



JOINT USE AGREEMENT



May 15, 2001

Dr. Dale Ripley, Superintendent of Edmonton Catholic Schools,
Dr. Emery Dosdall, Superintendent of Edmonton Public Schools,
Mr. Al Maurer, City Manager, City of Edmonton



Dear Sirs,

On behalf of the Joint Use Agreement (JUA) Steering Committee, I am pleased to present the 1999-2000 **JOINT USE AGREEMENT ANNUAL REPORT**. This report represents the hard work of dozens of volunteers from many community groups and appointees from each of the three JUA partners.



This report is intended to highlight activities undertaken over the past year by each of the three JUA committees with an emphasis on the resulting benefits to the citizens of Edmonton. The year began with a review of the past four years at a Special Planning Workshop of the Steering Committee, out of which, the composition of the committees was revised to better represent the stakeholders that are directly impacted. Strategic planning exercises were held with each of the JUA working sub-committees and work plans were developed to address issues and challenges in the coming year.

STEERING COMMITTEE MEMBERS

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The JUA Steering Committee is looking forward to a productive year of serving Edmontonians, nurturing current partnerships and building new ones.

Respectfully submitted,

Rick Mooney, Chair
Joint Use Agreement Steering Committee

JOINT USE AGREEMENT

2000

ANNUAL REPORT



Joint Use - Cooperating for Edmonton

JOINT USE AGREEMENT: 1999 - 2000 ANNUAL REPORT

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PRINCIPLES OF THE JOINT USE AGREEMENT

The Joint Use Agreement is guided by the following principles:

SHARED USE

That school sites and recreation sites, facilities and resources be shared.

COOPERATIVE PLANNING

That school sites and parks and recreation sites, and facilities be co-operatively planned.

CONSULTATION

That the parties to the Agreement undertake ongoing consultation with User Groups during the lifetime of the Agreement.

EFFICIENCY AND EFFECTIVENESS

That the resources of the three parties and User Groups be efficiently used and extended for the maximum benefit of the community.

SHARED COST

That costs associated with the Agreement be fairly shared among the three parties to the Agreement. User groups may have to participate in basic operating costs of facilities, and will be offered the opportunity to purchase or supply enhanced levels of service and to participate in capital improvements.

EQUAL PARTNERSHIP

That there be an equal partnership among the three parties to the Agreement.

RESERVE DEDICATION

That all reserve land and funds generated in lieu of reserve land be used solely for the purposes of school sites and parks and recreation sites.

JOINT USE AGREEMENT: 1999 - 2000 ANNUAL REPORT

EXECUTIVE SUMMARY

Background

The Joint Use Agreement (JUA) is a formal contract between the City of Edmonton, Edmonton Public Schools and Edmonton Catholic Schools, initiated with the goal **to ensure the citizens of Edmonton have access to school and recreation sites, facilities and resources for their enjoyment now and in the future.** The agreement was initially signed in 1959 and updated in April of 1996 for a ten year period. This successful 41 year partnership makes schools available to community groups and allows school children access to arenas, pools and other city facilities. The agreement also clarifies how the partners will work together to design, build and maintain school and park sites.

The success of the JUA rests on collaboration. Staff from the three partners work closely with each other and with volunteers from community groups that use schools, community facilities and sports fields. The Steering Committee and three Working Sub-committees provide the structure for ongoing cooperative planning:

- Site Planning and Facility Design Working Sub-Committee
- School and Recreation Facilities Working Sub-Committee
- Sports Fields Working Sub-Committee

Each working committee has a distinct focus and specific priorities. Together they identify current challenges and develop creative solutions that they forward to the Steering Committee. The Steering Committee consists of two representatives from each of the three partners in the JUA. The Steering Committee supports and coordinates the work of the JUA committees. It is a policy recommending body that takes the final reports from the three committees forward to the three partners for implementation. The Steering Committee is also responsible for preparing an annual report that contains the annual reports of the three working committees as well as their accomplishments for the past year and priorities for the upcoming year. This report is submitted to the City Manager and the Superintendents of the two school boards.

