application procedure
- Prioritization of space
- Rental fees and exemptions
- Use of equipment
- Booking and cancellations
- Liability and damages
- Staffing and supervision
- Maintenance and security

In addition to gathering information on current policies and procedures, the surveys also offered respondents with opportunities to provide input regarding:

- Barriers and challenges to joint-use of school and community facilities
- Suggestions for improvement

Based on the findings of the document review, two draft surveys were developed, one for principals and superintendents and another for municipalities. The draft surveys were reviewed by members of a working group comprised of representatives from Manitoba Education, Citizenship and Youth and Manitoba Culture, Heritage, and Tourism. The draft surveys were revised based on feedback from the working group and forwarded to eight individuals not familiar with the surveys for piloting. The pilot participants were asked to review the survey while keeping the following issues in mind:

1. Is the question clear and unambiguous? We need to make sure that the question cannot be misinterpreted.
2. Do the response options satisfy all (major) possible choices? We need to make sure that only a minority of respondents choose 'other.' If too many people are choosing 'other,' then we have not listed all the relevant response options.
3. Have any important questions been missed?
4. Are some questions not necessary?
5. Is there any other feedback you wish to share with us?
6. We would also invite you to have a quick look at the second survey not intended for your target group. A general impression regarding its content would also be greatly appreciated.

Further revisions were made based on feedback provided by the pilot respondents. In addition, based on discussions arising from the working group, it was decided to develop separate surveys for school principals and division superintendents. The survey questionnaire for superintendents did not contain questions about actual use of space as only principals would have access to such specific information. Also, an abridged survey questionnaire was developed specifically for school principals of the Winnipeg School Division. Because the Winnipeg School Division uses a centralized booking system, much of the requested data were identical among all the division schools. These data were manually extracted from the booking system and forwarded to the research team for analysis. Winnipeg School Division principals responded to an abridged version of the survey questionnaire which contained only those questions in the full Principal Survey in regards to school-specific issues that would not have been available in the centralized booking system. With the version of the survey questionnaire specific to recreation directors and chief administrative officers, a total of four versions of the survey were developed.

Each survey questionnaire began by explaining the purpose of the research and how the results would be used. Respondents were informed that their participation was completely voluntary and that all information collected would be kept strictly confidential. The following terminology was employed:

Two-way or joint-use formal agreement: A formal agreement between the municipality, recreation commission, or other community group organization and a school or school board stipulating joint access to facilities between school and community users.

One-way formal agreement: A signed formal agreement between the municipality, recreation commission, or other community group organization and the school or school board regarding school use of municipal/community facilities or municipal/community use of school facilities (e.g., rental agreement).

Informal agreement: A verbal agreement between the municipality, recreation commission, or other community group organization and the school or school board regarding joint use or one-way use.

Unless otherwise specified, 'facility-use agreement' was used throughout the survey to refer to any of the above agreements. The terms 'municipality,' 'recreation commission,' 'recreation committee,' and 'recreation department' were used interchangeably. For brevity, the term 'municipality' was used to refer to any of the above terms.

The finalized survey questionnaires contained both open- and closed-ended items. Upon approval of each, the survey questionnaires were translated into French. Each survey took approximately 20 minutes to complete; except for the Superintendent Survey, which took about 5 minutes. Copies of each survey can be found in Appendices A to D.

3.2 Data Collection and Procedure

Prior to the start of data collection, formal letters of invitation were sent out to all principals, superintendents, recreation directors, and chief administrative officers in Manitoba to introduce the project and solicit participation for the survey. The letters were signed by the co-chairs of the Advisory Committee on Joint Use of School and Community Facilities (ACJUSC). At the time, these were the Assistant Deputy Minister, Bureau de l'éducation française Division, Manitoba Education and the Director, Recreation and Regional Services Branch, Manitoba Culture, Heritage, and Tourism.⁵ Two separate letters were created; one for principals and superintendents and another for recreation directors and chief administrative officers and both were available in English and French. Copies of the letters are attached in Appendices E and F.

Following the formal letters of invitation, an instructional letter containing directions for accessing the survey was sent by email from the Canadian Council on Learning. This email letter, also available in English and French, provided the web address (URL) for accessing the online survey, deadline dates, and contact information for the CCL project manager should

⁵ Department names were changed during the course of the study.

there be any technical difficulties. Copies of the three email letters are given in Appendices G, H, and I.

By clicking the URL in the email, the respondent accessed the online survey system, ECHO, developed by CCL.⁶ Upon accessing the survey system, an introductory screen was displayed containing a description of the survey and definitions of 'two-way,' 'one-way,' 'formal,' and 'informal' to ensure all participants had the same understanding of the terminology being used. By clicking on the 'Next' button at the bottom of the introductory page, the respondent provided agreement to participate in the study. Respondents' identification was kept anonymous, although they were asked for the name of their school, division, municipality, or recreation commission and their position. This information was gathered for analysis purposes only.

3.3 Participant Recruitment

Email addresses of division superintendents were provided to CCL by Education, Citizenship and Youth and those of recreation directors and chief administrative officers were provided by Culture, Heritage, and Tourism. Division superintendents were asked to forward the email containing the survey URL for school principals on CCL's behalf. Only school principals of public schools were invited to respond.⁷

Email reminders were sent two weeks after the initial email letter. Although it was originally intended for data collection to last two weeks, it was decided to extend the deadlines to increase sample sizes. In all, the four surveys were open and available online between November 2009 and February 2010.

3.4 Data Analysis

The online responses were exported to Excel for quantitative (closed-ended questions) and qualitative (open-ended questions) analyses.

3.4.1 Quantitative Analyses

After exporting the data to statistical software, the data were cleaned before conducting analyses. Quantitative data were subjected to standard descriptive analyses. Where possible, data have been aggregated by region to facilitate interpretation. In the body of the report, we

⁶ <http://echo.ccl-cca.ca>.

⁷ The survey did not target principals of independent or First Nations schools.

provide proportions to describe overall patterns that emerged and, where possible, findings are aggregated by region or school division.

3.4.2 Qualitative Analyses

Qualitative coding and analysis was conducted for open-ended questions and a description is given at the beginning of this section later in the report.

3.5 Limitations

As with all surveys of this nature, limitations exist. Although all superintendents, principals, and recreation commissions and municipalities were invited to participate, participation was voluntary and findings, therefore, are not representative of all superintendents, principals, and recreation commissions and municipalities in Manitoba. For this reason we provide response rates and the proportion of each region or school division represented by the data.

In addition, the data supplied by the Winnipeg School Division was extracted from a centralized booking system. Because of this, one respondent replied on behalf of 79 schools. Whether differences exist between schools cannot be known. Similarly, one respondent completed the survey on behalf of all principals in the Louis Riel School Division. In this case, the respondent forwarded a model response set to all principals in the division, who were each responsible for completing the online survey independently. Again, whether differences exist between schools cannot be known.

4.0 Findings of Closed-Ended Questions

We present the findings of the closed-ended questions first, followed by the findings of the open-ended questions. Findings of the closed-ended questions are presented by respondent group (principals, superintendents, municipalities and recreation commissions). Findings of the open-ended questions are aggregated across respondent groups to facilitate interpretation of commonalities and differences among groups.

In the sections that follow, we describe overall patterns and present the findings separately for superintendents, principals, and recreation commissions and municipalities. Findings for recreation commissions and municipalities have been combined because these two groups responded to the same survey.

4.1 Response Rates

Across the four respondent groups, a response rate of 47.8% was reached. Table 1 below shows a breakdown by respondent group. The largest response rates were obtained from superintendents and representatives of recreation commissions. The sample size of 404 represents a margin of error (or 'confidence interval') of $\pm 4.8\%$ at a 95% confidence level. In other words, if a sample of the same size was selected from the same population indefinitely, in 95 out of 100 times the same findings would result, within $\pm 4.8\%$. This is well within the acceptable range for this type of survey research.

Table 1. Response rates by respondent group

Target Group	Number Invited to Participate	Number who Responded to Survey	Response Rate
Division Superintendents	38	24	63.2%
School Principals	691	315	45.6%
Recreation Commissions ^a	52	34	65.4%
Municipalities ^b	65	31	47.7%
Total	846	404	47.8%

^a Municipalities that participate in recreation commissions funded through the Recreation Opportunities–Partners in Leisure Grant Program.

^b Municipalities that do not participate in recreation commissions funded through the Recreation Opportunities–Partners in Leisure Grant Program.

4.2 Superintendent Survey Findings

In total, 24 school division superintendents responded to the survey, representing 63.2% of all superintendents who were invited to participate. Table 2 below shows the school divisions/districts responding, distribution by region, and the proportion of divisions/districts represented in the region. Representation is over 50% for all regions except Central.

Table 2. School divisions/districts responding to the survey and proportion of region represented

Region	School Division/District Name	Proportion of Region Represented
Central	Portage la Prairie School Division	42.9%
	Prairie Spirit School Division	
	Western School Division	
Northern/Remote	Flin Flon School Division	60.0%
	Frontier School Division	
	Kelsey School Division	
Parkland/Westman	Brandon School Division	54.5%
	Fort La Bosse School Division	
	Mountain View School Division	
	Southwest Horizon School Division	
	Turtle Mountain School Division	
Southeast/Interlake	Turtle River School Division	63.6%
	Border Land School Division	
	Evergreen School Division	
	Interlake School Division	
	Lakeshore School Division	
	Lord Selkirk School Division	
	The Red River Valley School Division	
Whiteshell School Division		
Winnipeg	Louis Riel School Division	62.5%
	River East Transcona School Division	
	St. James-Assiniboia School Division	
	Winnipeg School Division	
	Winnipeg Technical College ^a	

^a Winnipeg Technical College, a regional vocational school for secondary and post-secondary students, is overseen by a governing board of directors comprised of representatives from the Province of Manitoba and the Pembina Trails School Division.

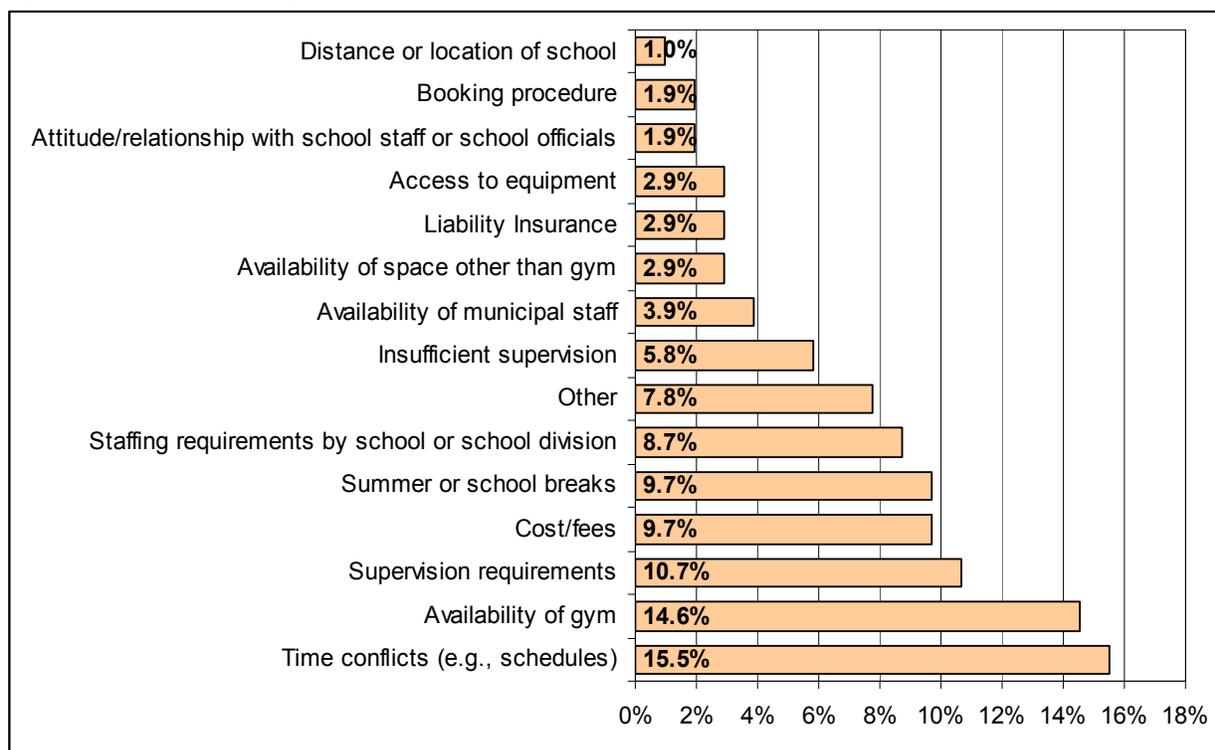
All 24 school division/district respondents indicated that formal guidelines are in place for community use of school facilities and all but one division/district (Fort La Bosse School Division) have policies in place related to community use of schools. However, only 14 (58.3%) of the 24 divisions indicated that they held one or more joint-use agreements with the local municipality or recreation commission.

4.2.1 Barriers and Challenges with Joint-Use of Facilities

Superintendents were asked to list the top five barriers in regards to community use of school facilities. A count of each barrier was obtained and a proportion calculated based on the number of mentions of each barrier (regardless of rank position) out of the total number of all

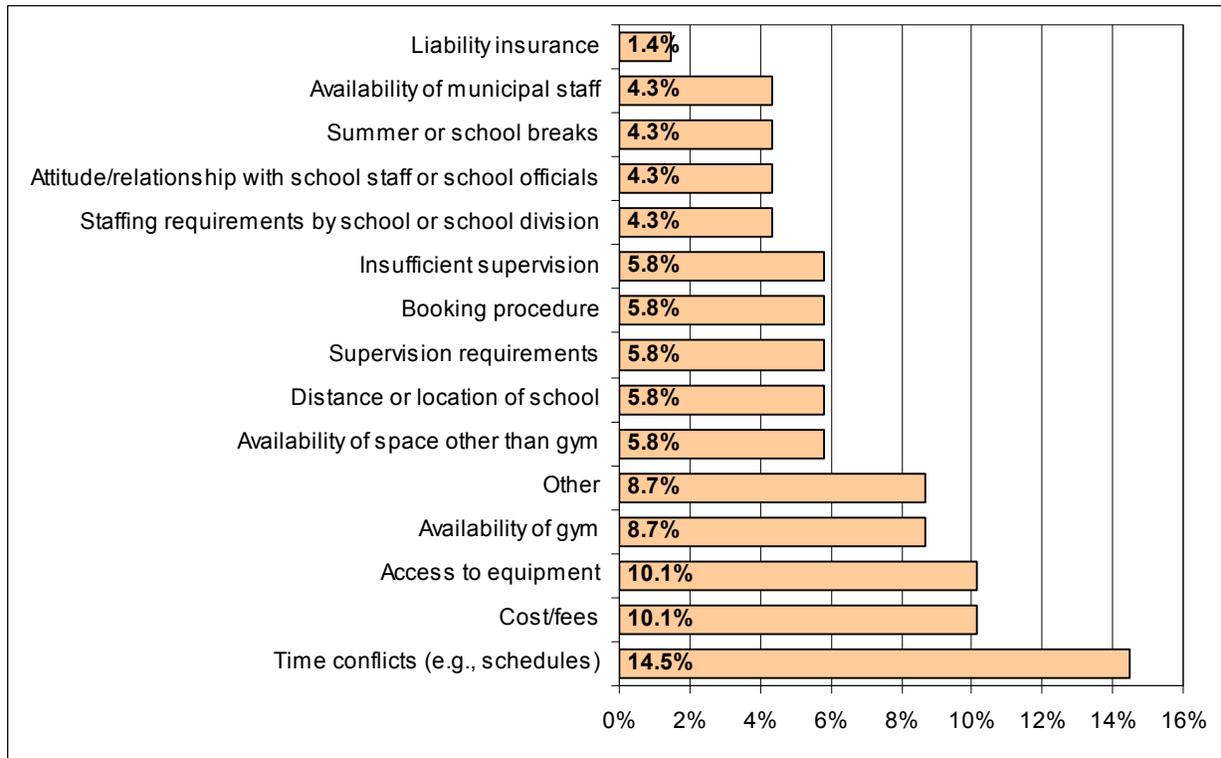
barriers mentioned (see Figure 1 below). Overall, time conflicts were mentioned most often at 15.5% of the time, followed by availability of gym (14.6%), supervision requirements (10.7%), cost or fees (9.7%), and summer or school breaks (9.7%). Least mentioned were distance or location of school (1%), booking procedure (1.9%), and attitude or relationship with school staff or school officials (1.9%).

Figure 1. Barriers in regards to community use of school facilities



When asked to list the top five barriers in regards to school use of community facilities, superintendents listed time conflicts (14.5%), cost or fees (10.1%), access to equipment (10.1%), availability of gym (8.7%), and other (8.7%) most often (see Figure 2 below). Least frequently mentioned were liability insurance (1.4%) and availability of municipal staff, summer or school breaks, attitude or relationship with school staff or school officials, and staffing requirements by school or school division (all at 4.3% each).

Figure 2. Barriers in regards to school use of community facilities



Whether barriers were perceived in regards to the community’s use of school facilities or the school’s use of community facilities, time conflicts were the most frequently cited barrier. Other barriers common to both are availability of gym and facility cost or fees for use.

4.3 Principal Survey Findings

Of the 691 school principals to whom an invitation to participate in the survey was sent, 351 completed the survey, representing 45.6% of school principals in Manitoba. Table 3 below shows the proportion of schools represented in each division/district. Only three divisions (Brandon School Division, Frontier School Division, and Lord Selkirk School Division) did not complete a survey and are, thus, not represented in the findings of the Principal Survey. Two principals who completed the survey did provide the name of their school; however, their responses have been included in all findings reported.

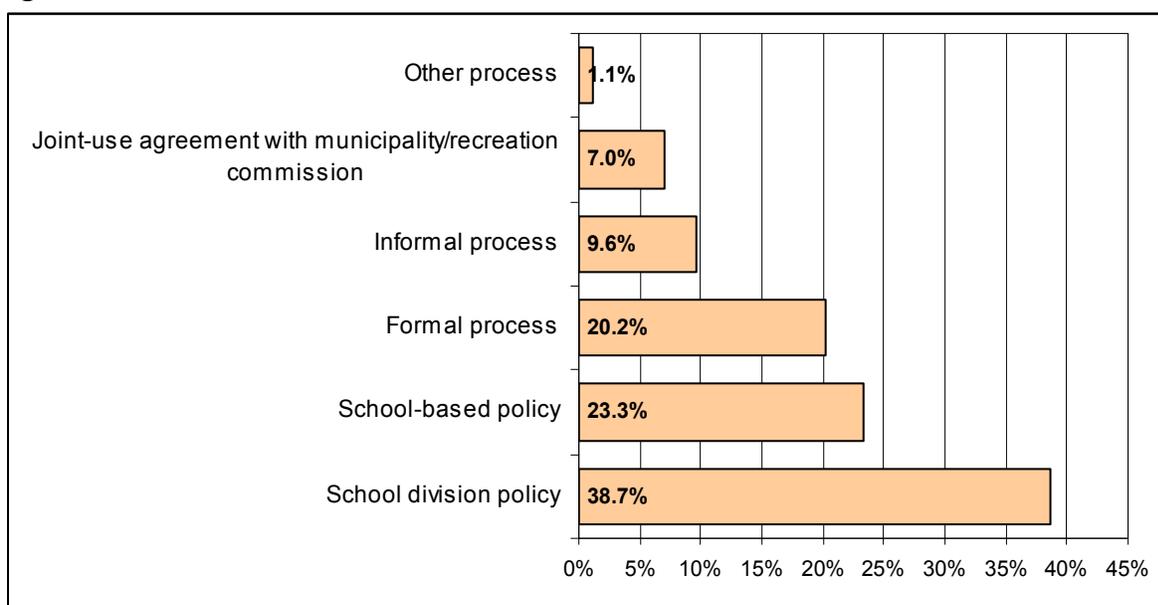
Table 3. Proportion of schools represented by division/district

Division/District Name	Proportion of Schools Represented
Beautiful Plains School Division	35.7%
Border Land School Division	35.7%
Division Scolaire Franco-Manitobaine	66.7%
Evergreen School Division	12.5%
Flin Flon School Division	50.0%
Fort La Bosse School Division	36.4%
Garden Valley School Division	27.3%
Hanover School Division	52.9%
Interlake School Division	19.0%
Kelsey School Division	60.0%
Lakeshore School Division	90.0%
Louis Riel School Division	82.1%
Mountain View School Division	43.8%
Mystery Lake School District	28.6%
Park West School Division	35.7%
Pembina Trails School Division	33.3%
Pine Creek School Division	7.7%
Portage La Prairie School Division	77.8%
Prairie Rose School Division	19.2%
Prairie Spirit School Division	75.0%
Red River Valley School Division	20.0%
River East Transcona School Division	54.8%
Rolling River School Division	31.3%
Seine River School Division	46.7%
Seven Oaks School Division	19.0%
Southwest Horizon School Division	58.3%
St. James-Assiniboia School Division	59.3%
Sunrise School Division	5.0%
Swan Valley School Division	33.3%
Turtle Mountain School Division	28.6%
Turtle River School Division	14.3%
Western School Division	25.0%
Whiteshell School District	100.0%
Winnipeg School Division	96.3%
Total Proportion of Schools Represented	45.6%

4.3.1 Community Use of School Facilities

A large majority (87%) of principals reported that school space is allocated for community use. Most cited a school division policy as the means for allocation of facilities (38.7%), followed by school-based policy (23.3%). See Figure 3 below. Only 7% of principals indicated that their school held a joint-use agreement with a municipality or recreation commission (representing 43 schools).