Accomplishments

Site Planning and Facility Design Working Sub-Committee

- Collaborated with Edmonton Planning and Development in *Future School Sites* report
- *Parking at JUA School and Park Sites* Study nearly complete
- *Dual Use of School and Park Sites for Stormwater Management Evaluation* report complete
- *JUA Naturescapes Manual* implemented and received national and regional awards from Canadian Society of Landscape Architects

School and Recreation Facilities Working Sub-Committee

- *Access to School Facilities Report* to Edmonton Public School principals
- Centralized bookings system on computer CLASS System nearing completion at Community Services and Edmonton Public Schools
- Gymnasium fee structure under review

Sports Fields Working Sub-Committee

- Committee revitalized and three working committees established with a work plan for 2000-2001
- Negotiations opened with University of Alberta for JUA community use of sports fields after the 2001 World Championships in Athletics
- Home Base Program Review nearing completion

Future Priorities

Site Planning and Facility Design Working Sub-Committee

- *Playground Construction and Maintenance Study*
- *Compensation for Surplus School Sites Study*

School and Recreation Facilities Working Sub-Committee

- Develop Standards of Play
- Review user fees
- A fully integrated booking system in place by June 2001

Sports Fields Working Sub-Committee

- Multiple Sports Fields Tournament Sites
- Planning for School/Park Sites in New Neighbourhoods
- Review of the Standards of Play and Sports Field Stakeholder Strategy Recommendations

INTRODUCTION

Background

The Joint Use Agreement (JUA) is a formal agreement between the City of Edmonton, Edmonton Public Schools and Edmonton Catholic Schools. The agreement was initially signed in 1959 and recently updated in April 1996. This revised edition will cover the next ten years until 2006. The Joint Use Agreement makes the schools available to community groups in after-school hours and it makes the arenas, pools and other city facilities available to school children during the school hours. The agreement also clarifies how the three partners will work together to design, build and maintain schools and park sites. As well, following a comprehensive consultation process, a number of principles were formally adopted to guide the Joint Use Agreement Committees in implementing recommendations.

Each Working Sub-Committee is comprised of staff from the three Joint Use Agreement partners and volunteers appointed by community organizations that are directly involved in the use of the joint use facilities. The six member Steering Committee, made up of two representatives from each of the three partners, supports and coordinates the work of the three Joint Use Working Sub-Committees.

HIGHLIGHTS

SITE PLANNING AND FACILITY DESIGN WORKING SUB-COMMITTEE

Background

The Site Planning and Facility Design Committee is one of the three JUA committees created to address certain recommendations outlined in the *JUA (1996)*. These recommendations pertain to: parking, naturalization, dry ponds on sports fields, facility standards, land use assembly, funds to acquire and develop land, catchment area for schools, location of school sites/busing routes, drop-off zones, school sites declared surplus to school districts' needs, sale of reserve surplus sites and buildings, and integration.

Initiatives and Accomplishments in 2000

Parking Issues on School and Parks Sites

Initial concerns regarding the inadequacy of parking on school and parks sites were raised by sports field user groups during November 1994 public input sessions associated with the review of the Joint Use Agreement. A JUA Parking Sub-Committee was struck to address two elements of this issue. They were: (1) parking requirements for future sites in new neighbourhoods, and (2) on-site demand. A preliminary report has been prepared and circulated to key stakeholders for comments. The resulting report from this study will go to the Steering Committee in fall 2001. The report will set out guidelines for the design of facilities on future sites, and make recommendations regarding standards and requirements for future providers and practitioners.

School and Park Development

The Neighbourhood School and Recreation Site Review Sub-committee was directed to do an independent technical review of the opportunities to design school/park sites in a more efficient and responsive manner to meet community requirements. The Sub-committee recommended a series of principles to guide the application of flexible school and park site designs. Their completed report, entitled *Shift to Second Curve Thinking for New Neighbourhood School and Park Site Design* (April, 1999), was accepted by the Joint Use Steering Committee and sent forward to the three partners for their reaction. Excerpts from this report have been incorporated into Edmonton Planning and Development's report, *Future School Sites*, which City Council accepted as information on July 4th, 2000.

Dual Use for Stormwater Management

The Edmonton Chapter of Urban Development Institute (U.D.I.) requested the Edmonton Community Services Department consider the use of school and parkland for stormwater

retention. The concept has a stormwater management (SWM) facility abutting a municipal reserve (MR) site, which allows the SWM facility and the open space of the MR lands to be utilized for temporary stormwater ponding. Cost-savings in municipal infrastructure and the opportunity to develop parkland at an earlier time frame are the primary benefits of the concept.

A JUA Site Planning and Facility Design Sub-Committee investigated the feasibility of the dual use concept for school parks sites in new subdivision designs. Their report, the *Site Planning Guidelines for Dual Use of School and Park Sites for Stormwater Management* Final Report (1997), was approved for information by the trustees of both school boards in December 1997. The proposed guidelines and standards contained in the report were, however, not included in the City's standards manual because they had not been subjected to a rigorous technical review and actually tested in the field.

A project team of representatives from the three JUA partners with city representatives from all affected departments met several times over the course of the past year to conduct a technical review of the feasibility of implementing the recommendations contained in the report. A status report from this project team was forwarded to the Steering Committee in the fall of 2000.

Naturescapes

"Naturescapes: A New Approach for Edmonton's School & Park Sites" is a manual that was commissioned by the JUA Steering Committee and developed by Schwabenbauer Associates Ltd. Landscape Architects of Edmonton. It was awarded the prestigious **Regional Merit and National Citation in Communications award by the Canadian Society of Landscape Architects on May 11, 2000**. The JUA is proud of this achievement which recognizes excellence in communications and landscaping. The manual has become an accepted tool by school, city and community. Workshops were held last fall to train all stakeholders on how to implement the content. Several school and park sites have already been upgraded, using the recommendations, to the satisfaction and enjoyment of the surrounding residents.

Other initiatives included: a review of playground maintenance responsibilities, input into three City Council reports, namely, the "Future School Sites" report, the "Compensation for Surplus School Sites" report and the "Stormwater Sewer Tax" report.

Future Priorities

- Completion of the Parking Study
- An Action Plan for Compensation for Surplus School Sites
- Future School Sites Study
- Playground Construction and Maintenance Study

HIGHLIGHTS

SCHOOL AND RECREATION FACILITIES WORKING SUB-COMMITTEE

Background

The School and Recreation Facilities Working Committee was struck by the Steering Committee to address recommendations that were approved by City Council and the Edmonton Public and Catholic School Boards in May of 1995 and included in the new *Joint Use Agreement* (1996). A number of initiatives have been undertaken and issues resolved regarding these recommendations.

Initiatives and Accomplishments in 2000

Access to School Facilities

At its annual planning session, the committee members identified the need for more school gymnasium time to be made accessible to community groups. A sub-committee was formed and a process identified to address this concern. In Phase 1, data was gathered on the availability of space and actual usage of school and city recreation facilities to validate this supply and demand study. A report was written on the community groups' actual use of each school's facilities and how much time each school actually used of the various city-owned recreation facilities in 1998-1999. The "Access to EPS School Facilities Report" was well received by the EPS Superintendents Council and prompted a request for it to be sent to all 206 EPS principals. A survey accompanied this report that asked about challenging issues related to JUA. The responses will be analyzed and a recommendation report produced.

A similar process was followed with Edmonton Catholic Schools in the fall of 2000. Phase one of the study entailed gathering all pertinent data and sharing it with school principals to ascertain common concerns. Phase two addressed the challenges related to making more school facilities available to the community and resulted in significantly more use made available.

Centralized Booking System

A JUA sub-committee that was comprised of volunteers who were appointed by gymnasium user groups carefully considered the recommendation for a single common bookings system. Consequently, EPS decided to set-up their own centralized booking system in the fall of 1998 after consultation with its school principals. It works in concert with the City's facility booking section that allocates gymnasium space for Catholic Schools and Francophone Schools.

This past year saw EPS Rental and Leasing Services refine its CLASS Software System while the City of Edmonton converted its system to CLASS. 2000-2001 will be a year of

refining and linking the two systems into a “seamless network”. The goal is to have the linkage complete and ready for the 2001-2002 booking cycle.

The availability of a common data bank will be useful to the users and allow the preparation of timely reports needed for decision-making by the Steering Committee and the three partners.