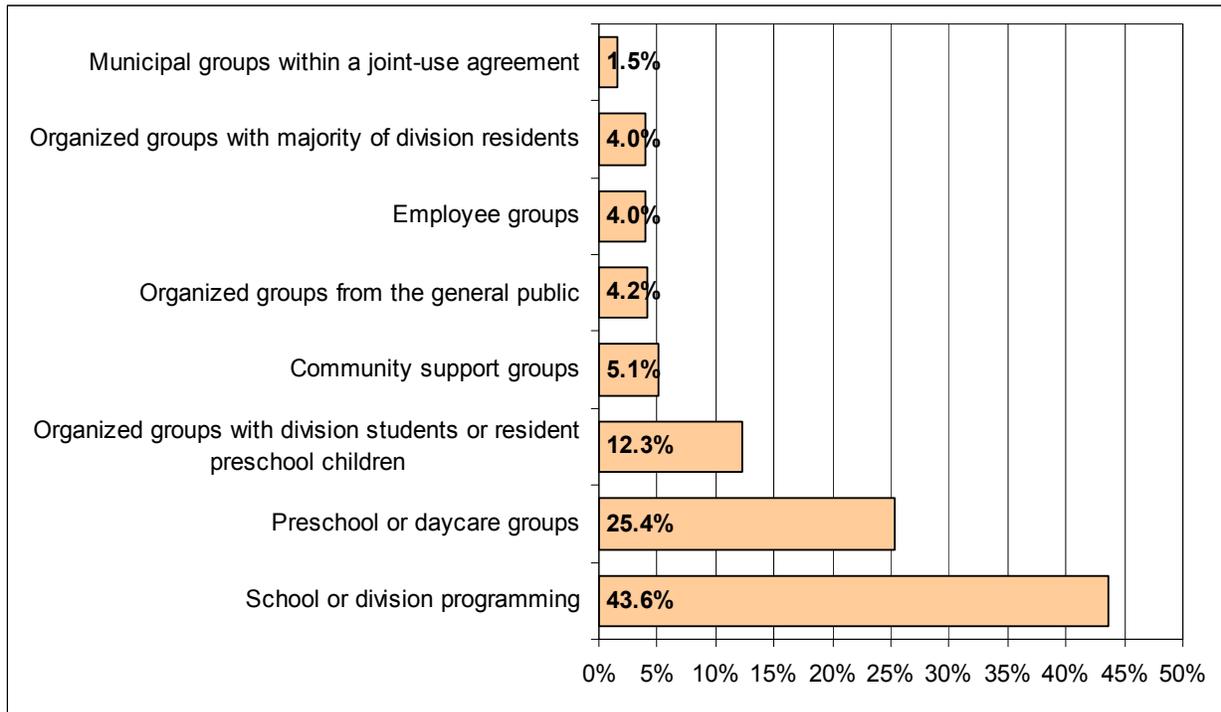
Figure 3. Means for allocation of school facilities



Note: Respondents were asked to select all that applied.

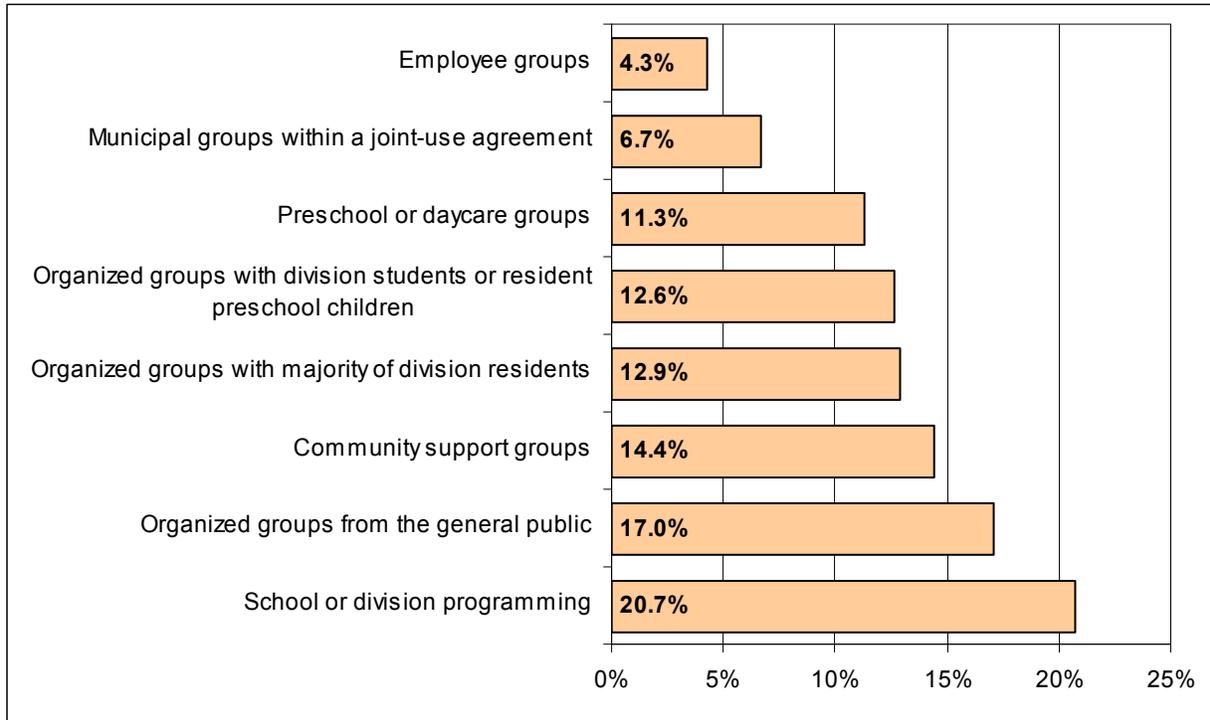
School facilities are generally reserved for school or division programming (43.6%), preschool or daycare groups (25.4%), and organized groups with division students or resident preschool children (12.3%) during regular school hours (defined as 8:30am to 4:00pm). Outside of regular school hours, which includes weekends and holidays, schools facilities continue to be allocated primarily to school or division programming (20.7%); however, other community groups are given space as well, such as organized groups from the general public (17%), community support groups, e.g., Girls and Boys Clubs (14.4%), and organized groups with a majority of division residents (12.9%). See Figures 4 and 5 below. A large proportion (78.4%) of principals indicated that community users were required to complete a formal application process for the use of school facilities.

Figure 4. Allocation of school facilities during regular school hours



Note: Respondents were asked to select all that applied. Regular school hours are defined as 8:30am to 4:00pm.

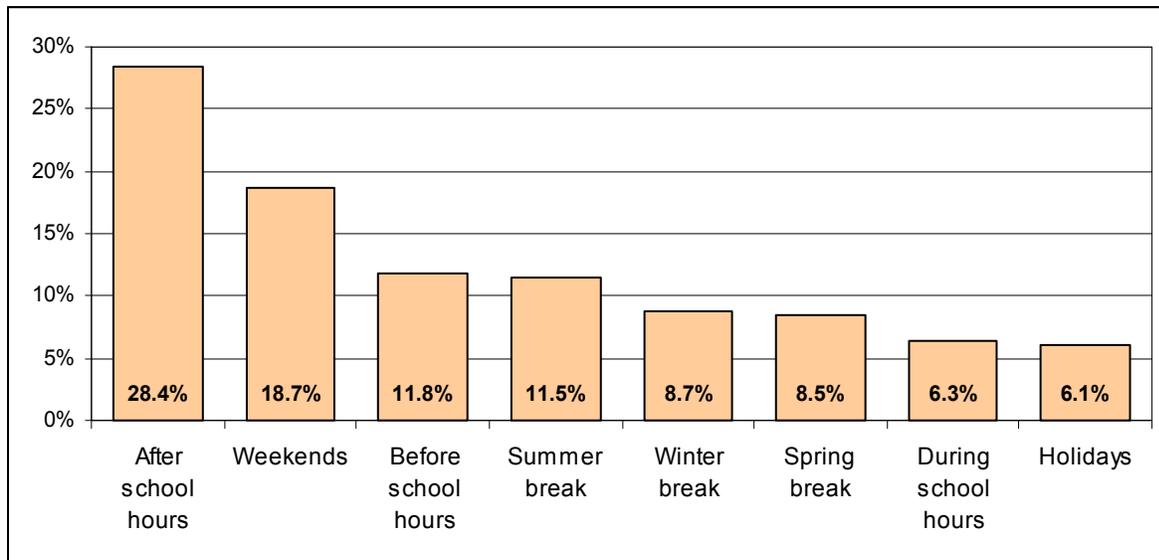
Figure 5. Allocation of school facilities outside of regular school hours



Note: Respondents were asked to select all that applied. Regular school hours are defined as 8:30am to 4:00pm.

School facilities are generally available for community use after school hours (28.4%) or on weekends (18.7%). A small proportion (6.3%) of schools has facilities available during school hours (see Figure 6).

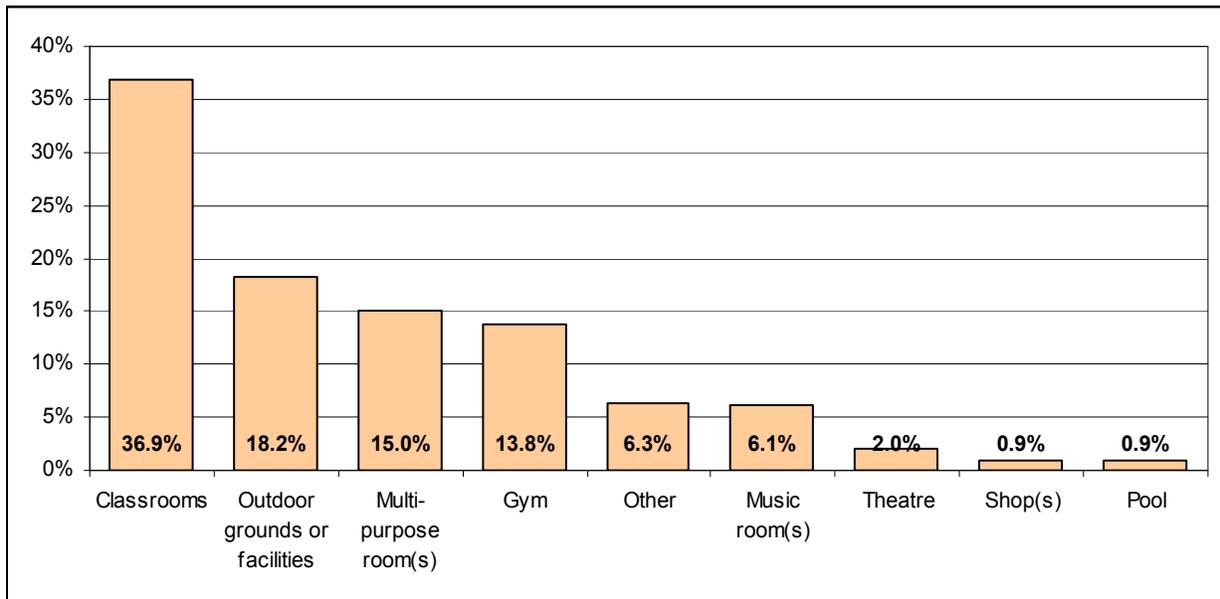
Figure 6. Availability of school facilities for community use



Note: Respondents were asked to select all that applied. Regular school hours are defined as 8:30am to 4:00pm.

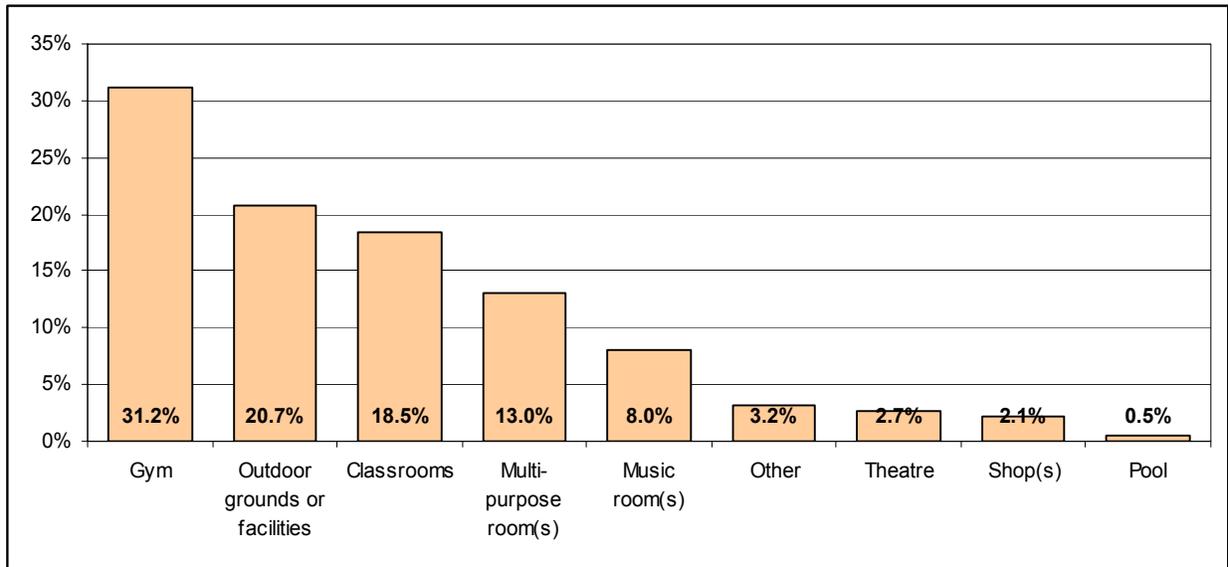
During regular class hours (8:30am to 4:00pm), principals indicated that classrooms (36.9%), outdoor grounds or facilities (18.2%), multi-purpose rooms (15%), and the gym (13.8%) are available for community use. By contrast, outside of regular class hours (e.g., early mornings, evenings, and weekends, including Friday evenings), the gym is the most frequently cited facility available for community use (31.2%), followed by outdoor grounds or facilities (20.7%) and classrooms (18.5%). See Figures 7 and 8 below.

Figure 7. Types of school facilities available during regular class hours



Note: Respondents were asked to select all that applied. Regular class hours are defined as 8:30am to 4:00pm.

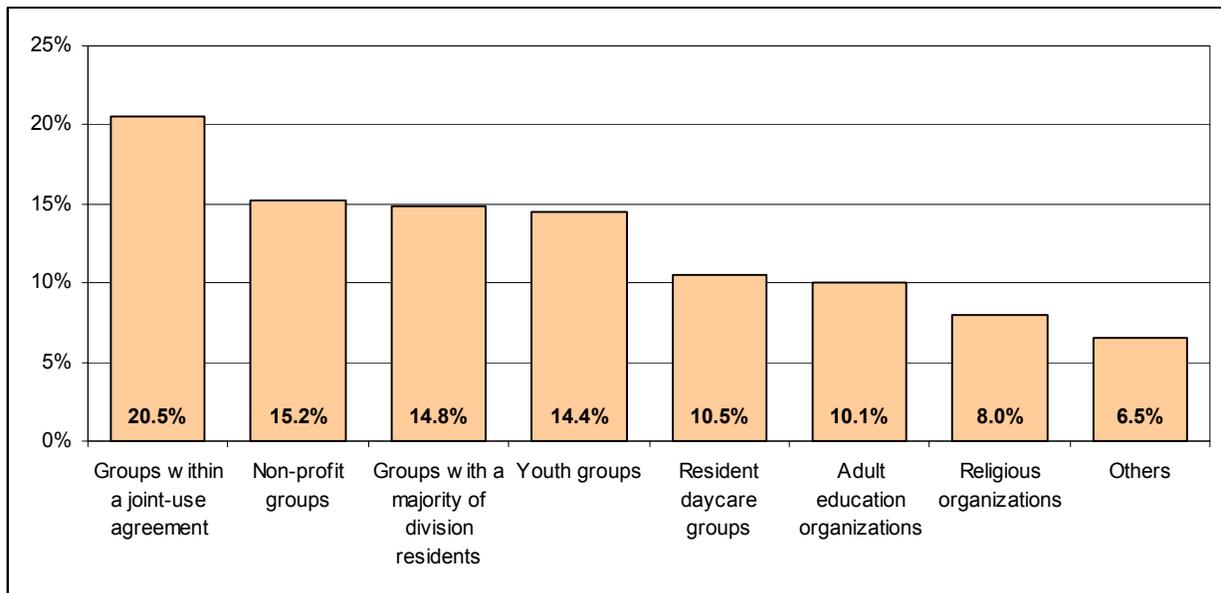
Figure 8. Types of school facilities available outside of regular class hours



Note: Respondents were asked to select all that applied. Regular class hours are defined as 8:30am to 4:00pm. Outside regular class hours is defined as early mornings, evenings, and weekends, including Friday evenings.

Almost half (49.2%) of school principals reported that community users are not required to pay rental fees for the use of school facilities; however, 15% of principals did not provide a response to this question. Community groups exempt from paying rental fees include groups such as groups within a joint-use agreement (20.5%), non-profit groups (15.2%), groups with a majority of division residents (14.8%), and youth groups (14.4%). See Figure 9 below.

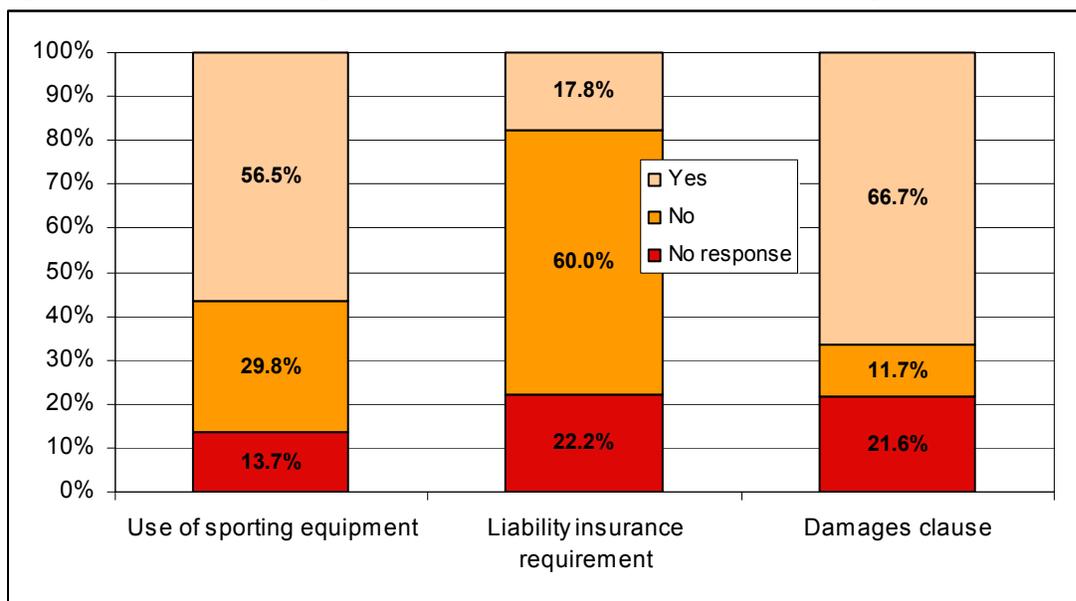
Figure 9. Community groups exempt from paying rental fees for the use of school facilities



Note: Respondents were asked to select all that applied.

The surveys were designed to collect data regarding specific issues that may be of concern in the community's use of school facilities. School principals were asked whether community users were normally allowed the use of school-owned sporting equipment, whether community users were required to purchase liability insurance, and whether community-use agreements covered damages to school equipment or facilities caused by community users. Figure 10 below shows the distribution of responses to these questions.

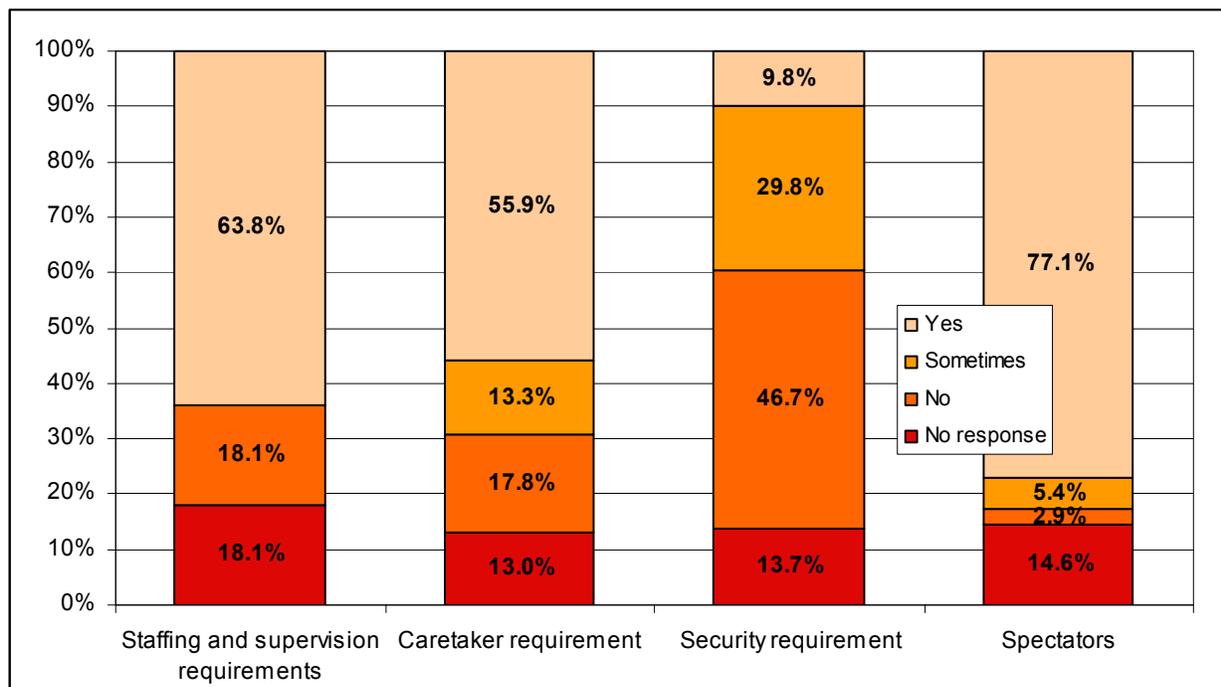
Figure 10. Use of sporting equipment, liability insurance, and damages



When asked who was responsible for damages caused to school property, 47.9% of principals indicated that the community group that the individual belongs to was responsible, 4.8% responded that the individual who caused the damage was responsible, and 1% indicated that the school was responsible.

Principals were also asked whether community-use agreements specified staffing and supervision for community use of school facilities, whether a caretaker or security personnel were required on the premises during community use of school facilities, and whether spectators were permitted at community events held on school property. Figure 11 below shows the distribution of responses to these questions.

Figure 11. Staffing and supervision, caretaker, security, and spectators



When asked who was responsible for supervision, staffing, and related responsibilities, most frequently cited was the community user or group (68.3%), followed by both the community user or group and the school (16.5%).

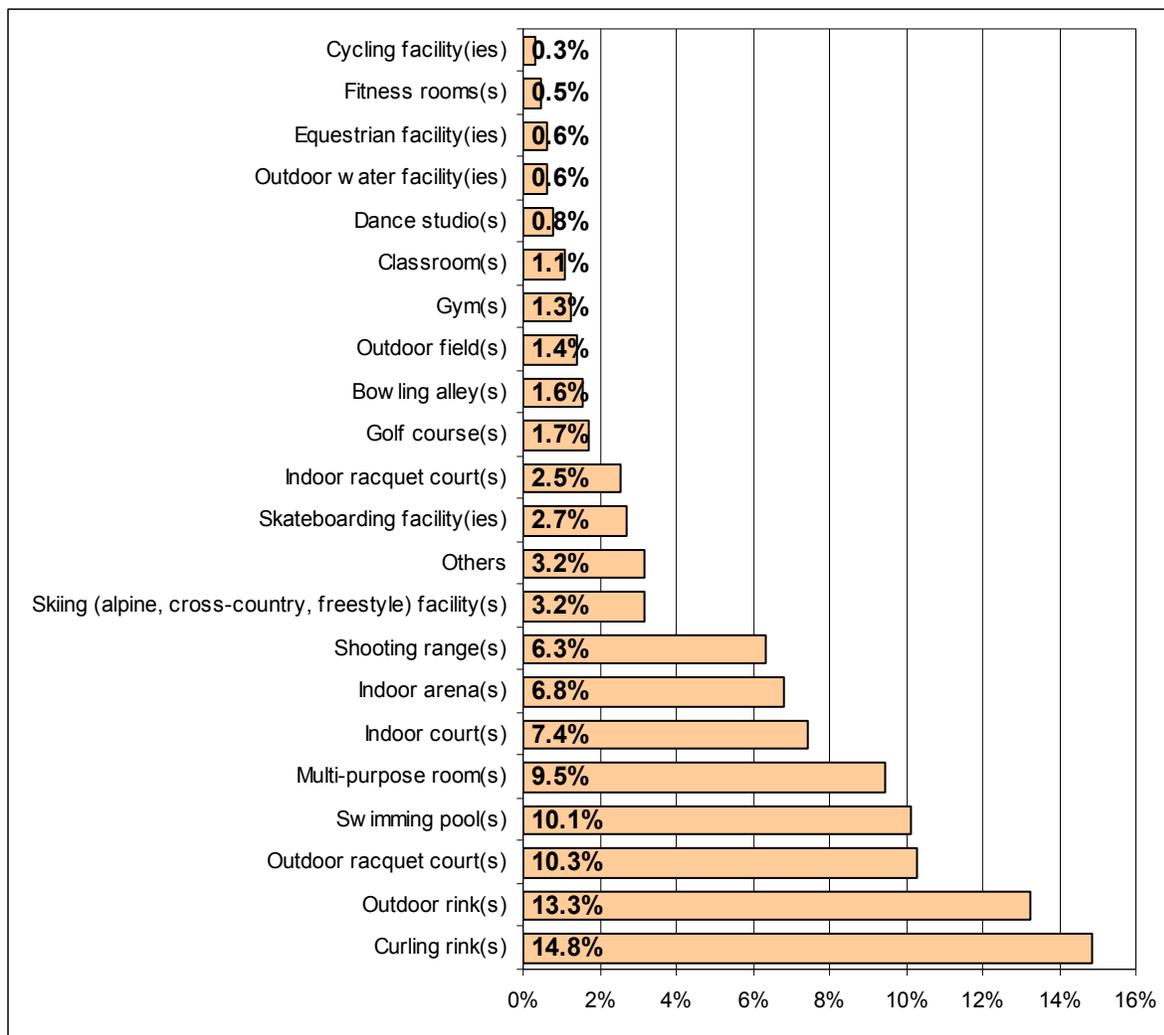
4.3.2 School Use of Community Facilities

Almost half of all school principals (46.3%) responded that the school required the use of municipal or community facilities (11.4% did not give an answer to this question). Most frequently cited are curling rinks (14.8%), outdoor rinks (13.3%), outdoor racquet courts (10.3%), swimming pools (10.1%), and multi-purpose rooms (9.5%). See Figure 12 below.

Only 29.8% of principals responded that their school was charged rental fees for the use of municipal or community facilities; however the majority (52.1%) of principals did not provide an

answer to this question. Most frequently cited facilities being charged rental fees are indoor arenas (17.5%), swimming pools (15.4%), curling rinks (13.6%), golf courses (11.8%), and bowling alleys (11.5%).

Figure 12. Municipal and community facilities required by schools



Note: Respondents were asked to select all that applied.

4.3.3 Barriers and Challenges with Joint-Use of Facilities

Principals were asked to list the top five barriers in regards to community use of school facilities. A count of each barrier was obtained and a proportion calculated based on the number of mentions of each barrier (regardless of rank position) out of the total number of all barriers mentioned. Availability of the gym was the most cited barrier (16.6%), followed by time

conflicts (16.3%), access to equipment (8.7%), availability of space other than gym (8.6%), and summer or school breaks (8.3%).

When asked about barriers in regards to school use of community facilities, the most frequently cited response was the cost or fees (16.5%), followed by distance or location of school (15.5%), time conflicts (13%), supervision requirements (9.4%), and availability of space other than gym (6.6%). See Figures 13 and 14 below.

Figure 13. Barriers in regards to community use of school facilities

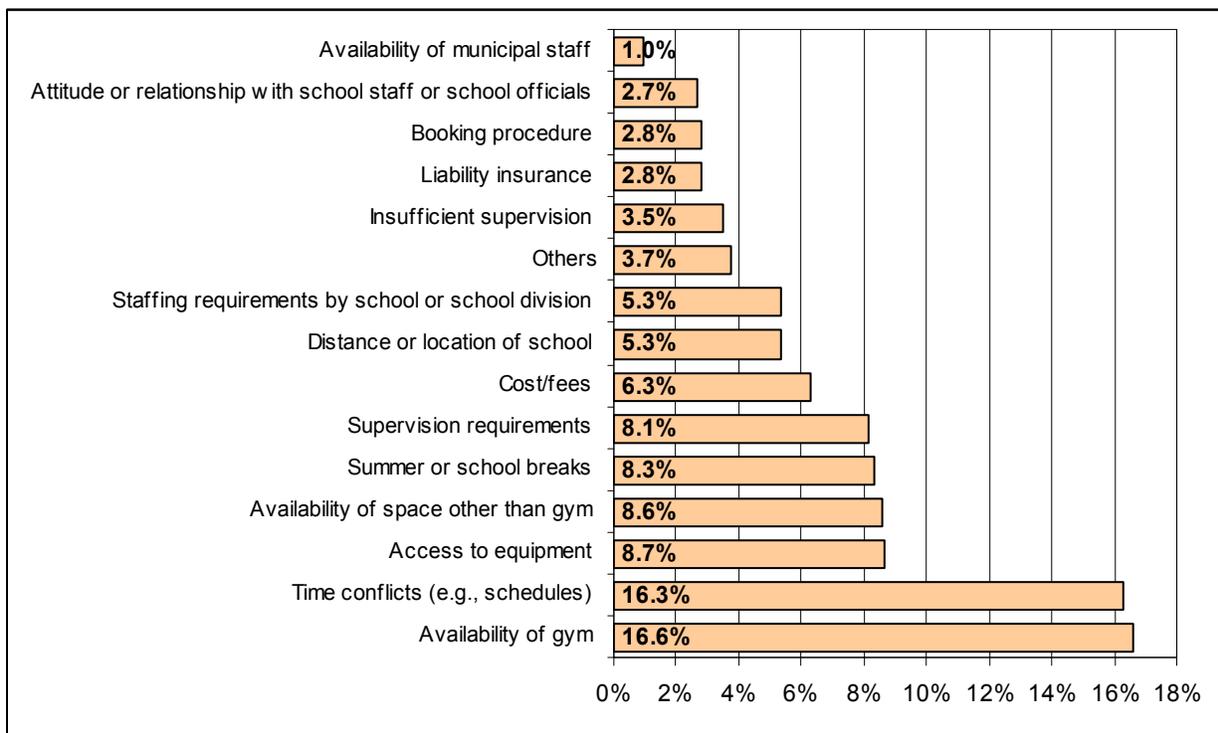
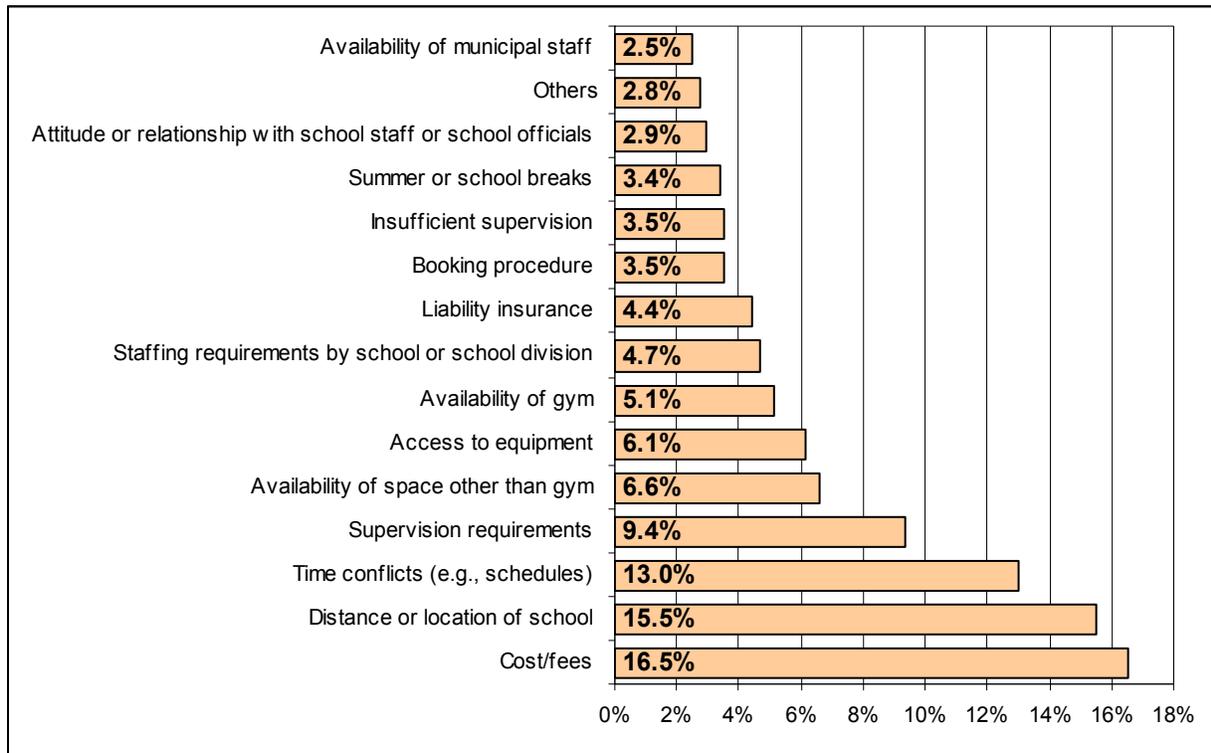


Figure 14. Barriers in regards to school use of community facilities

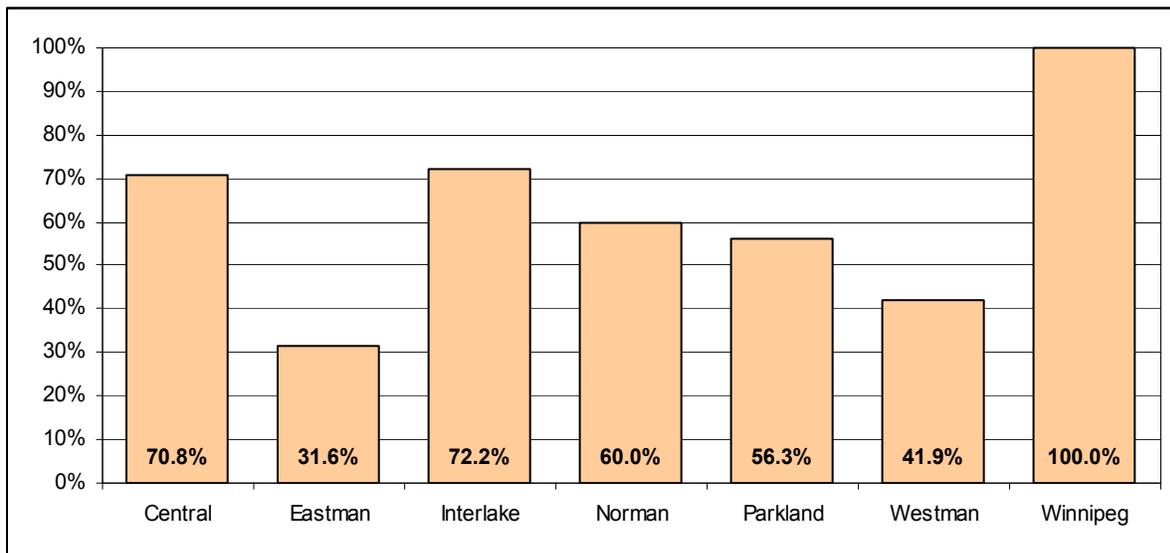


4.4 Municipality Survey Findings

A total of 65 municipalities and recreation commissions completed the survey, representing 55.6% of all municipalities and recreation commissions in Manitoba who were invited to participate. Of the 65 respondents, 34 are recreation commissions (52.3%) that are funded through the Recreation Opportunities–Partners in Leisure Grant Program and 31 are municipalities (47.7%) that do not participate in the Recreation Opportunities–Partners in Leisure Grant Program.

Figure 15 shows the proportion of each region represented. The Central and Interlake regions received over 70% representation. Eastman and Westman received the least representation at 31.6% and 41.9%, respectively. The Winnipeg region, although it shows 100% representation, is comprised of only one municipality and there are no recreation commissions.

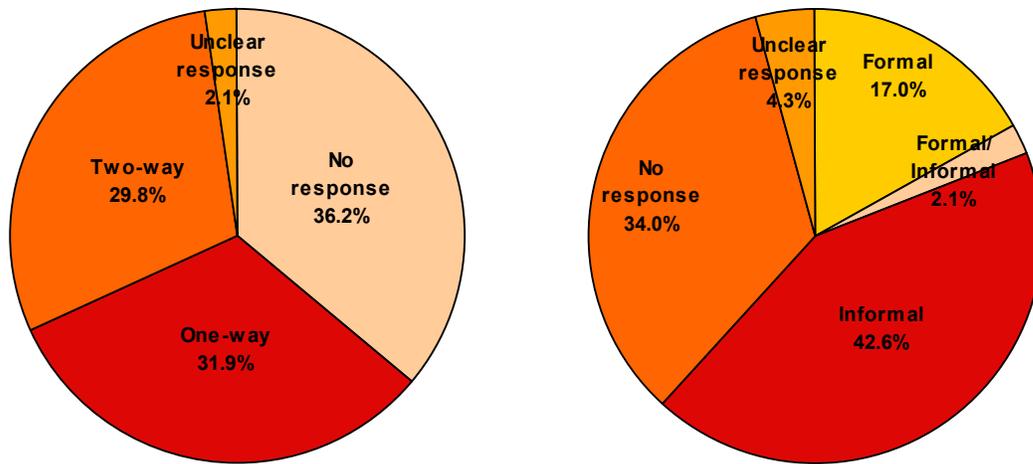
Figure 15. Distribution of municipalities and recreation commissions by region and proportion of region represented



Note: There is only one municipality in Winnipeg and no recreation commission.

A large proportion (72.3%) of respondents indicated that their municipality or recreation commission held one or more joint-use agreements with the local school or school division. Of those reporting having a joint-use agreement in place, 61.8% are recreation commissions and 31.9% are municipalities. Most agreements are one-way (31.9%) and informal (42.6%). Figure 16 below displays these distributions. It is to be noted that a considerable proportion of respondents did not provide an answer to this question (see 'unclear response' and 'no response').

Figure 16. Distribution of types of agreements



Also of note is that data provided by respondents of recreation commissions do not correspond with data provided by the department of Healthy Living, Youth and Seniors. For example, according to the department of Health Living, Youth and Seniors, 20 recreation commissions are known to have a joint-use agreement in place with a partnering school division. Of the 20 recreation commissions known to have a joint-use agreement in place, only 14 participated in the survey. Of these 14 respondents, 7 (50%) reported that they held a two-way joint-use agreement with the participating school division, 3 reported that the agreement was one-way, and 4 did not respond to the question. Table 4 below presents the findings supplied by survey respondents in relation to data supplied by the department of Healthy Living, Youth and Seniors.