Standards of Play

Standards of Play is a tool that is being developed to calculate the amount of time a particular group requires and the type of space needed in which to participate. The user groups will develop these standards and they will be patterned after the sports field Standard of Play model.

The Sub-Committee began a public input process with the survey, *Standards of Play for Gymnasium Use*. It was mailed with the 2000-2001 booking cycle applications and the results will be presented in September 2001 at a meeting of gymnasium-user groups to determine what standards are appropriate and what needs to be changed in the current system. As well, an analysis of qualitative information and quantitative data from booking records will be factored into the study. This project will take about two more years to complete. The goal is “fair and equitable” access to indoor school and recreation facilities for JUA eligible groups. It will benefit the booking agents, who have to allocate the facilities, and also provide the users with written guidelines that explain the allocation procedures and the accessibility quotas per user group. A draft Standards of Play process will be used for bookings in spring 2001.

Fee Structure

One of the approved recommendations in 1995 called for the development “..... of a comprehensive fees and charges system for the use of school [and park] facilities under the Joint Use Agreement.”

After an in-depth collaborative process involving stakeholders, gymnasium fees were implemented in 1998-99 with the goal of charging a fee only to recoup costs of custodial charges for weekend use not covered by fixed budget allocations provided by Alberta Learning. The 2000 Planning Session identified the need to review the fees and charges structure. It was considered a priority that warranted inclusion into their work plan for action in the upcoming year. A Sub-Committee is actively gathering data on usage and fees. A report is being compiled for the 1998 to 2001 period to form a database for future decision making.

The year-end financial reports indicated a shortfall in net revenues from gym use after expenses. The affected partner, as agreed under the principle of “shared cost”, absorbed this shortfall. Since each partner used a different reporting system, it was not possible to roll the two data sets together and provide a comprehensive picture of expenses and revenues, or do a realistic comparative analysis. The Committee felt a standardized reporting and accounting procedure was essential to understanding the fees and charges

system. This resulted in a common format being adopted for collecting usage information for the Access to School Facilities study and the production of a report that was understood by the EPS stakeholders. The Three-Year Review of the Fees and Charges Structure will make recommendations, including one on how to distribute any surplus revenue. This will occur at the end of the third year of operation (Year 2001). EPS principals have asked for the surplus to be given back to participating schools on a pro-rata basis.

The booking of space and collection of fees by the centralized facility booking system has resulted in: accurate data being systematically collected, identifying gymnasium users and their frequency of use, more school space being available for JUA use for community groups, and reduced administration for individual schools.

Other initiatives completed last year included: developing a standardized facility-usage instrument for collecting and analyzing data, creative accommodating for 2001 World Championships in Athletics' need for school and recreation facilities, school use of arenas, and school use of pools.

Future Priorities

- Continue with development of Standards of Play
- Expand Access to Schools Study to Edmonton Catholic Schools
- Complete the Review of Fee and Charges Schedule for Gymnasiums
- Achieve a “seamless” centralized booking system by June 2001
- Develop consistent guidelines for allocation of school and recreation facilities
- School use of pools, arenas, tennis courts, fields and class B sites
- Base Level Service Review for joint use of arenas, pools and gyms

HIGHLIGHTS

SPORTS FIELDS WORKING SUB-COMMITTEE

Background

The Sports Fields Working Sub-Committee established a list of priorities from a number of recommendations that were identified in the report *Total Quality Sports Fields: A Strategy for the Future of Edmonton's Sports Fields* (1996) and in the *Joint Use Agreement* (1996). They were:

- Field Re-classification
- Standards of Play
- Address Overlapping Fields
- Future Formula for Contributions- Fees
- Artificial Turf
- Records Keeping
- Standard Rectangular Field Maintenance Priorities
- Field Entitlement
- Tournament Site – Diamond Sports

Initiatives and Accomplishments in 2000

Since 1996 –97, the Sports Fields Committee has worked on over two dozen initiatives that had to be accomplished before the recommendations could be addressed. Some of these tasks included: development of maintenance standards, fee reduction for the economically disadvantaged, Quality Sports Fields Guarantee, and service priorities.