Table 4. Joint-use agreements in place versus reported by survey respondents

HLYS Understanding of Status of Joint-Use Agreement ^a	Survey Response Regarding One/Two-Way Joint-Use Agreement ^b	Number of Respondents
In process	No response	2
	No survey	2
No	No response	4
	No survey	12
	One-way	8
	Two-way	1
Yes	No response	4
	No survey	6
	One-way	3
	Two-way	7
Total		49

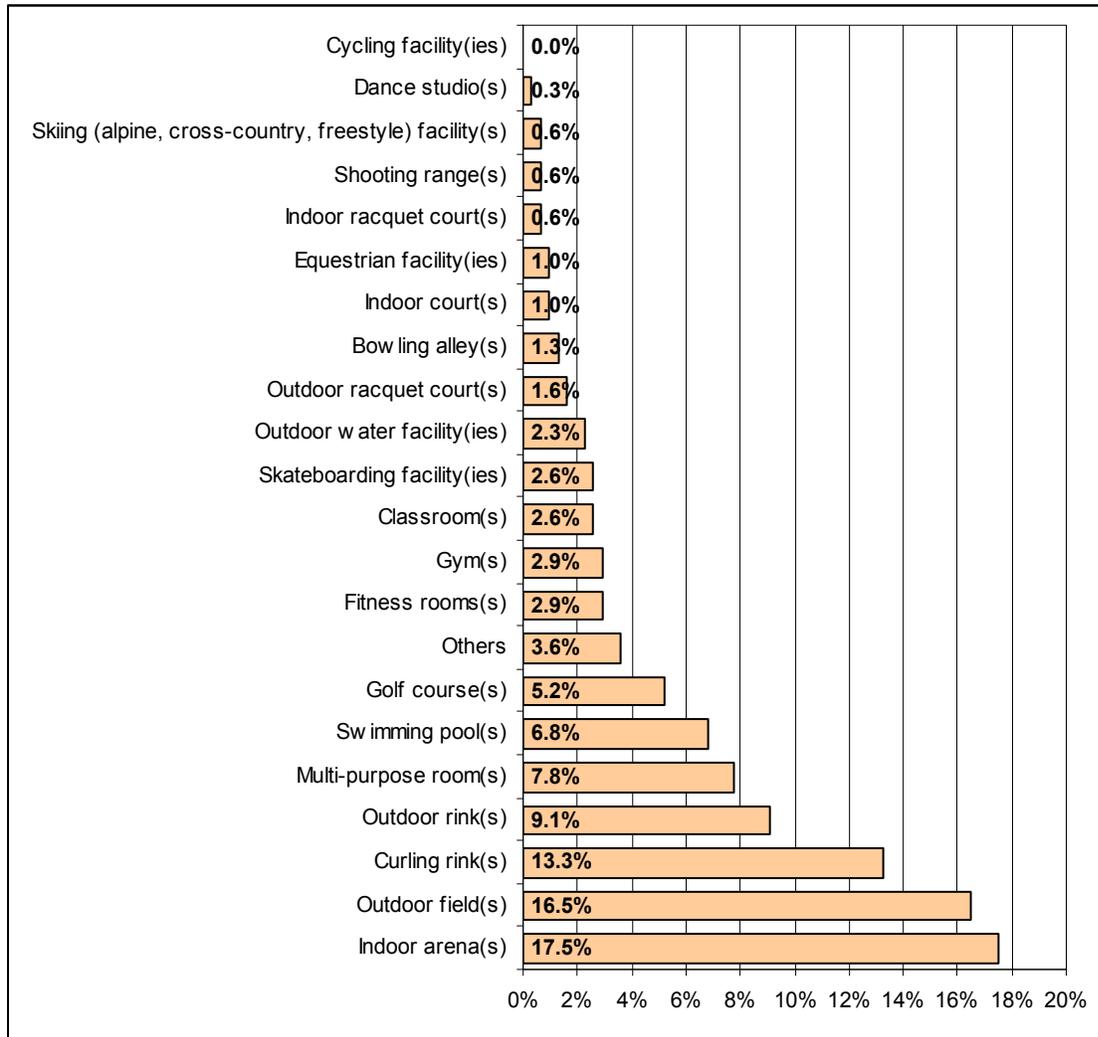
^a Data supplied by authorities of Manitoba Healthy Living, Youth and Seniors (HLYS), Recreational and Regional Services Branch.

^b Data supplied by respondents to the survey.

Almost half (48.9%) of respondents indicated that facility-use agreements did not include an application process for school users of municipal or community facilities, 31.9% reported that an application process was included, and 19.1% responded that an application process was both included and not included.

Respondents were asked which municipal or community facilities are available for school use. Most frequently cited was indoor arenas (17.5%), followed by outdoor fields (16.5%), curling rinks (13.3%), outdoor rinks (9.1%), and multi-purpose rooms (7.8%). See Figure 17 below.

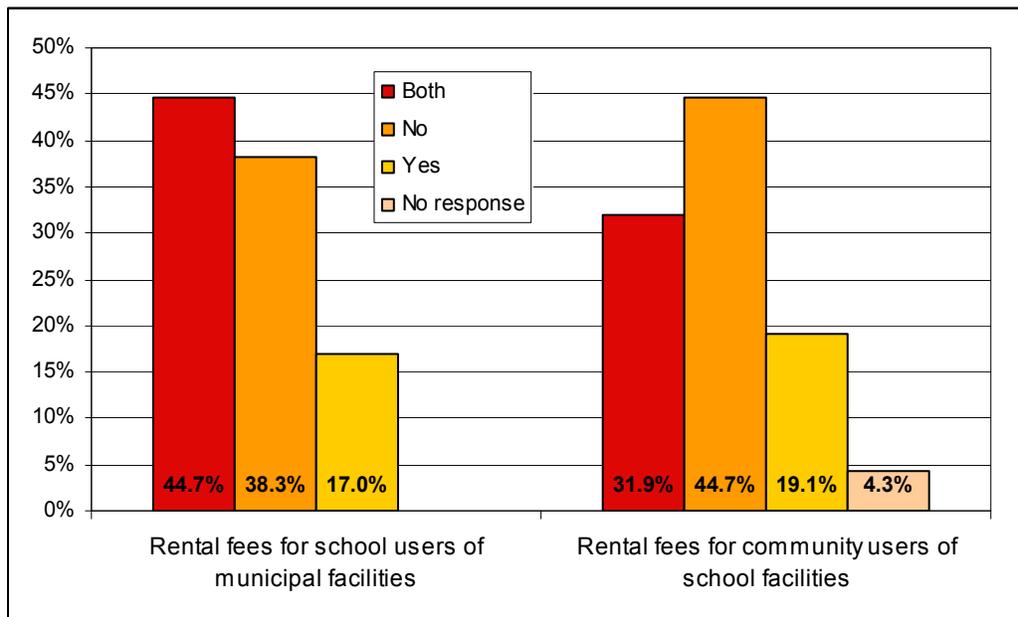
Figure 17. Municipal and community facilities available for school use



Note: Respondents were asked to select all that applied.

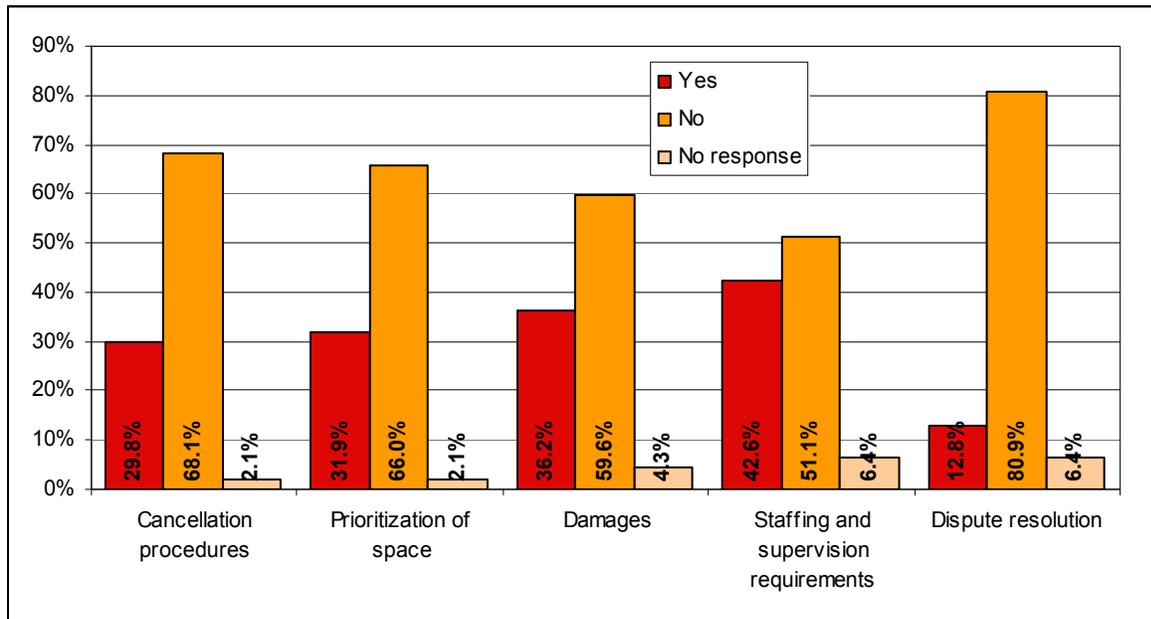
A small proportion of respondents indicated that facility-use agreements stated that school users were required to pay rental fees for the use of municipal or community facilities (17%) and 38.3% indicated that rental fees were not required. See Figure 18 below. Respondents were provided with the opportunity to select 'Both yes and no' to this question in the event that fees may be exempt in certain circumstances, and almost half (44.7%) responded that facility-use agreements both required and did not require school users to pay rental fees. By contrast, facility-use agreements did not require community users of school facilities to pay rental fees in 44.7% of the cases, 19.1% did require payment of rental fees, and 31.9% both did and did not require payment of rental fees, depending on the circumstance.

Figure 18. Rental fees for school users of municipal facilities and community users of school facilities



Respondents were asked questions in regards to specific provisions that may be included in facility-use agreements with schools or school divisions, such as cancellation procedures, guidelines for prioritization of space, responsibility for damages, staffing and supervision requirements, and procedures for dispute resolution. For the most part, respondents replied that these specific provisions were not included in their facility-use agreements. See Figure 19 below for a distribution of responses by provision. The exception seems to be in regards to staffing and supervision requirements, where 42.6% of respondents indicated that their facility-use agreement with the school or school board contained such a provision. When asked who is responsible for staffing and supervision, 53.8% of respondents reported that it was the school's responsibility and 25.6% reported that it was the municipality's responsibility.

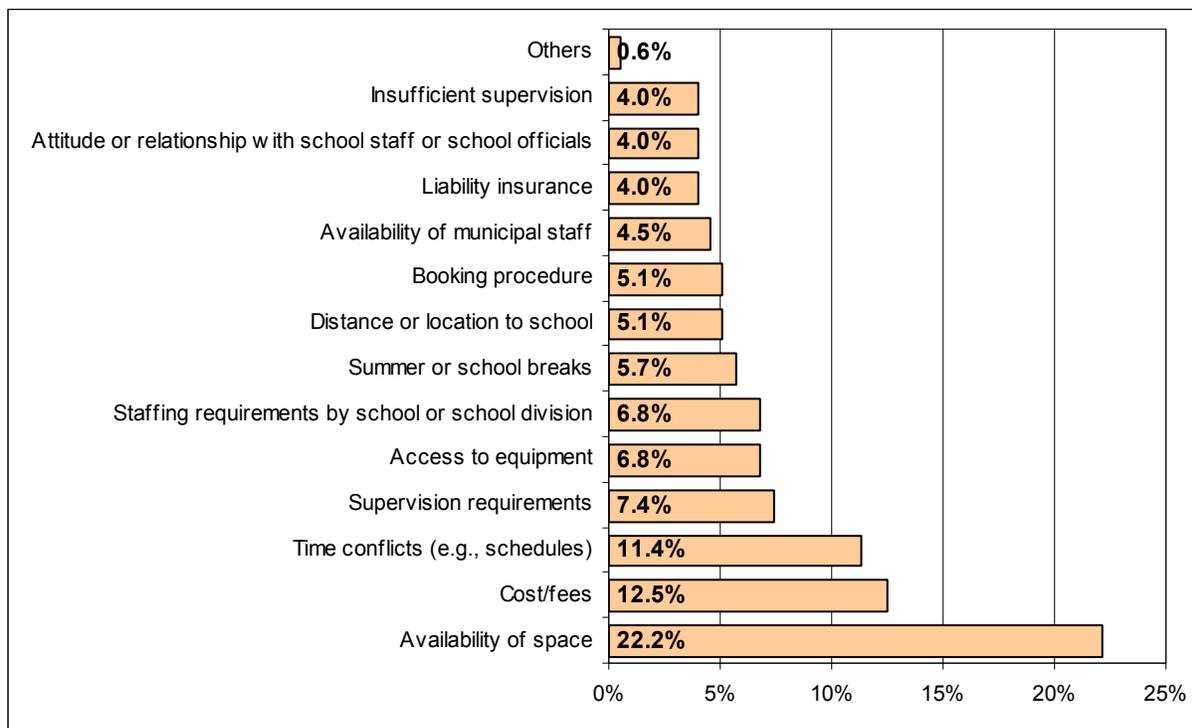
Figure 19. Provisions contained in facility-use agreements



4.4.1 Barriers and Challenges with Joint-Use of Facilities

Respondents were asked to list the main challenges faced by municipalities and recreation commissions in regards to the school use of municipal or community facilities. A count of each challenge was obtained and a proportion calculated based on the number of mentions of each challenge out of the total number of all challenges mentioned. Most frequently reported barrier encountered in regards to school use of community facilities was availability of space (22.2%), followed by cost or fees (12.5%), time conflicts (11.4%), and supervision requirements (7.4%). See Figure 20 below.

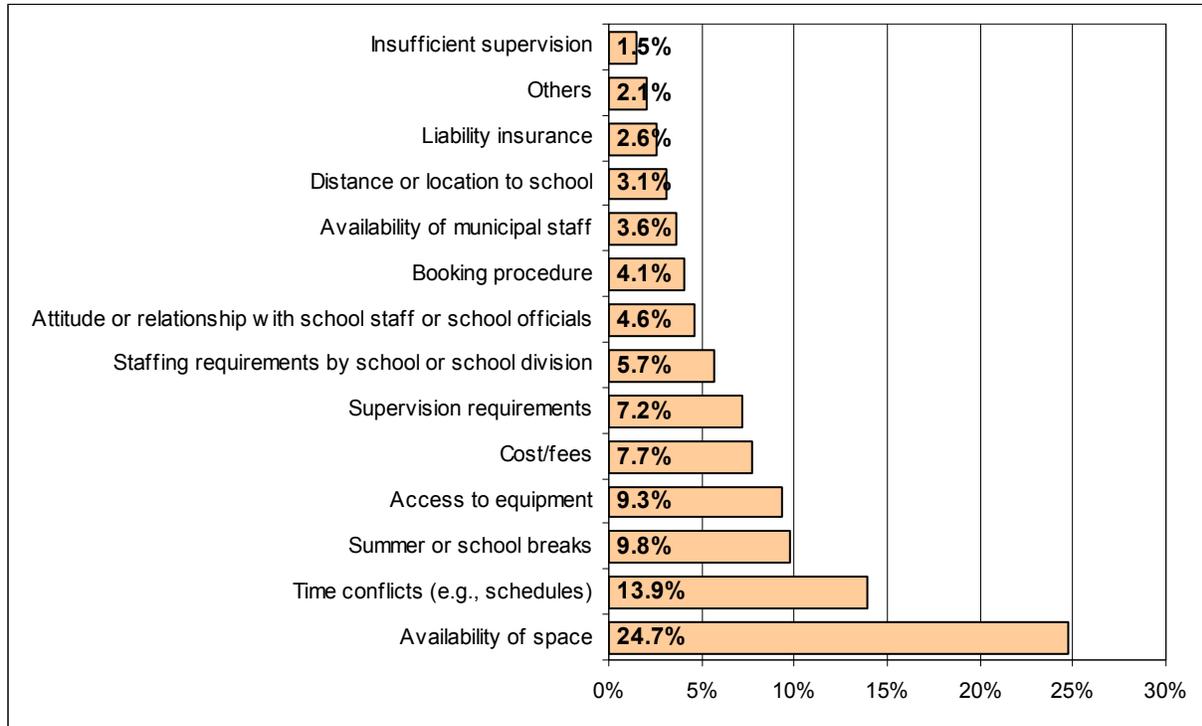
Figure 20. Barriers in regards to school use of community facilities



Note: Respondents were asked to select all that applied.

When asked about challenges and barriers in regards to community use of school facilities, respondents reported availability of space as the most frequent barrier (24.7%), followed by time conflicts (13.9%), summer or school breaks (9.8%), and access to equipment (9.3%). See Figure 21 below.

Figure 21. Barriers in regards to community use of school facilities



Note: Respondents were asked to select all that applied.

5.0 Findings of Open-Ended Questions

The three surveys that were prepared contained a number of open-ended questions. Through these questions, respondents were invited to share additional information, either in relation to specific questions or, more generally, to provide additional feedback about issues that were not addressed by other survey questions. The main findings resulting from our analyses of respondents' answers are provided in this section. Prior to describing these findings, we describe how the answers were coded and analysed.

5.1 Response Coding and Analysis

Respondents' answers were analysed according to two different approaches, using the qualitative data analysis software NVivo 8.0. First, we assigned a unique code to answers provided as follow-up or as additional information for specific closed-ended questions. For example, in cases where respondents were asked to provide additional information if they had answered 'Yes' to the question "Does your school division have formal guidelines in place for community use of school facilities?," we assigned all respondents' answers to the code 'Description of Formal Guidelines.' The table below provides a description of the codes developed for each of this type of questions, as well as a summary of the distribution of response patterns for these questions. Coding categories are given in the order in which the questions were presented in the survey questionnaires.

Table 5. Distribution of survey responses provided as additional information in relation to specific closed-ended questions

Name	Number of Responses Assigned to this Code	Proportion of Responses ^a
Description of formal guidelines currently in place for community use of school facilities, as reported by superintendents	24	3%
Description of formal application process by which community users apply for use of school facilities	240	33%
Description of rental fees either required of or paid by community users for use of school facilities OR required of or paid by school users for use of community facilities	218	30%
Explanation of conditions under which a caretaker may be required on premises during community use of school facilities	39	5%
Explanation of conditions under which security personnel may be required on premises during community use of school facilities	93	13%
Explanation of conditions under which spectators are permitted at community events held on school property	18	2%
Description of who is responsible for damages to school	91	13%

Name	Number of Responses Assigned to this Code	Proportion of Responses ^a
equipment or facilities when latter are utilized by community users		
Total Number of Responses Coded	723	100%

^a Percentage of total items where additional information was requested in relation to a specific question.

Respondents' answers to open-ended questions that were not related to specific closed-ended questions were coded differently. To analyse these questions, we began by scanning the responses provided by principals to the abovementioned questions, from which we identified high-level themes. This survey was chosen to begin developing codes as it contained the greatest number of respondents and was deemed likely to yield the widest scope of responses. These were then converted into general coding categories to begin documenting patterns of answers across respondents. We then identified relevant subcategories for each general category, in order to document specific issues being raised by respondents. The subcategories were identified based on their recurrence across respondents' answers. This allowed us, for example, to subdivide the general category 'Costs' into subcategories such as 'equipment,' 'supplies,' 'transportation,' 'usage fees,' and 'wages.' Since both the general categories and subcategories were developed from the survey data itself, this ensured that the analytical categories thus developed were a "good fit" for the answers provided by respondents. It should be noted that, notwithstanding the aforementioned division of general or high-level categories into subcategories, to allow for more in-depth analysis, we kept the general categories to capture statements that did not "fit" well into any of the subcategories. This allowed us to capture the relevant information without trying to "force" respondents' answers into categories that were not conceptually suitable. Descriptions of the types of statements to be assigned to each coding category were also developed to ensure consistency throughout the analysis.

Coding of respondents' answers thus began from an initial list of categories developed from the principals' survey. However, these categories were refined as coding proceeded, to eliminate as much as possible overlapping or redundant categories, or those that proved to in fact be of little use. The coding began with the Principal Survey, followed by the Superintendent and Municipality and Recreation Commission surveys. As warranted by the data from the latter two instruments, additional coding categories were developed to capture relevant issues raised by these respondents.⁸ However, wherever possible, the data from these instruments were integrated to relevant coding categories developed on the basis of the Principal Survey, to allow different perspectives to be captured in the same location about each issue.

⁸ This process of iterative or progressive coding category development is commonly accepted practice in analysing feedback provided by respondents to items such as open-ended questions.

5.2 Challenges with Joint-Use of Facilities

At the end of each survey, respondents were asked to provide further information regarding community use of school facilities and school use of community facilities and to describe one or more scenarios of challenges. This was an open-ended question with no limit to the number of characters entered.

5.2.1 Agreements and Policies

- The usefulness of having in place clear and well-understood usage agreements and policies between schools and community groups and users was recognized by a number of respondents. This was noted by both respondents from localities that already had such agreements in place, as well as by those for whom such agreements did not exist. In various cases, respondents in fact noted that long-standing agreements had been key to harmonious relationships between stakeholder groups.
- A number of respondents from localities where agreements did not exist indicated that these would be desirable to prevent favouritism or to ensure that no group was unfairly barred from accessing facilities.
- However, the answers provided by many respondents suggested that even in cases where such agreements were in place, they were not always well understood, or necessarily implemented consistently. This was recognized by respondents as having the potential to cause friction or even conflict, and to lead to perceptions of bearing an unfair cost burden.
- Formal agreements were also seen as a way of avoiding friction between user groups (school or town) over the costs incurred by facility owners to maintain the facilities and/or replace damaged equipment.

5.2.2 Communication

Only one statement was classified as belonging generally to the Communication category. The statement indicated that communication and policy formalities were perceived to occasionally act as barriers to creative and innovative approaches to school use. Specific communication sub-categories also emerged from the data and are reviewed next.

Community expectations

- Respondents indicated that community-based users will request use of facilities other than schools' facilities and suggested that harmonized policies should be in place to regularize the use of all types of facilities.
- Respondents also indicated that definitions of user categories (school-based users, community users, "extended" community users and "unrelated groups"), which were intended to provide a prioritization system for facility allocation, proved problematic insofar as community expectations of access to facilities might not be influenced by assigned status.
- Respondents also indicated that community expectations were influenced by the existence of facilities other than schools and that, in communities *without* other facilities, the school was often expected to be the hub for hosting community-oriented events and for community life.

Community-school relationships

- School-based respondents tended to indicate they felt they provided sufficient access to school-based facilities for community groups and that they made great effort to respond positively to community expectations. The majority of school-based respondents also acknowledged the problem of excessive demand for facility use.
- Inner-city schools and those from smaller communities with few facilities were, in particular, particularly likely to see themselves as having strong and positive relationships with their surrounding communities.
- Some respondents indicated that community-school relationships around facility use were sometimes strained by the (poor) level of care taken by community users in using school-based facilities.
- Yet others, and as is reported elsewhere in this report, indicated that a perceived imbalance around expectations and level of use by community users of school facilities, relative to school users of community facilities, sometimes strained community-school relationships.
- Finally, some respondents suggested that use of school-based facilities should be motivated by educational objectives and goals and felt that groups were occasionally misrepresenting, or "stretching" the educational value of their programming as a means to secure access to school-based facilities.

Respect of school (personnel) needs

- All of the statements made in this category reflected statements by school respondents who reported the importance of preserving the order of teacher-occupied spaces in

schools and lamented: occasional lack of sufficient supervision by community user group leads; disrespect for school spaces and/or material; and lack of community group understanding and/or respect of school policies around facility and/or equipment use.

Scheduling

- Frustration was expressed with regard to policies for community-based facilities that mandate a minimum number of hours of use during school hours, especially when this minimum number of hours, and the costs associated with renting facilities under such circumstances, might exceed school needs.
- Respondents indicated that difficulties occasionally presented themselves with respect to communicating with permit holders in cases of cancellation or unforeseen schedule changes due to emergent school events or constraints on the use of such facilities.
- Respondents highlighted the importance of having sufficient time to plan specific events and the difficulty of doing so in light of conflicting schedules and commitments by school vs. community stakeholders.
- Respondents lamented not being able to take greater advantage of schools during non-traditional timeslots (such as weekends, Christmas break, or summer vacation) because of restrictions imposed on custodial service work schedules through collective agreements.
- Respondents also noted the challenges faced by recently formed or emergent groups in securing school facility access, particularly in light of high demand for such facilities.

5.2.3 Costs

General statements pertaining to costs indicated that municipalities faced considerable costs in offering programs and operating facilities. Specific cost sub-categories also emerged from the data and are reviewed next.

Costs to replace, repair, or maintain equipment

- Schools, in particular, noted the impact on their financial resources of needing to cover the costs of maintaining and/or replacing their equipment over time as a result of use by community groups or users accessing school facilities and not having their own equipment.
- Some school respondents further noted that they felt this placed them in a difficult position with regard to their students' parents, many of whom made considerable efforts to raise funds to purchase equipment for the school's use and were left with

damaged or unusable equipment as a result of a perceived lack of proper care by community users.

- A number of school respondents particularly noted that their budgetary planning was not tailored to taking into consideration the impact of this usage on their resources and that the imposition of small fees for use of school facilities by community users to cover such expenses would help reduce the cost burden on schools.
- Some school respondents also appeared frustrated with a lack of understanding on the part of community users of the need to carefully use and help preserve renovated facilities within schools (e.g., new flooring, etc.).
- School respondents also noted that access to community facilities was sometimes impeded by equipment purchasing or rental costs (e.g., life jackets for use of a community pool) that placed an excessive burden on schools.
- Respondents also indicated that determining who was responsible for damage to equipment, and who should therefore bear the burden of paying for equipment repair or replacement at times compounded the problems of wear-and-tear related expenses.

Costs to transport users to facilities

- School respondents, in particular, noted the considerable challenges posed by needing to transport students to community-based facilities, and particularly so in instances of smaller schools located in rural communities, with difficult or costly access to centralized facilities.
- The costs mentioned in this case related to both the means of transportation and/or staff time required to provide transportation, to ensure student safety during transportation, or to provide supervision if/when access to community facilities altered normal school schedules.
- In some instances, and despite having the possibility of accessing specialized facilities (e.g., arenas, curling rinks) in neighbouring towns, school respondents in particular noted that transportation costs were in fact high enough to impede the use of these facilities.
- Whereas distance play a role in increasing transportation costs, other respondents noted that the size and/or type of community facilities accessible to them was problematic in that it was insufficient to accommodate all students wishing to access these facilities. This placed schools in the awkward position of having to plan multiple trips to these facilities in order to provide equitable access to all students.
- Respondents also noted that transportation costs extended at times to the need to transport equipment required in order to properly use local facilities.

Costs related to usage fees

- Interestingly, a number of respondents indicated not knowing the fee structure that applied to either school or community users. In a number of cases, even when it was known that such a fee structure existed, respondents indicated that they were not always certain of the nature of this fee structure.
- The nature of fee structures seemed highly variable across respondents. Some respondents indicated not needing to pay fees. Others reported being required to pay fees when using others' facilities but not being able to charge fees themselves to cover expenses incurred as result of their own facilities being used. Some indicated that preferential fee arrangements were in place between communities and schools and/or that rates varied according to the type of facilities being used. Some respondents indicated that they paid for facilities according to hourly rates, while yet others indicated that they paid according to frequency of use.
- In some communities, it appears that schools were given the same rate as that applicable to not-for-profit groups when accessing community-based facilities.
- Some respondents indicated that usage fees were not charged unless profit-making activities took place on facility premises or that fees varied according to the type of activity taking place (although how variation in activity might affect the fee structure was not specified).
- Among school respondents who mentioned having to pay fees to access community-based facilities, there was overall agreement that particular types of facilities tended to be prohibitively expensive given limited school budgets. This was noted in particular for arenas, although it should be mentioned that at least one school respondent indicated that the local high school hockey team was provided free ice time during school hours.
- Respondents also indicated that they were often asked to cover the costs of a caretaker (e.g., for cleaning) when accessing facilities. Interestingly, a number of school respondents indicated that they were sometimes charged fees to help defer the costs of cleaning and maintenance personnel employed by community facilities but that they were responsible for covering the costs of their own cleaning staff when community users accessed school facilities.
- There was also evidence in the data of arrangements whereby community-based users made donations to schools in exchange for use of their facilities.
- At least one respondent from a community-based facility noted that the school did not make as much use of these facilities as might be desired and that this was understood to be due to the fees charged of the school to have access to said facilities.
- Usage fees also seemed to take the form of permit fees in certain cases, although it was unclear whether such permits were for single or multiple uses of the facility, and whether they might come in addition to fees charged to cover equipment costs, staff time, etc.
- Respondents also indicated that applicable fees were determined on a case-by-case basis, and that such variability sometimes proved challenging for planning purposes

(particularly in cases where it was perceived that fees were kept high to discourage use during normal hours of operation).

- Some respondents from inner-city schools further indicated that the impact of usage fees was particularly taxing to their financial resources, as their students' families did not have the means to make contributions to cover usage fees imposed by community facilities.

Costs related to wages

- As noted elsewhere, all respondent types (school-based, superintendents, and municipality- or recreation commission-based) indicated that they often incurred costs related to wages for staff required to provide access to facilities or ensure supervision during facility usage.
- Some respondents lamented being *required* by labour agreements to pay wages to staff needed to provide access to facilities when said staff expressed being willing to donate their time to give groups access to said facilities.

5.2.4 Demand

General statements about demand suggest that school respondents were often keen to support community needs for recreation space. Specific demand sub-categories also emerged from the data and are reviewed next.

Excessive demand

- Excessive demand, along with space availability, was perceived as significant barriers to optimal facility use.
- There was agreement across respondent types that the demand for space in school-based facilities tends to exceed the availability of space.
- A number of community users indicated that their use of school facilities was limited by the school's own programming needs. This, in turn, was perceived as a constraint on the ability to offer more or varied programming.
- The issue of excessive demand and the management of needs for insufficient space appeared compounded by inconsistent or unclear space booking procedures.
- Some school respondents indicated they experienced difficulty in meeting community needs and in respecting joint-use agreements because of evolving school plans and the changing or unforeseen needs of schools throughout the year.

- Some school-based respondents indicated that demand for their space was so high that it interfered with the ability of janitorial staff to clean spaces shared with community-based users.

Lack of demand

- A limited number of respondents from either small communities or elementary schools indicated that there was limited or no demand for their facilities, due to the size or location of the latter.

Last minute changes

- Some community-based respondents indicated being at times inconvenienced by unplanned changes to designated space usage within a school to accommodate evolving school plans. This resulted in additional demands on their time to notify users who had been relying on the availability of school-based facilities.
- Issues were also noted with respect to inconsistent booking procedures that resulted in double-bookings of facilities, and the resulting needs to adjust or cancel planned facility uses at the last moment.
- Some school-based respondents indicated that school activities running over time also challenged their ability to respect schedules established for use of facilities by community users.

5.2.5 Demographics and Geography

General statements coded as constraints imposed by demographics and geography centred on issues of coordination for facility use between different municipalities covered by a unique school division or, conversely, on different school divisions needing to coordinate their demand for services with a single municipality. Specific demographics and geography sub-categories also emerged from the data and are reviewed next.

Cultural promotion and specificities

- Some respondents, particularly those from schools located in minority linguistic and ethno-religious communities, indicated they viewed the school as playing a key role in the promotion of those communities' interests.
- Consequently, priority was therefore given to members of such communities in using school-based facilities.

Rural depopulation

- Some participants perceived outmigration from rural communities and regions as a factor influencing the level of demand for facilities.

5.2.6 Personnel

General statements about personnel-related issues appeared to centre around communication and the competency of personnel involved in booking facilities. Specific personnel sub-categories also emerged from the data and are reviewed next.

Staff availability

- Issues pertaining to staff availability were often reflected in costs incurred by respondents to cover staff wages. Respondents for instance indicated that in cases in which groups did not have a designated individual or staff person to open/close the building, they were required to pay the school's caretaking staff to provide access to facilities.
- Respondents also expressed concern over issues related to the distance separating school staff's homes from the workplace and the resulting inability to rely on such staff to provide access to school-based facilities outside of school hours. This was perceived as limiting options for school facility use.
- Moreover, respondents indicated that not having staff available to provide supervision during events limited the capacity of groups to make use of available facilities.
- Finally, respondents noted that facility use was at times limited by the schedule assigned to facility staff (an example was given of limited opportunity to use school-based facilities during Christmas and summer breaks, as this coincided with times for more significant cleaning and maintenance by school janitorial staff).

Training and qualifications

- Respondents indicated there were challenges pertaining to the lack of proper training and qualifications among staff designated to supervise events and spaces used by outside groups. They listed these challenges as observed damage to equipment and facilities.
- Concerns pertaining to participant or user safety were not widely noted. However, there was some indication that respondents were concerned about young children being dropped off at facilities early by their caregivers and being left in the care or under the supervision of staff not deemed officially qualified to supervise children.

Workload

- A number of respondents indicated they were reluctant to add to the workload of their staff by asking them to be available to provide access to facilities outside of regular hours and/or by simply adding to their workload (e.g., custodial staff being asked to clean additionally as a result of outside user groups accessing facilities).
- In cases where facility staff were not required to provide access to facilities, some respondents also indicated they were reluctant to impose additional work on user group staff who would be required to work extended hours to provide safe access to facilities.
- Moreover, respondents expressed concern over the lack of staff time to ensure proper planning of and programming for shared facilities.

5.2.7 Resource Availability

General statements about resource availability issues related to concerns about disruption of school routines when schools were being used during regular instructional hours, rigid or overly formal practices around planning and programming that may have limited opportunities for innovation in how facilities were used, and, as noted elsewhere, excessive demand for facilities. Specific resource availability sub-categories also emerged from the data and are reviewed next.

After-school programs

- Some respondents, particularly those from inner-city schools, expressed a strong desire in having invested considerable effort in working collaboratively with community groups to offer after-school programming for their students.
- In contrast, a number of community-based respondents indicated they felt constrained in their ability to use school facilities because of extensive programming by schools outside of regular instructional hours.
- While respondents recognized that schools had a reasonable right to be given first priority in using their own facilities, they also expressed the desire for greater availability of facilities and greater flexibility with respect to planning for the use of these facilities.
- Competing priorities and high levels of demand for school-based facilities seemed particularly acute with respect to gymnasium space.

Maximization of scant resources

- In smaller or rural communities, in particular, respondents perceived the sharing of facilities among user groups as the best available option to maximize the use of and access to limited recreational resources and spaces.
- Respondents from such communities also noted as a barrier the lack of sufficient or adequate resources in supporting desired recreational programming. In some cases, this was perceived as a factor contributing to excessive demand for space.

5.2.8 Safety and Security

General statements about safety- and security-related issues were related to challenges in providing a sufficiently safe and secure environment for facility users, in ensuring equitable access to facilities in instances where users did not have the means to provide their own safety equipment (e.g., life jackets for pool use at a facility that did not have sufficient numbers of flotation devices), and ensuring the safety of facilities and their equipment (i.e., preventing theft and vandalism). Specific safety and security sub-categories also emerged from the data and are reviewed next.

Alcohol sales

- There was variability in the willingness of facility authorities, and in particular of school respondents, to allow the sale of alcohol during events organized and run by outside users.

Liability concerns

- These were perceived by some respondents as imposing unnecessary constraints on participants' use of facilities.
- On the other hand, some respondents indicated they were concerned about outside facility users not having in place proper or sufficient levels of liability protection.

Partial vs. full access to school

- Some respondents expressed concern over not being able to limit what portions of school facilities might be accessed during community-based events.
- This concern extended to both protecting school facilities and equipment, as well as ensuring reasonable access to those facilities within schools (e.g., washrooms) that

would reasonably be expected to be provided for the health and well-being of both community and school users.

Safety of outside users

- Concerns were expressed about expected and/or proper levels of supervision during events or programs organized and offered by outside users.

Safety of students during school hours

- Concerns were also expressed about the challenges associated with providing uncontrolled access to school facilities during regular instructional hours in light of considerations about maintaining student safety and security.

Vandalism and theft

- As already suggested, a number of respondents expressed concerns about how best to ensure the safety of facilities and their equipment. Respondents appeared to be particularly concerned about the theft of (expensive) technology from school facilities when use of the latter occurred outside school hours.

5.2.9 Space

General statements about space-related issues related to obtaining timely parental consent for use of facilities by students (in view of the need to reserve such facilities ahead of time), unclear negotiating procedures or requirements for use of community-based facilities in cases where facilities were not the property of municipalities, and the lack of adequate community facilities. Specific space sub-categories also emerged from the data and are reviewed next.

Competing priorities

- A number of school respondents noted that they made considerable effort to plan school-based events early but recognized that last minute changes could and did occur. It was also recognized that such unforeseen changes stood to have an impact on community users accessing the same facilities.
- Some respondents noted that community-based groups and schools were competing for the same facilities and/or timeslots. It was however recognized that this might not

necessarily be only negative, insofar as it reflected a desire to use and demand for the facilities.

- Balancing in a reasonable fashion the occasionally competing needs of daycare programs operating out of schools with those of the schools themselves was noted as an issue by a number of respondents.

Insufficient facilities (insufficient space to accommodate user population and/or to allow for full scope of use)

- Some respondents indicated that the lack of adequate spaces within their own facilities (e.g., small gyms) were a factor affecting low demand for their spaces.
- In other cases, respondents indicated that existing facilities were not sufficiently developed to offer full or proper opportunities for maximum or optimal use (e.g., newly established ice rinks that did not provide skate rental services for children who did not have their own skates, no space for changing, or supervision of the facility).
- Respondents expressed a perceived lack of foresight of planners in developing facilities that could accommodate a wide scope of users from the communities (parents along with their children).
- A number of respondents also indicated they felt many facilities were underequipped to afford proper use.
- Some respondents indicated that facilities were insufficient in size to accommodate different uses and/or that they lacked proper means of ensuring access to individuals with disabilities or other limitations (e.g., lack of wheelchair accessible ramps, etc.).

5.3 Suggestions for Addressing Challenges

Finally, all respondents were asked to make suggestions about how challenges due to facility use might be addressed. It bears noting that there was considerable coherence and consistency between those aspects of facility use and sharing that respondents identified as problematic and/or challenging, and the suggestions for improvement that they made. At a general level, it was noted that some respondents noted in reflecting on their own practices the need for creativity and flexibility in maximizing space use and that a number expressed satisfaction with current processes and approaches to facility allocation and programming. Some respondents also declined to make suggestions due to the fact that they perceived there was little they could change or would want to change based on current demand levels for their facilities. Specific sub-categories of suggestions that emerged from the data are reviewed next. In cases where coding revealed overlap across categories, these are reported together.

Availability of personnel, supervision and division of responsibilities, and usage schedule

- Respondents were generally in agreement with regards to the need to have experienced and well-trained supervisors during programs and events. Related to this, respondents appeared to feel that training should extend to the safety of users as well as the proper use of equipment.
- Respondents were also in general agreement about the need to explicitly and clearly set out expectations of supervisory staff with regards to facility preparation, supervision during events, the protection of both equipment and facilities, monitoring of adjacent spaces and/or users, and post-event or post-program cleaning and maintenance.
- Some respondents indicated they felt their community would strongly benefit from having trained recreation professionals.
- A number of respondents also appear to feel that the onus for the provision of qualified personnel should be with municipal authorities.
- Finally, as noted elsewhere, some respondents suggested considering more flexible rules around the requirement to pay supervisory staff and suggested the onus be placed instead on proper qualifications to better capitalize on the availability of trained volunteers. This suggestion of flexibility extended to being willing to negotiate flexible arrangements around those allowed to provide access to facilities.

Community orientation, facility development, and recognition of community needs

- Respondents indicated that planning for new facilities should be based on a community use orientation, particularly for large or costly spaces such as gymnasiums or common areas (e.g., sufficient size and access, means of ensuring the security of the remainder of the facilities where they would be housed, etc.).
- Some respondents suggested that facilities should be more flexible with respect to maintenance schedules in order to ensure the availability of facilities during expected periods of peak usage (e.g., summer breaks) and thereby reduce the likelihood of facility closures at such times.
- Respondents also noted the need for communities to make a particular commitment to providing services and programming to less privileged residents.
- Similarly, and although not related to economic considerations, some respondents associated a community orientation to facility use planning with the need to adopt a broad health and well-being promotion mandate.
- A number of respondents noted they would benefit from more rapid and transparent decision-making with respect to the development of facilities being funded provincially.
- A large number of respondents also noted with some urgency the need for new or upgraded facilities to be developed. This was not surprising, given the number of respondents who noted that existing facilities, and especially school-based facilities,

were already being used at capacity and/or that wait-lists existed for access to specific facilities.

Expectations and collaboration and the nature of school and community relationships

- Some school-based respondents appeared to express some frustration with a lack of recognition on the part of community authorities or groups of: (a) each school's specificities and differences, and (b) schools' right to have priority usage of their own facilities.
- Across respondent types, greater discussion and collaboration as well as willingness to work collaboratively were recommended.
- Some respondents indicated that schools should be given free access to community-based facilities during daytime hours.
- Clear and timely communication was seen as a key factor in promoting clear expectations and ongoing collaboration between parties. This was noted particularly in relation to communities where joint use agreements were either lacking or in place but deemed to not be properly understood or implemented.
- Respondents also suggested shifting the focus from short-term to long-term planning with respect to facility use.
- Among respondents who felt that current arrangements were working well, clear expectations and a strong desire to collaborate were frequently cited as key.

Explicit guidelines and policies, follow-up processes, and protection from liability

- Respondents indicated the need for explicit and clear policies around reservation procedures and timelines, responsibility for damage to facilities and/or equipment, usage fees, responsibilities and expectations around communication (in case of cancellations, for example) and/or follow-up (in cases of problems during facility use), and clear points of contact or decision-making.
- Respondents indicated that one means of ensuring harmonious relationships between parties would be to specify clear consequences for the non-respect of usage expectations and guidelines and to have personnel designated to ensure proper follow-up. Some respondents further suggested that the issuing of usage permits be associated with the provision of properly trained and sufficient supervisory staff during the offering of programs and events.
- Recommendations for clarity and explicitness also extended to the paperwork involved in reserving the use of facilities.
- Some respondents also indicated that agreements and guidelines that were in place should be revised to ensure more balanced trading of services and facilities.

- With respect to protection from liability, respondents suggested having mechanisms in place to allow for the proper assigning of responsibility for liability for all uses made of facilities by a given user group over a determined period of time. This was seen as a desirable alternative to relying on the negotiation and assigning of responsibility for liability on a case-by-case or event-by-event basis.
- School-based respondents seemed particularly interested in clearly defining the scope of the liability to which they were exposing themselves and what liability outside users could and should reasonably be expected to assume when using school-based facilities.

Funding and incentives, registration costs, and user fees

- A large number of respondents suggested that additional funding needed to be injected into recreational programming and facility development. Recommendations ranged from the development of new facilities to providing additional funding to cover the wages of staff required to provide access to facilities and later secure these facilities, subsidizing school use of community-based facilities, additional or new transportation funding or grants, and investing in facility upgrades to provide access to a greater number of users while maintaining the integrity of the facility and its equipment.
- Preferential fee structures and/or the outright elimination of registration costs or user fees were also repeatedly cited as an important incentive for schools to use community-based facilities. This was specially noted for schools, and was mentioned as an important factor even for individual students needing or electing to pursue coursework that required access to community facilities, particularly if such coursework represented a graduation requirement.
- Additional incentives included flexibility with respect to reservation, supervision, and transportation requirements, the creation of a database or central repository of grants available to schools or other users to help offset the costs associated with accessing and using facilities (e.g., transportation grants, equipment grants, access to volunteer coaching or supervisory staff, etc.).
- Increases in funding to run after-school programs were also mentioned.
- Some respondents suggested making joint-use agreements a condition to obtain provincial funding and to tie these agreements to the pursuit of specific goals, such as health promotion, increases in community fitness levels, etc.
- Interestingly, and despite numerous suggestions of reduced fees for schools wishing to use community facilities, a number of respondents from the educational sector noted that schools should be given more opportunities to charge some fees for use of their facilities to offset expenses such as facility maintenance and equipment repair or replacement.
- Related to this issue was the suggestion that the use of facility equipment by outside users be limited to certain equipment types in order to limit costs associated with the

maintenance, repair, or replacement of costly equipment damaged through improper use or non-respect of usage guidelines.