In 1999-2000 the Sports Fields Committee underwent a reorganization and revitalization. The Steering Committee recommended a revised composition to better represent all the groups who use the sports fields. A Planning Session was held and a Work Plan for 2000-2001 was developed. Three sub-committees were created to address the five highest priority needs of the sports fields users. These three committees were: (1) Standards of Play for new user groups, (2) Tournament Facilities on Multi-Sport Field Sites (facilities with artificial turf, quality & quantity of fields and diamonds), and (3) Planning for School/Park Sites in New Neighbourhoods

Communications

A number of communication vehicles, including newsletters and meetings, have been developed and implemented to keep sports fields user groups and stakeholders informed. Pertinent information on sports fields is shared with sports fields user groups, schools, and Community Service staff through the "*Fields of Dreams*" newsletter. It is published and distributed periodically free of charge by Edmonton Community Services. The bookings section's annual pre-season field allocation meeting was held in February followed with a post season meeting in December. These workshop sessions provide a

two-way sharing of information. Recommendations gathered at these meetings are used for improvements to the bookings system and maintenance of the sports fields.

Home Base Program License

Home Base is defined as a collaborative program between Community Organizations and Edmonton Community Services. The program provides a variety of opportunities to field user sports groups to participate in the development and operation of sports fields (on school and park lands) for the benefit of their members.

JUA (1996) recognized the value of Home Base and included a principle, which enabled the program. Principles of Agreement, Article 3.1.E - **Shared Costs** states:

“.... User groups may participate in basic operating costs of facilities, and will be offered the opportunity to purchase or supply enhanced levels of service and to participate in capital improvements.”

Since the policy was last revised in 1995, most of the agreements have expired or they are on overhold. The Department commenced the Home Base Policy Review in 1999-2000 as per Recommendation *B7-Home Base Fees*, in *“Total Quality Sportfields”*, the Sports Field Strategy, which states *“...upon each of the renewable dates... agreements (should be) renegotiate(d) with all Home Base groups...”* These new agreements will take the form of a “License of Occupation” as recommended by the City Solicitor’s Office. A comprehensive review is currently underway with all stakeholders, including the two school districts that have permitted third-party access to their land under JUA. An approved policy and signed agreements with all Home Base groups is expected by the end of 2001.

Trigger for Contributions Rate Increase

A five year summary (1994-98) of cost recovery figures, incurred in providing non-core maintenance services to premier fields, indicated that the actual revenue received in comparison to the cost for above-core services has ranged from 25% to 39% annually. Since this is far below the targeted recovery rate of 70%, it will be an issue for the pending Sports Fields Review Committee. A redesign of the cost recovery trigger, or its elimination as unworkable, are two potential recommendations.

Artificial Turf

Results from a survey of user groups indicated a strong desire to see artificial turf installed on sports fields somewhere in Edmonton.

The JUA Sports Fields Committee is pleased to be entering into an agreement with the University of Alberta whereby the community could access the South Campus Athletic Training Facility and other sports fields at the U of A. A task force, composed of JUA Steering Committee members and U of A staff, is currently working out the details whereby blocks of time in these facilities would be made available to the JUA booking system for use by the schools, community groups, and Edmonton Community Services. In exchange, the JUA would provide assistance with ongoing operational costs through a

reasonable fees and charges schedule similar to what now exists between the City of Edmonton and the School Boards. The goal is to have the U of A facilities accessible at the end of the 2001 World Championships on August 12, 2001. The sports fields community is very excited about this proposed arrangement and is looking forward to the outcome of the task force's recommendations.

Future Priorities

- Multi-Sport Tournament Sites
- Review Revenue Trigger for Contribution Rate Increase
- Sports Fields Conservation: List of Sports Fields Closure for Maintenance
- Annual Review of Billing Process/Procedures Review of "Total Quality Sports Fields" recommendations (1996)
- Planning for Artificial Turf sports field(s)
- Planning for School/Park Sites in New Neighbourhoods
- Joint use of University of Alberta South Campus site and newly renovated Clarke Stadium

JOINT USE STEERING COMMITTEE

NEW ISSUES 1999 – 2000

In 1999 – 2000 several significant issues surfaced requiring the attention of the Joint Use Steering Committee. These issues were in addition to the *JUA (1996)* Recommendations and have been identified as priorities at the annual planning sessions.