- Finally, respondents also noted the need for flexibility on the part of bodies representing workers to allow the latter to support use of facilities through volunteering, rather than requiring payment even for individual staff members who were willing to provide access to facilities for free.

6.0 Key Findings and Suggestions for Future Policy Development

In this section, we summarize and integrate findings across the three respondent groups and highlight key findings emerging from the data. The purpose here is to identify key issues in the joint-use of facilities between schools and communities where attention can be directed for improvement. After presenting the key findings, suggestions are provided in connection with the recommendation made by the Advisory Committee on Joint Use of School and Community Facilities that prompted the present research:

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.

6.1 Key Findings

Key findings emerging from the data centre on four major issues having to do with (1) procedures, policies, and agreements, (2) demand and availability of facilities, (3) supervisory requirements, and (4) usage fees and costs. We describe each in turn below.

6.1.1 Procedures, Policies, and Agreements

Respondents seemed to contradict each other on questions asking about the existence of guidelines, policies, and formal agreements between schools or school divisions and municipalities or recreation commissions. For example, all 24 superintendents who responded to the Superintendent Survey indicated that formal guidelines were in place, 23 reported that policies were in place, and 14 (58.3%) reported that a joint-use agreement existed with the local municipality or recreation commission. In the Principal Survey, only 7% reported that their school held a joint-use agreement with a municipality or recreation commission, 38.7% reported the existence of a school division policy, and 23.3% reported the existence of a school-based policy. By contrast, 72.3% of respondents to the Municipality Survey reported that their municipality or recreation commission held one or more joint-use agreements with the local

school or school division; 68.1% of these are recreation commissions and the remainder are municipalities. However, only half of participating recreation commissions reported holding a two-way joint-use agreement with a school division. The other 50% reported holding a one-way agreement or did not respond to the question.

These findings suggest a lack of understanding or awareness of joint-use agreement among authorities of schools, school divisions, municipalities, and recreation commissions, which is corroborated by the findings of the open-ended questions. A number of respondents to the open-ended questions indicated the need for clear, well-understood, and agreed-upon policies and guidelines between schools and community groups, as the absence of, and/or misunderstanding of, such agreements was reported to lead to conflicts and inequitable use of facilities. For example, respondents cited challenges such as not knowing the fee structure that applied to school or community users, applicability of fees on a case-by-case basis, inconsistent or unclear booking and cancellation procedures, or expected levels of supervision. However, even when agreements were in place, respondents noted that there is misunderstanding or that procedures and guidelines were inconsistently implemented. For example, liability insurance, responsibility for damages, minimum requirements for staffing, caretaker, or security, and dispute resolution were either non-existent or inconsistent across agreements. More importantly, lack of knowledge or understanding of the specificities of joint-use agreements suggests that facilities – potentially available for sharing – are not used or under-used.

These findings suggest that both schools and municipalities would benefit from the implementation of harmonized policies around the need to create formal (and preferably joint-use) agreements containing clear guidelines, policies, and procedures. Also of benefit would be the implementation of structured channels of communication to ensure that information is accessible and made available to key stakeholders to ensure full use of available facilities. We offer more on this later after reviewing other key findings.

6.1.2 Demand and Availability of Facilities

School facilities were reserved for school or division programming (43.6%) and preschool or daycare groups (25.4%) during regular school hours. This may not leave much availability for community users during regular school hours. Although principals reported that school facilities were available for community users outside of regular school hours, school facilities were in fact reserved for school or division programming 20.7% of the time even outside of regular school hours. The gym was reported to be available for community use, but only outside of regular school hours. In fact, time or scheduling conflicts and availability of the gym (or other space) were reported by each of superintendents, principals, and representatives of municipalities and recreation commissions to be the top two barriers in regards to community use of school facilities.

Respondents' input to the open-ended questions provided support to the above findings. For example, there was agreement among principals, superintendents, and representatives of municipalities and recreation commissions that the demand for space in school-based facilities exceeded the availability of space and that community use of school facilities was limited by the school's own programming needs, both during and outside of regular school hours.

Almost half of all school principals (46.3%) reported that their school required the use of municipal or community facilities. Curling rinks, outdoor rinks, outdoor racket courts, and swimming pools were the most frequently reported to be needed. However, municipal and recreation commission respondents reported that indoor arenas, outdoor fields, curling rinks, and outdoor rinks were the facilities most frequently available for school users. Across all three respondent groups, time or scheduling conflicts and availability of space were reported to be the top barriers in regards to school use of community facilities.

The space itself was also reported as a challenge affecting community and municipal facilities. For example, some facilities did not provide equipment rental services, changing rooms, on-site staff, or have proximity to public transportation, making it difficult to accommodate school users. Respondents reported that some community and municipal facilities did not accommodate a wide scope of users, some facilities were of insufficient size, and others lacked access for individuals with disabilities.

6.1.3 Supervisory Requirements

Respondents were generally in agreement with regards to the need to have experienced and well-trained supervisors during programs and events, including training to ensure the safety of users as well as the proper use of equipment. Respondents were also in general agreement about the need to explicitly and clearly set out expectations of supervisory staff with regards to facility preparation, supervision during events, the protection of both equipment and facilities, monitoring of users and/or adjacent spaces, and post-event or post-program cleaning and maintenance.

6.1.4 Usage Fees and Costs

A cursory glance at the data in the appendices makes it clear that there is inconsistency and variability in the fees and costs both charged and incurred in the use of school or community facilities, and this is not unexpected given the variability of needs and resources. Some respondents mentioned not being charged any fees when the agreement was reciprocal, while others mentioned either school or community users being charged for usage while the other was not.

Almost half of school principals (49.2%) reported that community users were not required to pay rental fees for the use of school facilities. It is important to note that 15% of principals did not provide a response to this question, corroborating the finding discussed above that there may be confusion around current policies. Community groups exempt from paying rental fees included those within a joint-use agreement, non-profit groups, or groups with a majority of division residents.

Only 29.8% of principals reported that their school was charged rental fees for the use of municipal or community facilities; however the majority (52.1%) of principals did not provide an answer to this question. Municipal facilities such as indoor arenas, swimming pools, and curling rinks were the most frequently reported by principals to be charged rental fees for school use.

Costs and fees were the most frequently cited barriers across the three respondent groups. More significant is the finding that issues pertaining to cost were also the most frequently reported challenges when prompted to provide further information in the open-ended questions, and particularly for school users of community or municipal facilities. Issues of concern included costs to replace, repair, or maintain equipment, costs to transport school users (including equipment) to community facilities, costs related to usage and/or equipment rental fees (including permits), and costs related to wages of staff (e.g., supervision, caretaker, and security personnel). A cost barrier specific to schools was that community-based facilities mandated a minimum number of hours of use during school hours, which in addition to the costs associated with renting facilities under such circumstances, exceeded school needs.

In fact, schools were often prevented from making school facilities available to community users due to additional wage costs incurred for the provision of supervision, caretaking, or security personnel outside of regular school hours. Related to the cost issue is that of imposing on the current workload of school staff by asking them to be available outside of regular work hours to provide access to facilities, supervision, and/or maintenance for community users of school facilities.

6.2 Suggestions for Future Policy Development

Survey respondents provided input addressing potential solutions to current challenges in the reciprocal use of community and school facilities. Suggestions cover the following issues: (1) usage fees and costs, (2) development of new facilities, and (3) formalizing agreements. Each of these is described below and suggestions for policy development are given.

6.2.1 Usage Fees and Costs

Suggestions offered by respondents included preferential fee structures and/or the outright elimination of registration costs or user fees as important incentives for schools to use community-based facilities. However, some respondents from the educational sector noted that schools should be given more opportunities to charge some fees for use of their facilities to offset expenses such as facility maintenance and equipment repair or replacement.

It was also suggested that additional funding be injected into recreational programming and facility development. Recommendations ranged from providing additional funding to cover the wages of staff required to provide access to facilities and later secure these facilities, subsidizing school use of community-based facilities, additional or new transportation funding or grants, and investing in facility upgrades to provide access to a greater number of users while maintaining the integrity of the facility and its equipment. Some respondents suggested making joint-use agreements a condition to obtain provincial funding and to tie these agreements to the pursuit of specific goals, such as health promotion and increases in community fitness levels. The establishment of formal agreements, whether for joint-use or not, with clear and consistent policies and procedures would ensure equitable distribution of costs and fees.

6.2.2 Development of New Facilities

A large number of respondents also noted with some urgency the need for new or upgraded facilities to be developed. Respondents indicated that planning for new facilities should be based on a community-use orientation and that the focus be shifted from short-term to long-term planning. A number of respondents noted they would benefit from more rapid and transparent decision-making with respect to the development of facilities being funded provincially and that facility development should be done in consultation with key stakeholders to allow maximization or optimal use of space.

Current school facilities can be made more flexible with respect to maintenance schedules in order to ensure the availability of facilities during school breaks such as spring, summer, or winter, and holiday breaks. Though this is an additional cost burden, a mechanism for cost recovery can be included in a joint-use agreement whereby school users are given free access to community facilities during the school year.

6.2.3 Formalizing Agreements

As indicated above, the need to implement formal agreements between schools and communities was the most-frequently voiced concern. Establishment of a formal agreement was believed to avoid inconsistencies and conflicts and to facilitate good working relationships

because key policies around, for example, supervision requirements, booking and scheduling, maintenance, insurance and liability, and fees, would be made explicit and formalized. Formalizing agreements and creating a structured communication process would address the challenge around communication and expectations voiced by respondents. Ideally, the agreement would make provisions for joint-use or sharing of facilities where this is possible. The following items are recommended for inclusion in a properly-drafted agreement:

- Formal application procedure
- Rental fees and costs related to:
 - Usage
 - Equipment
 - Utilities and operations
 - Membership or registration
 - Staff
 - Maintenance
 - Security
 - Permits
- Prioritization among user groups
- Facilities available for use or to be shared
- Provision of equipment
- Availability of change rooms, showers, and lockers
- Access to facilities during and after regular hours
 - Access to keys
 - Opening and closing times
 - Restrictions on access
- Booking and scheduling procedures (and contact person)
- Cancellation procedure (and contact person)
- Liability and insurance requirements
- Staffing and supervision requirements and qualifications related to:
 - Use and care of equipment and facilities
 - Care of children and youth
- Responsibilities of users in relation to:
 - Supervision requirements
 - Facility preparation
 - Cleaning up
 - Return of equipment
 - Locking up
- Caretaker requirements
- Safety and security related to:
 - Users
 - Equipment
 - Theft and vandalism

- Partial or full access to school or facility
- Alcohol sales
- Emergency procedures
- Responsibility for damages to facilities or equipment
- Dispute resolution procedure, including time encroachment
- Designated contact person during and after regular hours
- Duration of agreement, amendment procedures, and terms of termination

Each of the above elements will be specific to each school and community based on local needs and resources. Some respondents mentioned the existence of a 'master' agreement at the division level. These can be used to develop specific agreements between individual schools and municipalities or recreation commissions. If a master agreement does not exist, this would be a suggested first step. A committee of representatives from schools, divisions, municipalities, and recreation commissions can be formed to develop key items needing to be included in a standard agreement. Ideally, teachers, students, parents, and community members at large should form part of the committee to ensure good representation from all stakeholders. Issues such as programming or facility needs, costs, supervision requirements, and so on, should be discussed and agreed upon prior to being made formal in an agreement.

Once key policies have been established, success can be achieved by designating a 'policy champion' specifically responsible for providing guidance and support to schools and municipalities or recreation commissions in developing joint-use agreements. This person can also be responsible for ensuring that policies are implemented as decided and that procedures are followed. Additionally, the policy champion can provide in-person information or training sessions where required.

Each school and community will have to determine what works for them -- there cannot be a one-size-fits-all template. Although the recommendation is to formalize shared use of facilities, it is equally important that parties allow for flexibility. Importantly, clear and timely communication is a key factor in promoting clear expectations and ongoing collaboration between parties.

7.0 References

- Government of Manitoba. (2005). *Healthy Kids, Healthy Futures Task Force Report*. Winnipeg, MB: Author.
- Minister of Education, Citizenship and Youth. (2008). *Advisory Committee on Joint Use of School and Community Facilities. Final Report*. Winnipeg, MB: Author.
- Saskatchewan Parks and Recreation Association, Inc. (1989). *Community-School Use Agreements: A Guideline Manual*. Regina, SK: Author.

Appendix A: Superintendent Survey

Survey of Manitoba's schools and municipalities on user fees and policies related to community use of schools and school use of municipal facilities

Welcome to Echo Online.

The purpose of this survey is to collect information on user fees and policies related to community use of school facilities and school use of community facilities. The survey will take approximately 5-10 minutes of your time to complete.

Your cooperation in this important project is very much appreciated. The results will be used as a foundation for future policy development related to user fees and joint use agreements.

In this survey, the following terminology is used:

***'Two-way' or 'joint-use formal agreement'** is defined as a formal agreement between the municipality, recreation commission or other community group organization and a school or school board stipulating joint access to facilities between school and community users.*

***'One-way formal agreement'** refers to a signed formal agreement between the municipality, recreation commission or other community group organization and the school or school board regarding school use of municipal/community facilities or municipal/community use of school facilities (e.g., rental agreement).*

***'Informal agreement'** refers to a verbal agreement between the municipality, recreation commission or other community group organization and the school or school board regarding joint use or one-way use.*

*Unless otherwise specified, **'facility-use agreement'** will be used throughout the survey to refer to any of the above agreements.*

Note that the terms 'municipality' and 'recreation commission' are being used interchangeably.

It is important to note that this survey is completely voluntary. All information collected will be kept strictly confidential and respondents will not be identified individually.

1. What is the name of your school division?

2. What is your position?

3. Does your school division have formal guidelines in place for community use of school facilities?

"Yes"

"No"

4. If you replied 'yes' to the above question, briefly describe the formal guidelines currently in place. Otherwise, click 'next.'

5. Does your school division have policies in place related to community use of schools?

"Yes"

"No"

6. Does your school division have one or more joint-use agreements with local municipalities or recreation commissions?

"Yes"

"No"

7. If you replied 'yes' to the above question, please provide the names of municipalities or recreation commissions with which your school division has a joint-use agreement. Otherwise click 'next.'

8. Considering the barriers below, list the top 5 barriers in order of descending importance in regards to community use of school facilities. If you include 'Others,' please be specific as to what these are. Please abbreviate as needed.

Availability of gym
Availability of space other than gym
Distance or location of school
Cost/fees
Access to equipment
Supervision requirements
Staffing requirements by school or school division
Liability insurance
Attitude or relationship with school staff or school officials
Time conflicts (e.g., schedules)
Booking procedure
Summer or school breaks
Insufficient supervision
Availability of municipal staff
Others

9. Considering the barriers below, list the top 5 barriers in order of descending importance in regards to school use of community facilities. If you include 'Others,' please be specific as to what these are. Please abbreviate as needed.

Availability of gym
Availability of space other than gym
Distance or location of school
Cost/fees
Access to equipment
Supervision requirements
Staffing requirements by school or school division
Liability insurance
Attitude or relationship with school staff or school officials
Time conflicts (e.g., schedules)
Booking procedure
Summer or school breaks
Insufficient supervision
Availability of municipal staff
Others

10. Please provide further information in the space below regarding community use of school facilities and school use of community facilities. Describe one or more scenarios of challenges and be as specific as possible.

11. What suggestions can you offer for addressing these challenges?

Thank you for completing this online survey. Your cooperation in this important project is very much appreciated.

Appendix B: Principal Survey

Survey of Manitoba's schools and municipalities on user fees and policies related to community use of schools and school use of municipal facilities

Welcome to Echo Online.

The purpose of this survey is to collect information on user fees and policies related to community use of school facilities and school use of community facilities. The survey will take approximately 20-30 minutes of your time to complete.

Your cooperation in this important project is very much appreciated. The results will be used as a foundation for future policy development related to user fees and joint use agreements.

In this survey, the following terminology is used:

***'Two-way' or 'joint-use formal agreement'** is defined as a formal agreement between the municipality, recreation commission or other community group organization and a school or school board stipulating joint access to facilities between school and community users.*

***'One-way formal agreement'** refers to a signed formal agreement between the municipality, recreation commission or other community group organization and the school or school board regarding school use of municipal/community facilities or municipal/community use of school facilities (e.g., rental agreement).*

***'Informal agreement'** refers to a verbal agreement between the municipality, recreation commission or other community group organization and the school or school board regarding joint use or one-way use.*

*Unless otherwise specified, **'facility-use agreement'** will be used throughout the survey to refer to any of the above agreements.*

Note that the terms 'municipality' and 'recreation commission' are being used interchangeably.

It is important to note that this survey is completely voluntary. All information collected will be kept strictly confidential and respondents will not be identified individually.

1. What is the name of your school?
2. What is your position?
3. Is space allocated for community use at your school?
"Yes"
"No"

There are three parts to this survey. Part A contains questions asking about policies and regulations that may be in place for allocating school facilities for community use. Part B contains questions regarding school use of municipal/community facilities. Part C offers an opportunity to provide general feedback regarding community use of school facilities and school use of community facilities. Please provide as much detail as possible in your replies.

4. How is community use of the school's facilities allocated? Select all that apply.
"School division policy"
"School-based policy"
"Formal process"
"Informal process"
"Joint-use agreement with the municipality or recreation commission (You will be asked in provide the names in the next question.)"
"Other process (You will be asked to describe this in the next question.)"
5. If you selected 'Joint-use agreement with the municipality or recreation commission' to the above question, please provide their names here. Otherwise, click 'next.'
6. If you selected 'Other' to the above question, please describe the process for allocating the school's facilities here. Otherwise, click 'next.'
7. Which of the following groups and programs are commonly allocated the use of facilities during regular school hours (e.g., 8:30am to 4:00pm, if applicable)?
"School or division programming"
"Pre-school or daycare groups"
"Community support groups (e.g., Boys and Girls Clubs)"
"Municipal groups within a joint-use agreement"
"Employee groups"
"Organized groups involving division students or resident pre-school children"
"Organized groups with majority of division residents"
"Organized groups from the general public"

8. Which of the following groups and programs are commonly allocated the use of facilities outside regular school hours, including weekends and holidays?

"School or division programming"

"Pre-school or daycare groups"

"Community support groups (e.g., Boys and Girls Clubs)"

"Municipal groups within a joint-use agreement"

"Employee groups"

"Organized groups involving division students or resident pre-school children"

"Organized groups with majority of division residents"

"Organized groups from the general public"

9. Are school facilities allocated based on a formal application process for community users?

"Yes"

"No"

10. If you replied 'yes' to the above question, please describe the application process here. Otherwise click 'next.'

11. Indicate when school facilities are available for community use. Select all that apply.

"Before school hours"

"During school hours"

"After school hours"

"Weekends"

"Winter break"

"Spring break"

"Summer break"

"Holidays"

12. Indicate which school facilities are available for community use during regular class hours (e.g., 8:30am - 4:00pm). Select all that apply.

"Classrooms"

"Theatre"

"Music room(s)"

"Shop(s)"

"Multi-purpose room(s)"

"Gym"

"Pool"

"Outdoor grounds and/or facilities"

"Other facilities not listed above"

13. If you replied 'Other facilities not listed above' to the above question, please describe the school facilities here. Otherwise, click 'next.'

14. Indicate which school facilities are available for community use outside of regular class hours (e.g., early mornings, evenings, and weekends, including Friday evenings). Select all that apply.

"Classrooms"

"Theatre"

"Music room(s)"

"Shop(s)"

"Multi-purpose room(s)"

"Gym"

"Pool"

"Outdoor grounds and/or facilities"

"Other facilities not listed above"

15. If you replied 'Other facilities not listed above' to the above question, please describe the school facilities here. Otherwise, click 'next.'

16. Are all community users required to pay rental fees for the use of school facilities?

"Yes"

"No"

17. Which community groups are exempt from paying rental fees for use of school facilities? Select all that apply:

"Groups within a joint-use agreement"

"Resident daycare groups"

"Groups with majority of division residents"

"Religious organizations"

"Non-profit groups"

"Youth groups"

"Adult education organizations"

"Other groups not listed above (You will be asked to describe these in the next question.)"

18. If you replied 'Other groups not listed above' to the above question, please describe the groups that are exempt from paying rental fees here. Otherwise, click 'next.'

19. Briefly describe the rental fee structure for community users that are not exempt (e.g., organized groups from the general public: \$25 per hour set rate + \$25 per hour for custodian on weekends).

20. Are community users normally allowed the use of school-owned sporting equipment (e.g., soccer balls, floor hockey sticks, weights)?

"Yes"

"No"

21. Who is responsible for bookings and confirmations of the use of school facilities by community users? (e.g., school division staff, principal, secretary, designated teacher).

22. Are community users required to purchase liability insurance?

"Yes"

"No"

23. Do community use agreements cover damages to school equipment or facilities caused by community users?

"Yes"

"No"

24. Damages are the responsibility of:

"The individual who caused the damage"

"The community group that the individual belongs to"

"The school"

"Other not listed above (You will be asked to explain in the next question.)"

25. If you replied 'Other not listed above' to the above question, please explain responsibility for damages here. Otherwise click 'next.'

26. Do community use agreements specify staffing and supervision for community use of school facilities?

"Yes"

"No"

27. Who may be responsible for supervision, staffing, and related responsibilities?

"The community user or group"

"The school"

"Both"

28. Is a caretaker required on the premises during community use of school facilities?

"Yes"

"No"

"Sometimes (You will be asked to explain in the next question.)"

29. If you replied 'Sometimes' to the above question, please explain here. Otherwise click 'next.'

30. Is security personnel required on the premises during community use of school facilities?

"Yes"

"No"

"Sometimes (You will be asked to explain in the next question.)"

31. If you replied 'Sometimes' to the above question, please explain here. Otherwise click 'next.'

32. Are spectators permitted at community events held on school property?

"Yes"

"No"

"Sometimes (You will be asked to explain in the next question.)"

33. If you replied 'Sometimes' to the above question, please explain here. Otherwise click 'next.'

The questions in this section are in regards to school use of municipal or community facilities. Please provide as much detail as possible in your replies

34. Does your school require the use of municipal/community facilities?

"Yes"

"No"

35. Which of the following municipal or community facilities are required by your school?

"Outdoor rink(s)"

"Indoor arena(s)"

"Outdoor field(s)"

"Indoor court(s)"

"Indoor racquet court(s)"

"Outdoor racquet court(s)"

"Curling rink(s)"

"Fitness rooms(s)"

"Dance studio(s)"

"Classroom(s)"

"Multi-purpose room(s)"

"Gym(s)"

"Swimming pool(s)"

"Bowling alley(s)"

"Golf course(s)"

"Shooting range(s)"

"Outdoor water facility(ies)"

"Cycling facility(ies)"

"Equestrian facility(ies)"

"Skateboarding facility(ies)"

"Skiing (alpine, cross-country, freestyle) facility(s)"

"Other(s) not listed above"

36. If you replied 'Others not listed above' to the above question, please describe the municipal/community facilities here. Otherwise, click 'next.'

37. Is your school charged rental fees for the use of municipal facilities?

"Yes"

"No"

38. Which of the following municipal or community facilities required by your school involve payment of rental fees?

"Outdoor rink(s)"

"Indoor arena(s)"

"Outdoor field(s)"

"Indoor court(s)"

"Indoor racquet court(s)"

"Outdoor racquet court(s)"

"Curling rink(s)"

"Fitness rooms(s)"

"Dance studio(s)"

"Classroom(s)"

"Multi-purpose room(s)"

"Gym(s)"

"Swimming pool(s)"

"Bowling alley(s)"

"Golf course(s)"

"Shooting range(s)"

"Outdoor water facility(ies)"

"Cycling facility(ies)"

"Equestrian facility(ies)"

"Skateboarding facility(ies)"

"Skiing (alpine, cross-country, freestyle) facility(s)"

"Other(s) not listed above"

39. If you replied 'Others not listed above' to the above question, please briefly describe the municipal/community facilities required by your school and the rental fees charged (e.g., community club: \$25 per hour for indoor arena during school hours, outdoor ice is free, \$2 per game fee charged for 10-pin bowling, student membership reduced by 25% for use during school hours). Otherwise, click 'next.'

40. Considering the barriers below, list the top 5 barriers in order of descending importance in regards to community use of school facilities. If you include 'Others,' please be specific as to what these are. Please abbreviate as needed.

Availability of gym
Availability of space other than gym
Distance or location of school
Cost/fees
Access to equipment

Supervision requirements
Staffing requirements by school or school division
Liability insurance
Attitude or relationship with school staff or school officials
Time conflicts (e.g., schedules)
Booking procedure
Summer or school breaks
Insufficient supervision
Availability of municipal staff
Others

41. Considering the barriers below, list the top 5 barriers in order of descending importance in regards to school use of community facilities. If you include 'Others,' please be specific as to what these are. Please abbreviate as needed.

Availability of gym
Availability of space other than gym
Distance or location of school
Cost/fees
Access to equipment
Supervision requirements
Staffing requirements by school or school division
Liability insurance
Attitude or relationship with school staff or school officials
Time conflicts (e.g., schedules)
Booking procedure
Summer or school breaks
Insufficient supervision
Availability of municipal staff
Others

42. Please provide further information in the space below regarding community use of school facilities and school use of community facilities. Describe one or more scenarios of challenges and be as specific as possible.

43. What suggestions can you offer for addressing these challenges?

Thank you for completing this online survey. Your cooperation in this important project is very much appreciated.

Appendix C: Winnipeg School Division Principal Survey

Survey of Manitoba's schools and municipalities on user fees and policies related to community use of schools and school use of municipal facilities

Welcome to Echo Online.

The purpose of this survey is to collect information on user fees and policies related to community use of school facilities and school use of community facilities. The survey will take approximately 5-10 minutes of your time to complete.

Your cooperation in this important project is very much appreciated. The results will be used as a foundation for future policy development related to user fees and joint use agreements.

In this survey, the following terminology is used:

'Two-way' or 'joint-use formal agreement' is defined as a formal agreement between the municipality, recreation commission or other community group organization and a school or school board stipulating joint access to facilities between school and community users.

'One-way formal agreement' refers to a signed formal agreement between the municipality, recreation commission or other community group organization and the school or school board regarding school use of municipal/community facilities or municipal/community use of school facilities (e.g., rental agreement).

'Informal agreement' refers to a verbal agreement between the municipality, recreation commission or other community group organization and the school or school board regarding joint use or one-way use.

Unless otherwise specified, 'facility-use agreement' will be used throughout the survey to refer to any of the above agreements.

Note that the terms 'municipality' and 'recreation commission' are being used interchangeably.

It is important to note that this survey is completely voluntary. All information collected will be kept strictly confidential and respondents will not be identified individually.

PLEASE NOTE that the system will automatically time-out after 20 minutes of inactivity. If you need to pause responding to the survey, please click on 'click here to continue this survey later.' You will be provided with a username and password for re-entry to your survey.

1. What is the name of your school?

2. What is your position?

The questions in this section are in regards to school use of municipal or community facilities. Please provide as much detail as possible in your replies.

3. Does your school require the use of municipal/community facilities?

"Yes"

"No"

4. Which of the following municipal or community facilities are required by your school?

"Outdoor rink(s)"

"Indoor arena(s)"

"Outdoor field(s)"

"Indoor court(s)"

"Indoor racquet court(s)"

"Outdoor racquet court(s)"

"Curling rink(s)"

"Fitness rooms(s)"

"Dance studio(s)"

"Classroom(s)"

"Multi-purpose room(s)"

"Gym(s)"

"Swimming pool(s)"

"Bowling alley(s)"

"Golf course(s)"

"Shooting range(s)"

"Outdoor water facility(ies)"

"Cycling facility(ies)"

"Equestrian facility(ies)"

"Skateboarding facility(ies)"

"Skiing (alpine, cross-country, freestyle) facility(s)"

"Other(s) not listed above"

5. If you replied 'Others not listed above' to the above question, please describe the municipal/community facilities here. Otherwise, click 'next.'

6. Is your school charged rental fees for the use of municipal facilities?

"Yes"

"No"

7. Which of the following municipal or community facilities required by your school involve payment of rental fees?

- "Outdoor rink(s)"
- "Indoor arena(s)"
- "Outdoor field(s)"
- "Indoor court(s)"
- "Indoor racquet court(s)"
- "Outdoor racquet court(s)"
- "Curling rink(s)"
- "Fitness rooms(s)"
- "Dance studio(s)"
- "Classroom(s)"
- "Multi-purpose room(s)"
- "Gym(s)"
- "Swimming pool(s)"
- "Bowling alley(s)"
- "Golf course(s)"
- "Shooting range(s)"
- "Outdoor water facility(ies)"
- "Cycling facility(ies)"
- "Equestrian facility(ies)"
- "Skateboarding facility(ies)"
- "Skiing (alpine, cross-country, freestyle) facility(s)"
- "Other(s) not listed above"

8. If you replied 'Others not listed above' to the above question, please briefly describe the municipal/community facilities required by your school and the rental fees charged (e.g., community club: \$25 per hour for indoor arena during school hours, outdoor ice is free, \$2 per game fee charged for 10-pin bowling, student membership reduced by 25% for use during school hours). Otherwise, click 'next.'

9. Considering the barriers below, list the top 5 barriers in order of descending importance in regards to community use of school facilities. If you include 'Others,' please be specific as to what these are. Please abbreviate as needed.

- Availability of gym
- Availability of space other than gym
- Distance or location of school
- Cost/fees
- Access to equipment
- Supervision requirements
- Staffing requirements by school or school division
- Liability insurance
- Attitude or relationship with school staff or school officials

Time conflicts (e.g., schedules)
Booking procedure
Summer or school breaks
Insufficient supervision
Availability of municipal staff
Others

10. Considering the barriers below, the top 5 barriers in order of descending importance in regards to school use of community facilities. If you include 'Others,' please be specific as to what these are. Please abbreviate as needed.

Availability of gym
Availability of space other than gym
Distance or location of school
Cost/fees
Access to equipment
Supervision requirements
Staffing requirements by school or school division
Liability insurance
Attitude or relationship with school staff or school officials
Time conflicts (e.g., schedules)
Booking procedure
Summer or school breaks
Insufficient supervision
Availability of municipal staff
Others

11. Please provide further information in the space below regarding community use of school facilities and school use of community facilities. Describe one or more scenarios of challenges and be as specific as possible.

12. What suggestions can you offer for addressing these challenges?

Thank you for completing this online survey. Your cooperation in this important project is very much appreciated.

Appendix D: Municipality Survey

Survey of Manitoba's schools and municipalities on user fees and policies related to community use of schools and school use of municipal facilities

Welcome to Echo Online.

The purpose of this survey is to collect information on user fees and policies related to school use of community facilities and community use of school facilities. The survey will take approximately 20 minutes of your time to complete.

Your cooperation in this important project is very much appreciated. The results will be used as a foundation for future policy development related to user fees and joint use agreements

In this survey, the following terminology is used:

'Two-way' or 'joint-use formal agreement' is defined as a formal agreement between the municipality, recreation commission or other community group organization and a school or school board stipulating joint access to facilities between school and community users.

'One-way formal agreement' refers to a signed formal agreement between the municipality, recreation commission or other community group organization and the school or school board regarding school use of municipal/community facilities or municipal/community use of school facilities (e.g., rental agreement).

'Informal agreement' refers to a verbal agreement between the municipality, recreation commission or other community group organization and the school or school board regarding joint use or one-way use.

Unless otherwise specified, **'facility-use agreement'** will be used throughout the survey to refer to any of the above agreements.

Note that the terms 'municipality,' 'recreation commission,' 'recreation committee,' and 'recreation department' are being used interchangeably. For brevity, the term 'municipality' will be used to refer to any of the above terms.

It is important to note that this survey is completely voluntary. All information collected will be kept strictly confidential and respondents will not be identified individually.

PLEASE NOTE that the system will automatically time-out after 20 minutes of inactivity. If you need to pause responding to the survey, please click on 'click here to continue this survey later.' You will be provided with a username and password for re-entry to your survey.

1. What is the name of your municipality/recreation commission/recreation committee/recreation department?

2. What is your position?

3. Question for recreation directors only: Which municipalities and school divisions form the formal recreation commission/recreation committee/recreation department? (If you are a CAO, please click 'next.')

4. Does/do your municipality/ies have one or more facility-use agreements with local school boards or schools for school use of municipal facilities and community use of school facilities?

"Yes"

"No"

5. List the names of the schools and/or school boards with which you have facility-use agreements. Also indicate whether each agreement is one-way, two-way, formal, or informal. (Use the following abbreviations: 1=one-way; 2=two-way; F=formal; I=informal.)

6. Do the facility-use agreements include an application process for school users of municipal facilities?

"Yes"

"No"

"Both yes and no (You will be asked to explain in the next question.)"

7. If you selected 'Both yes and no' to the above question, please explain here. Otherwise click 'next.'

8. Which of the following municipal facilities are available for school use? Select all that apply.

"Outdoor rink(s)"

"Indoor arena(s)"

"Outdoor field(s)"

"Indoor court(s)"

"Indoor racquet court(s)"

"Outdoor racquet court(s)"

"Curling rink(s)"

"Fitness rooms(s)"

"Dance studio(s)"

"Classroom(s)"

"Multi-purpose room(s)"

"Gym(s)"

"Swimming pool(s)"

"Bowling alley(s)"

"Golf course(s)"

"Shooting range(s)"

"Outdoor water facility(ies)"

"Cycling facility(ies)"

"Equestrian facility(ies)"

"Skateboarding facility(ies)"

"Skiing (alpine, cross-country, freestyle) facility(s)"

"Other facility(ies) not listed above"

9. If you selected 'Other facility(ies) not listed above' to the previous question, please describe the municipal facilities here. Otherwise, click 'next.'

10. Do the facility-use agreements require school users to pay rental fees for the use of municipal facilities?

"Yes"

"No"

"Both yes and no (You will be asked to explain in the next question.)"

11. If you selected 'Both yes and no' to the previous question, please explain here. Otherwise click 'next.'

12. Do the facility-use agreements require the recreation commission and/or community users to pay rental fees for the use of school facilities?

"Yes"

"No"

"Both yes and no (You will be asked to explain in the next question.)"

13. If you selected 'Both yes and no' to the previous question, please explain here. Otherwise click 'next.'

14. Briefly describe the rental fee structure for school users of your facilities.

15. Briefly describe the rental fees charged by schools for the recreation commission's and/or community's use of their facilities.

16. Do the facility-use agreements cover procedures for cancellation of booked facilities?

"Yes"

"No"

17. Do the facility-use agreements provide guidelines for prioritizing how municipal space will be allocated?

"Yes"

"No"

18. If you responded 'yes' to the previous question, explain the guidelines in place for prioritizing the allocation of space. Otherwise click 'next.'

19. Do the facility-use agreements cover damages to municipal equipment or facilities caused by school users?

"Yes"

"No"

20. Do the facility-use agreements specify staffing and supervision for school use of municipal facilities?

"Yes"

"No"

21. Who may be responsible for supervision, staffing, and related responsibilities? Select all that apply.

"The school"

"The school board"

"The municipality"

"Other (You will be asked to explain in the next question.)"

22. If you selected 'Other' to the previous question, please explain here. Otherwise, click 'next.'

23. Do the facility-use agreements cover dispute resolution between school and community users?

"Yes"

"No"

The questions which follow offer an opportunity to provide general feedback regarding community use of school facilities and school use of municipal facilities. Please provide as much detail as possible in your replies.

24. What are the main challenges faced by municipalities in regards to the school use of municipal facilities? Select all that apply.

"Availability of space"

"Distance or location to school"

"Cost/fees"

"Access to equipment"

"Supervision requirements"

"Staffing requirements by school or school division"

"Liability insurance"

"Attitude or relationship with school staff or school officials"

"Time conflicts (e.g., schedules)"

"Booking procedure"

"Summer or school breaks"

"Insufficient supervision"

"Availability of municipal staff"

"Others (You will be asked to explain in the next question.)"

25. If you selected 'Others' in the previous question, please explain here. Otherwise, click 'next.'

26. Please provide further information in the space below. Describe one or more scenarios of challenges in regards to school use of municipal facilities and be as specific as possible. If this question does not apply to your context, please click next.

27. What suggestions can you offer for addressing the challenges encountered in regards to school use of municipal facilities?

28. What are the main challenges faced by municipalities in regards to the recreation commission's and/or community's use of school facilities? Select all that apply.

"Availability of space"

"Distance or location to school"

"Cost/fees"

"Access to equipment"

"Supervision requirements"

"Staffing requirements by school or school division"

"Liability insurance"

"Attitude or relationship with school staff or school officials"

"Time conflicts (e.g., schedules)"

"Booking procedure"

"Summer or school breaks"

"Insufficient supervision"

"Availability of municipal staff"

"Others (You will be asked to explain in the next question.)"

29. If you selected 'Others' in the previous question, please explain here. Otherwise, click 'next.'

30. Please provide further information in the space below. Describe one or more scenarios of challenges in regards to the recreation commission's and/or community's use of school facilities and be as specific as possible. If this question does not apply to your context, please click 'next.'

31. What suggestions can you offer for addressing the challenges encountered in regards to the recreation commission's and/or community's use of school facilities?

Thank you for completing this online survey. Your cooperation in this important project is very much appreciated.

Appendix E: Letter of Invitation to Principals and Superintendents



Culture, Heritage, Tourism and Sport

Recreation and Regional Services Branch

6th Floor – 213 Notre Dame Ave., Winnipeg, Manitoba R3B 1N3

T 204-945-3766 F 204-945-1684

www.manitoba.ca

Education, Citizenship and Youth

Bureau de l'éducation française Division

509 – 1181 Portage Ave., Winnipeg, Manitoba R3G 0T3

T 204-945-6928 F 204-948-2994

www.manitoba.ca

November 2009

To: Superintendents of School Divisions
Principals of Schools

Subject: Online Survey

Dear Superintendent/Principal:

In December 2008, a report by the Advisory Committee on Joint Use of School and Community Facilities (ACJUSC) recommended that 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. As co-chairs of the committee, we are writing to you to let you know that a survey has been developed and that we are requesting your participation. The results of this survey will build an understanding of the current situation and will be used as a foundation for future policy development.

The Manitoba Departments of Education, Citizenship and Youth and Culture, Heritage, Tourism and Sport have contracted with the Canadian Council on Learning (CCL) to conduct the survey. CCL is an independent, non-profit corporation that promotes and supports research to improve all aspects of learning across Canada. CCL is preparing three separate surveys; one for School Division Superintendents and another for School Principals. A third survey will be sent to the Chief Administrative Officers of municipalities that do not participate in Recreation Commissions funded through the Province's Recreation Opportunities Program and to the Recreation Directors of those municipalities that do.

We would like to learn about the current situation at your school division/school and your experience with facility use agreements. The survey is online and will take approximately 20 to 30 minutes of your time to complete. All information collected will be kept strictly confidential

and respondents will not be identified individually. This survey is the most efficient and economical tool at our disposal allowing us to gather relevant information from the largest possible number of people. It is our hope that you will support this important project and participate in this survey.

The online survey will be available near the end of November 2009 at which time you will receive an email from the Canadian Council on Learning. Please note that this email will be sent to School Principals via the School Division Superintendent. Your cooperation in this important project is very much appreciated. If you have any questions or concerns, please do not hesitate to contact Paul Paquin, Curriculum Consultant with Manitoba Education, Citizenship and Youth or Ellen Kelley, Recreation Consultant with Manitoba Culture, Heritage, Tourism and Sport. Mr. Paquin can be reached at 945-3529 or electronically at paul.paquin@gov.mb.ca. Ms. Kelley can be reached at 945-4401 or electronically at ellen.kelley@gov.mb.ca.

Sincerely,

Annette Willborn
Director
Recreation and Regional Services Branch
Manitoba Culture, Heritage, Tourism and Sport

Jean-Vianney Auclair
Assistant Deputy Minister
Bureau de l'éducation française Division
Manitoba Education, Citizenship and Youth



Éducation, Citoyenneté et Jeunesse
Division du Bureau de l'éducation française
Édifice Robert-Fletcher
1181, avenue Portage, salle 509
Winnipeg (Manitoba) Canada R3G 0T3
Tél. 204 945-6916 Téléc. 204 945-1625
Évaluation Téléc. 204 948-3234
C.-élec. bef@gov.mb.ca

Culture, Patrimoine, Tourisme et Sport
Direction des loisirs et des services régionaux
6^e étage, 213 avenue Notre Dame
Winnipeg Manitoba R3B 1N3
T 204-945-3766 F 204-945-1684
www.manitoba.ca

Novembre 2009

Destinataires : Directeurs généraux des divisions scolaires
Directeurs d'école

Objet : Sondage en ligne

Mesdames, Messieurs,

En décembre 2008, un rapport du Comité consultatif sur l'utilisation conjointe des installations scolaires et communautaires (CCUCISC) a recommandé que la province procède à un sondage auprès des divisions scolaires et des municipalités au sujet des frais et des politiques liés à l'utilisation des installations scolaires par les communautés et celle des installations communautaires par les écoles. En tant que coprésidents du comité, nous vous informons par la présente qu'un sondage sera administré sous peu et nous vous demandons d'y participer. Les résultats de ce sondage permettront de faire l'état des lieux de la situation actuelle et serviront de base à l'élaboration des futures lignes directrices et politiques.