Future School Sites

The Planning and Development Department is leading this project with the involvement of both school boards and key stakeholders. The project has a timeline of eighteen months and will examine all aspects of the identification and assembly of future sites.

Compensation for Surplus School Sites

The Edmonton Public School Board and the City of Edmonton jointly requested the Joint Use Steering Committee examine the existing model used to surplus school sites. The Joint Use Steering Committee has engaged a consultant to examine the issues and provide a report to the committee. Based on the report the committee will decide whether or not to accept this work.

Stormwater Sewer Tax

This concept was proposed to City Council by Drainage Services. It has the adverse impact of requiring not-for-profit organizations and school boards to pay for their usage of this service. The school boards presented their concerns to Council and the Joint Use Steering Committee met with drainage officials and expressed concerns as well. Drainage will be undertaking an inclusive public consultation process this year.

New License of Occupancy

- A new administrative tool implemented by Community Services.
- It will replace all Letters of Agreement, contracts, licenses, etc. with one generic license for users of all facilities.
- JUA Committee, as a whole, was involved since it impacted all areas of concern.
- Status: implemented for 2000-01.

Private Schools' Applications for JUA Eligibility

Three schools applied for JUA eligibility:

- They wished to actively participate in JUA's shared use of facilities.
- Status: Edmonton Christian School (4 campuses) and the Millwoods Christian School were accepted since they are affiliated with EPS, one of the JUA partners. One private school was declined JUA privileges and benefits since they were not affiliated with one of the JUA partners.

University of Alberta Sports Fields

- The U of A Faculty of Physical Education and Recreation approached JUA Steering Committee.
- They wished to affiliate with JUA in shared use of facilities concept; particularly community use of facilities constructed for 2001 World Championships in Athletics.
- Steering Committee and JUA School and Recreation Facilities Committee involved with U of A through a Task Force to workout details for block booking under JUA system.
- Status: Task Force to produce a report so U of A facilities are accessible by community groups on August 14, 2001.

Disposition of School Sites in Alberta Legislation

- Initiated by Alberta Infrastructure.
- It will directly impact all JUA agreements between school boards and municipal governments.
- JUA Site Planning and Facility Design Committee involved via Future School Sites committee.
- Status: proposal from the provincial government is under review.

Fees and Charges for School Use of Arenas

Community Services bookings section approached JUA School and Recreation Facilities Working Sub-Committee.

- There is a need for JUA ice time to provide opportunities for increasing demand/trend from adult and other paying daytime users of arenas.
- Steering Committee and JUA representatives met to maximize use of facilities for benefit of the community.
- Status: Mutually agreed that more JUA ice time is provided to meet the demand, and actual times/arenas were approved.

Fees and Charges for School Use of Pools

Edmonton Leisure Centres (Pools) approached JUA Committee.

- A change was proposed in; (a) fees to schools to accommodate change in lifeguard - swimmers ratio, and (b) fees for school swim meets in non-JUA time.
- Steering Committee and JUA School and Recreation Facilities Committee received presentations.
- Status: Pools to survey schools regarding the impact of the proposal on their programs.

Edmonton Catholic Schools /I.G.A. Public/Private Partnership Proposal

- ECS approached IGA about entering into a partnership to construct a building encompassing both a retail IGA grocery outlet and a Catholic high school on Municipal Reserve (MR) land at the North Callingwood District School/park site.
- There is a dire need for a high school in West Edmonton and the Minister of Alberta Learning has encouraged school boards to enter into public/private partnerships to provide new facilities.
- JUA Steering Committee became the forum for drafting long-term policy recommendations on Public/Private Partnership Proposals related to MR lands and for making recommendations concerning the ECS-IGA proposal.
- Status: JUA Steering Committee implemented a strategy to garner public input and submitted a report to Edmonton Planning and Development Technical Review Committee.

A FLASH BACK IN TIME

“In 1956, a committee representing the Recreation Department, the Parks Department and the Public School Board recommended co-operative development of high school sites and district parkland. The first cooperative development took place at the Ross Sheppard-Coronation Park where the Public School Board and the City [of Edmonton] shared the cost of 19 acres of land and the installation of athletic facilities.

This policy continued as additional high schools were developed.”

(Reference: *Joint Use Agreement Manual*, circa 1983.)

APPENDIX