Le ministère de l'Éducation, de la Citoyenneté et de la Jeunesse du Manitoba et celui de la Culture, du Patrimoine, du Tourisme et du Sport du Manitoba ont retenu les services du Conseil canadien sur l'apprentissage (CCA) pour mener à bien ce sondage. Le CCA est un organisme indépendant sans but lucratif qui se consacre à la promotion et au soutien de la recherche afin d'améliorer l'apprentissage sous tous ses aspects dans tout le pays et dans tous les milieux. Il prépare trois sondages. Le premier s'adresse aux directeurs généraux des divisions scolaires. Le deuxième est destiné aux directeurs d'école. Le troisième sera distribué aux directeurs municipaux des municipalités qui ne participent pas aux Commissions des loisirs financées par le Programme de possibilités récréatives de la province, ainsi qu'aux directeurs des programmes de loisir des municipalités qui y participent.

Nous souhaiterions connaître la situation actuelle de votre division scolaire/école et votre expérience relative aux ententes d'utilisation des installations. Le sondage est en ligne et requerra environ 20 à 30 minutes de votre temps.

La confidentialité de tous les renseignements recueillis sera préservée et les répondants ne seront pas identifiés à titre individuel. Ce sondage est l'outil le plus efficace et le plus économique que nous ayons à notre disposition pour recueillir des renseignements pertinents auprès du plus grand nombre de personnes possible. Nous espérons que vous soutiendrez cet important projet et participerez à ce sondage.

Le sondage sera disponible en ligne vers la fin novembre 2009, date à laquelle le Conseil canadien sur l'apprentissage vous enverra par courriel les instructions détaillées pour y accéder. Veuillez noter que ce courriel sera envoyé aux directeurs d'écoles par l'intermédiaire du directeur général de leur division scolaire. Nous apprécions beaucoup votre collaboration à cet important projet. Veuillez ne pas hésiter à communiquer avec Paul Paquin, conseiller pédagogique au ministère de l'Éducation, de la Citoyenneté et de la Jeunesse ou Ellen Kelley, conseillère à la Direction des loisirs au ministère de la Culture, du Patrimoine, du Tourisme et du Sport si vous avez des questions ou des préoccupations. Vous pouvez joindre Monsieur Paquin par téléphone au 945-3529 ou par courriel à paul.paquin@gov.mb.ca ou Madame Kelley par téléphone au 945-4401 ou par courriel à ellen.kelley@gov.mb.ca.

Veillez recevoir, Mesdames, Messieurs, l'expression de nos sincères salutations.

Le sous-ministre adjoint,

La directrice,

Jean-Vianney Auclair
Division du Bureau de l'éducation française
Éducation, Citoyenneté et Jeunesse
Manitoba

Annette Willborn
Direction des loisirs et des services
régionaux
Culture, Patrimoine, Sport et Tourisme

Appendix F: Letter of Invitation of Recreation Directors and Chief Administrative Officers



Healthy Living, Youth and Seniors

Recreation and Regional Services Branch
6th Floor – 213 Notre Dame Ave., Winnipeg, Manitoba R3B 1N3
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Education

Bureau de l'éducation française Division
509 – 1181 Portage Ave., Winnipeg, Manitoba R3G 0T3
T 204-945-6928 F 204-948-2994
www.manitoba.ca

December 2009

To: Recreation Directors
Chief Administrative Officers

Subject: Online Survey

Dear Sir or Madam:

In December 2008, a report by the Advisory Committee on Joint Use of School and Community Facilities (ACJUSC) recommended that 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. As co-chairs of the committee, we are writing to you to let you know that a survey has been developed and that we are requesting your participation. The results of this survey will build an understanding of the current situation and will be used as a foundation for future policy development.

The Manitoba Departments of Education and Healthy Living, Youth and Seniors have contracted with the Canadian Council on Learning (CCL) to conduct the survey. CCL is an independent, non-profit corporation that promotes and supports research to improve all aspects of learning across Canada. CCL is preparing three separate surveys; one for School Division Superintendents and another for School Principals. A third survey will be sent to the Chief Administrative Officers of municipalities that do not participate in Recreation Commissions funded through the Province's Recreation Opportunities Program and to the recreation directors of those municipalities that do.

We would like to learn about the current situation at your recreation commission/municipality and your experience with facility use agreements. The survey is online and will take approximately 20 to 30 minutes of your time to complete. All information collected will be kept strictly confidential and respondents will not be identified individually. This survey is the

most efficient and economical tool at our disposal allowing us to gather relevant information from the largest possible number of people. It is our hope that you will support this important project and participate in this survey.

The online survey will be available at the beginning of January 2010 and you will soon be receiving an email from the CCL with detailed instructions on accessing the survey. Your cooperation in this important project is very much appreciated. If you have any questions or concerns, please do not hesitate to contact Ellen Kelley, Consultant with Manitoba Healthy Living, Youth and Seniors, or Paul Paquin, Curriculum Consultant with Manitoba Education. Ms Kelley can be reached at 945-4401 or electronically at ellen.kelley@gov.mb.ca. Mr. Paquin can be reached at 945-3529 or electronically at paul.paquin@gov.mb.ca.

Sincerely,

Annette Willborn
Director
Recreation and Regional Services Branch
Manitoba Healthy Living, Youth and Seniors

Jean-Vianney Auclair
Assistant Deputy Minister
Bureau de l'éducation française
Manitoba Education

Manitoba



Éducation

Division du Bureau de l'éducation française
Édifice Robert-Fletcher
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Tél. 204 945-6916 Téléc. 204 945-1625
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Vie saine, Jeunesse et Aînés

Direction des loisirs et des services régionaux
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www.manitoba.ca

Décembre 2009

DESTINATAIRES : Directeurs municipaux
Directeurs des loisirs

Objet : Sondage en ligne

Mesdames, Messieurs,

En décembre 2008, un rapport du Comité consultatif sur l'utilisation conjointe des installations scolaires et communautaires (CCUCISC) a recommandé que la province procède à un sondage auprès des divisions scolaires et des municipalités au sujet des frais et des politiques liés à l'utilisation des installations scolaires par les communautés et celle des installations communautaires par les écoles. En tant que coprésidents du comité, nous vous informons par la présente qu'un sondage sera administré sous peu et nous vous demandons d'y participer. Les résultats de ce sondage permettront de faire l'état des lieux de la situation actuelle et serviront de base à l'élaboration des futures lignes directrices et politiques.

Le ministère de l'Éducation et celui de la Vie saine, de la Jeunesse et des Aînés du Manitoba ont retenu les services du Conseil canadien sur l'apprentissage (CCA) pour mener à bien ce sondage. Le CCA est un organisme indépendant sans but lucratif qui se consacre à la promotion et au soutien de la recherche afin d'améliorer l'apprentissage sous tous ses aspects dans tout le pays et dans tous les milieux. Il prépare trois sondages. Le premier s'adresse aux directeurs généraux des divisions scolaires. Le deuxième est destiné aux directeurs d'école. Le troisième sera distribué aux directeurs municipaux des municipalités qui ne participent pas aux Commissions des loisirs financées par le Programme de possibilités récréatives de la province, ainsi qu'aux directeurs des programmes de loisir des municipalités qui y participent.

Nous souhaiterions connaître la situation actuelle de votre commission des loisirs/ municipalité et votre expérience relative aux ententes d'utilisation des installations. Le sondage est en ligne et requerra environ 20 à 30 minutes de votre temps. La confidentialité de tous les renseignements recueillis sera préservée et les répondants ne seront pas identifiés à titre individuel. Ce sondage est l'outil le plus efficace et le plus économique que nous ayons à notre disposition pour recueillir des renseignements pertinents auprès du plus grand nombre de personnes possible. Nous espérons que vous soutiendrez cet important projet et participerez à ce sondage.

Le sondage sera disponible en ligne au début de janvier 2010. Le Conseil canadien sur l'apprentissage vous enverra prochainement par courriel les instructions détaillées pour y accéder. Nous apprécions beaucoup votre collaboration à cet important projet. Veuillez ne pas hésiter à communiquer avec Paul Paquin, conseiller pédagogique au ministère de l'Éducation ou Ellen Kelley, conseillère des loisirs au ministère de la Vie saine, de la Jeunesse et des Aînés si vous avez des questions ou des préoccupations. Vous pouvez joindre Monsieur Paquin par téléphone au 945-3529 ou par courriel à paul.paquin@gov.mb.ca ou Madame Kelley par téléphone au 945-4401 ou par courriel à ellen.kelley@gov.mb.ca.

Veillez recevoir, Mesdames, Messieurs, l'expression de nos sincères salutations.

Le sous-ministre adjoint,

La directrice,

Jean-Vianney Auclair
Division du Bureau de l'éducation française
Éducation Manitoba

Annette Willborn
Direction des loisirs et des services
régionaux
Vie saine, Jeunesse et Aînés

Appendix G: Email Letter to Superintendents

Un message en français suit.

Hello,

I am writing on behalf of the Manitoba Departments of Education, Citizenship and Youth and Culture, Heritage, Tourism and Sport about your participation in a survey on the policies related to the community use of school facilities and school use of community facilities. This email contains the information and instructions you will need to access the survey.

We have developed three separate surveys; one for School Division Superintendents, another for School Principals, and another for municipalities and recreation commission. Superintendents will be asked to forward the Principals survey via their email lists.

At this time, we are soliciting the participation of Superintendents. This survey is currently available online and can be accessed from any computer connected to the internet such as a home computer, a work computer, or a computer at a public library. To access the survey, click on the following link <http://echoonline.ccl-cca.ca/Default.aspx?release=2da1e4e7-cd0d-43f5-9b34-a5b4b95bfde0>. You can take the survey in either English or French. The online survey will be available until December 4, 2009.

Your cooperation in this important project is very important and we encourage you to participate. Please do not delay!

If you have any questions or concerns about the survey, please do not hesitate to contact me. I can be reached at 604-694-2710, extension 303 or via email at sguerriero@ccl-cca.ca. You may also contact Paul Paquin, Curriculum Consultant with Manitoba Education, Citizenship and Youth or Ellen Kelley, Recreation Consultant with Manitoba Culture, Heritage, Tourism and Sport. Mr. Paquin can be reached at 945-3529 or electronically at paul.paquin@gov.mb.ca. Ms. Kelley can be reached at 945-4401 or electronically at ellen.kelley@gov.mb.ca.

Sincerely,

Sonia Guerriero, PhD

Senior Research Analyst/Project Manager
Research and Knowledge Mobilization
Canadian Council on Learning

Bonjour,

Au nom des ministères manitobains de l'Éducation, de la Citoyenneté et de la Jeunesse, de la Culture, du Patrimoine, du Tourisme et des Sports, je vous écris à propos de votre participation à une enquête sur les politiques relatives à l'utilisation communautaire des installations scolaires et à l'utilisation des installations communautaires par les écoles. Ce courriel contient les renseignements et les instructions dont vous aurez besoin pour avoir accès à l'enquête.

Nous avons préparé trois enquêtes distinctes : une pour les surintendants de division scolaire, une autre pour les directeurs d'école et une autre pour les municipalités et les commissions des loisirs. Les surintendants se feront demander de transférer l'enquête des directeurs grâce à leurs listes de courriels.

Pour le moment, nous sollicitons la participation des surintendants. Cette enquête est présentement disponible en ligne et peut être accédée par tout ordinateur branché sur Internet comme un ordinateur personnel, un ordinateur de bureau ou un ordinateur dans une bibliothèque publique. Pour avoir accès à l'enquête, cliquez sur le lien suivant : <http://echoonline.ccl-cca.ca/Default.aspx?release=2da1e4e7-cd0d-43f5-9b34-a5b4b95bfdc0>. Vous pouvez effectuer l'enquête en anglais ou en français. L'enquête sera disponible en ligne jusqu'au 4 décembre 2009. Votre coopération dans ce projet important est essentielle et nous vous encourageons à participer. Veuillez le faire sans délai!

Pour toute question à propos de l'enquête, n'hésitez pas à communiquer avec moi. Vous pouvez me rejoindre au (604) 694-2710 poste 303 ou par courriel à sguerriero@ccl-cca.ca. Vous pouvez également communiquer avec Paul Paquin, conseiller pédagogique auprès des ministères manitobains de l'Éducation, de la Citoyenneté et de la Jeunesse, et des Sports ou avec Ellen Kelley, conseillère en loisirs auprès des ministères de la Culture, du Patrimoine, du Tourisme et des Sports du Manitoba. M. Paquin peut être rejoint au 945-3529 ou électroniquement à paul.paquin@gov.mb.ca. Mme Kelley peut être rejointe au 945-4401 ou électroniquement à ellen.kelley@gov.mb.ca.

Veuillez agréer l'expression de mes salutations distinguées,

Sonia Guerriero, PhD

Senior Research Analyst/Project Manager
Research and Knowledge Mobilization
Canadian Council on Learning
Analyste principale à la recherche/Gestionnaire de projet
La Direction de la Recherche et de la mobilisation des connaissances
Conseil canadien sur l'apprentissage
701 West Georgia Street, Suite 1805
Vancouver, BC V7Y 1C6
sguerriero@ccl-cca.ca
T: 604.662.3101 x303 | F: 604.662.3168

Appendix H: Email Letter to Principals

Un message en français suit.

PLEASE FORWARD TO ALL PRINCIPALS IN YOUR SCHOOL DIVISION

Hello,

I am writing on behalf of the Manitoba departments of Education and of Culture, Heritage, Tourism and Sport about your participation in a survey on the policies related to the community use of school facilities and school use of community facilities. This email contains the information and instructions you will need to access the survey.

We have developed three separate surveys; one for School Division Superintendents, another for School Principals, and another for municipalities and recreation commission. Superintendents will be asked to forward the Principals survey via their email lists.

At this time, we are soliciting the participation of Principals. This survey is currently available online and can be accessed from any computer connected to the internet such as a home computer, a work computer, or a computer at a public library. To access the survey, click on the following link <http://echoonline.ccl-cca.ca/Default.aspx?release=bd2ed5ec-0787-402e-9c04-bb7912950b91>. You can take the survey in either English or French. The online survey will be available until December 11, 2009.

Your cooperation in this important project is very important and we encourage you to participate. Please do not delay!

If you have any questions or concerns about the survey, please do not hesitate to contact me. I can be reached at 604-694-2710, extension 303 or via email at sguerriero@ccl-cca.ca. You may also contact Paul Paquin, Curriculum Consultant with Manitoba Education or Ellen Kelley, Recreation Consultant with Manitoba Culture, Heritage, Tourism and Sport. Mr. Paquin can be reached at 945-3529 or electronically at paul.paquin@gov.mb.ca. Ms. Kelley can be reached at 945-4401 or electronically at ellen.kelley@gov.mb.ca.

Sincerely,

Sonia Guerriero, PhD

Senior Research Analyst/Project Manager
Research and Knowledge Mobilization
Canadian Council on Learning

VEUILLEZ TRANSMETTRE CE COURRIEL A TOUT LES DIRECTEURS ET DIRECTRICES DE VOTRE DIVISION SCOLAIRE

Bonjour,

Au nom des ministères manitobains de l'Éducation et de la Culture, du Patrimoine, du Tourisme et des Sports, je vous écris à propos de votre participation à une enquête sur les politiques relatives à l'utilisation communautaire des installations scolaires et à l'utilisation des installations communautaires par les écoles. Ce courriel contient les renseignements et les instructions dont vous aurez besoin pour avoir accès à l'enquête.

Nous avons préparé trois enquêtes distinctes : une pour les surintendants de division scolaire, une autre pour les directeurs et directrices d'école et une autre pour les municipalités et les commissions des loisirs. Les surintendants se feront demander de transférer l'enquête des directeurs et directrice grâce à leurs listes de courriels.

Pour le moment, nous sollicitons la participation des directeurs et directrices. Cette enquête est présentement disponible en ligne et peut être accédée par tout ordinateur branché sur Internet comme un ordinateur personnel, un ordinateur de bureau ou un ordinateur dans une bibliothèque publique. Pour avoir accès à l'enquête, cliquez sur le lien suivant : <http://echoonline.ccl-cca.ca/Default.aspx?release=bd2ed5ec-0787-402e-9c04-bb7912950b91>. Vous pouvez effectuer l'enquête en anglais ou en français. L'enquête sera disponible en ligne jusqu'au 11 décembre 2009. Votre coopération dans ce projet important est essentielle et nous vous encourageons à participer. Veuillez le faire sans délai!

Pour toute question à propos de l'enquête, n'hésitez pas à communiquer avec moi. Vous pouvez me rejoindre au (604) 694-2710 poste 303 ou par courriel à sguerriero@ccl-cca.ca. Vous pouvez également communiquer avec Paul Paquin, conseiller pédagogique auprès du ministère manitobain de l'Éducation ou avec Ellen Kelley, conseillère en loisirs auprès du ministère manitobain de la Culture, du Patrimoine, du Tourisme et des Sports. M. Paquin peut être rejoint au 945-3529 ou électroniquement à paul.paquin@gov.mb.ca. Mme Kelley peut être rejointe au 945-4401 ou électroniquement à ellen.kelley@gov.mb.ca.

Veillez agréer l'expression de mes salutations distinguées,

Sonia Guerriero, PhD

Senior Research Analyst/Project Manager
Research and Knowledge Mobilization
Canadian Council on Learning
Analyste principale à la recherche/Gestionnaire de projet
La Direction de la Recherche et de la mobilisation des connaissances
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Vancouver, BC V7Y 1C6
sguerriero@ccl-cca.ca / T: 604.662.3101 x303 | F: 604.662.3168

Appendix I: Email letter to Recreation Directors and Chief Administrative Officers

Un message en français suit.

Hello,

I am writing on behalf of the Province of Manitoba's Departments of Healthy Living, Youth and Seniors and of Education about your participation in a survey on the policies related to the community use of school facilities and school use of community facilities. This email contains the information and instructions you will need to access the survey.

We have developed three separate surveys; one for School Division Superintendents, another for School Principals, and another for municipalities and recreation commissions. At this time, we are soliciting the participation of Recreation Directors of municipalities involved in the Recreation Opportunities Program (ROP) and Chief Administrative Officers of municipalities which are not involved in ROP.

This survey is currently available online and can be accessed from any computer connected to the internet such as a home computer, a work computer, or a computer at a public library. To access the survey, click on the following link <http://echoonline.ccl-cca.ca/Default.aspx?release=a7b68eb6-a53b-4fae-b0ff-6f80df1b6e6d>. You can take the survey in either English or French. The online survey will be available until February 3, 2010.

If you have any questions or concerns about the survey, please do not hesitate to contact me. I can be reached at 604-694-2710, extension 303 or via email at sguerriero@ccl-cca.ca. You may also contact Ellen Kelley, Recreation Consultant with Manitoba Healthy Living, Youth and Seniors or Paul Paquin, Curriculum Consultant with Manitoba Education. Ms. Kelley can be reached at 945-4401 or electronically at ellen.kelley@gov.mb.ca. Mr. Paquin can be reached at 945-3529 or electronically at paul.paquin@gov.mb.ca.

Sincerely,

Sonia Guerriero, PhD

Senior Research Analyst/Project Manager
Research and Knowledge Mobilization
Canadian Council on Learning

Bonjour,

Au nom des ministères manitobains de Vie saine, Jeunesse et Aînés et de l'Éducation, je vous écris à propos de votre participation à une enquête sur les politiques relatives à l'utilisation communautaire des installations scolaires et à l'utilisation des installations communautaires par les écoles. Ce courriel contient les renseignements et les instructions dont vous aurez besoin pour avoir accès à l'enquête.

Nous avons préparé trois enquêtes distinctes : une pour les surintendants de division scolaire, une autre pour les directeurs et directrices d'école et une autre pour les municipalités et les commissions des loisirs. Pour le moment, nous sollicitons la participation des directeurs municipaux des municipalités qui ne participent pas aux Commissions des loisirs financées par le Programme de possibilités récréatives de la province, ainsi qu'aux directeurs des programmes de loisir des municipalités qui y participent.

Cette enquête est présentement disponible en ligne et peut être accédée par tout ordinateur branché sur Internet comme un ordinateur personnel, un ordinateur de bureau ou un ordinateur dans une bibliothèque publique. Pour avoir accès à l'enquête, cliquez sur le lien suivant : <http://echoonline.ccl-cca.ca/Default.aspx?release=a7b68eb6-a53b-4fae-b0ff-6f80df1b6e6d>. Vous pouvez effectuer l'enquête en anglais ou en français. L'enquête sera disponible en ligne jusqu'au 3 février 2010.

Pour toute question à propos de l'enquête, n'hésitez pas à communiquer avec moi. Vous pouvez me rejoindre au (604) 694-2710 poste 303 ou par courriel à sguerriero@ccl-cca.ca. Vous pouvez également communiquer avec Ellen Kelley, conseillère en loisirs auprès du ministère manitobain de la Vie saine, Jeunesse et Aînés ou avec Paul Paquin, conseiller pédagogique auprès du ministère manitobain de l'Éducation. Mme Kelley peut être rejointe au 945-4401 ou électroniquement à ellen.kelley@gov.mb.ca. M. Paquin peut être rejoint au 945-3529 ou électroniquement à paul.paquin@gov.mb.ca.

Veillez agréer l'expression de mes salutations distinguées,

Sonia Guerriero, PhD

Senior Research Analyst/Project Manager
Research and Knowledge Mobilization
Canadian Council on Learning
Analyste principale à la recherche/Gestionnaire de projet
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