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THE UNIVERSITY OF ALBERTA

COMMUNITY USE OF FACILITIES IN SELECTED ALBERTA SCHOOLS:
PATTERNS, PROBLEMS AND PERCEPTIONS

by



BRIAN JOHN TAYLOR

A THESIS

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THE UNIVERSITY OF ALBERTA
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The undersigned certify that they have read, and recommend to the Faculty of Graduate Studies and Research, for acceptance, a thesis entitled Community Use of Facilities in Selected Alberta Schools: Patterns, Problems and Perceptions submitted by Brian John Taylor in partial fulfilment of the requirements for the degree of Master of Education.

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ABSTRACT

This study had three primary objectives. The first was to gather information about the extent and nature of community use of school facilities in Alberta. The second was to identify factors which have either facilitated or impeded attempts to implement joint-use schemes in schools. The third objective was to derive from this information a set of guidelines and recommendations which might be of benefit to those planning or carrying out joint-use schemes.

To gather the data on patterns of use twenty-eight schools were selected, using criteria which identified them as having some success in encouraging community use of their facilities. At each school, with the assistance of the investigator, a data schedule was completed by a person able to interpret relevant school records. For the information about factors affecting the success of joint-use schemes additional respondents were selected, including Superintendents and their staff, Principals, Architects, Recreation personnel, Teachers and Caretakers, for a total of 69 respondents. An interview technique was used for this section, using a standardized set of questions with each respondent.

The data on patterns of use revealed that schools in this survey were used with some frequency by the community, but generally not nearly at full potential. It was also found that the highest level of usage occurred in the evenings of week-days, and that there was a

particularly low level of usage on week-ends and during vacations. With respect to facilities, it was found that only gymnasias, and to a lesser extent regular classrooms, were used by the community at a relatively high level, and that many other school facilities were used at a very low level indeed. Other information shows that recreation was the most common community activity in schools; senior citizens did not use school facilities as much as other age groups; and community users included a wide range of separate groups.

With regard to factors affecting joint-use, a large number of implications can be drawn from the evidence, most of which relate to two major areas of need. The first need is for adequate resources, including finance, expertise, training, additional staff, better caretaking arrangements and improved school design. The second need is to bring about more effective coordination and cooperation at all levels; for example by establishing joint-use committees at the local level, or by working towards joint funding of equipment and caretaking.

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Chapter I

INTRODUCTION

GENERAL

The last decade or so has been marked by a world-wide disillusionment with existing models of schooling as evidenced in a great many schools of the Western World. This disenchantment most often appears to focus on two major aspects of schools: pedagogical behavior in such areas as curriculum and teaching methods, and administrative modes adopted by principals, school boards, and government agencies. This dissatisfaction has led to the development of an unprecedented variety of alternative models aimed at improving society's educative process, and a considerable body of opinion affirms that the country which continues to plough its tax dollars into conventional schools may be unwisely prodigal about its resources.

Some of the factors which have contributed to this search for alternatives could be summarized as follows:

- Research findings show the overwhelming effect which home background has on what is thought to be "success at school", and a much closer relationship between home and school appears essential for the improved school performance of many students.

- A changing emphasis in education, which stresses skill acquisition and attitude and behavior development rather than accumulation of

knowledge, points to a need to broaden the K-12 experience outside the school buildings.

- Education systems have been slow in recognizing their responsibility to do something positive to meet leisure needs. It has been commonly recognized by recreation scientists as well as by most governments in the industrialized world that urgent and important problems are confronting members of our societies because of complex changes in society with regard to leisure and recreation; such changes include increases in leisure time, greater affluence, increased mobility and persistent movement of populations into larger cities. Accordingly, there is little doubt that schools need to be very active in teaching students leisure skills and attitudes, and also active in using their resources to help provide recreation for their communities.

- The soaring costs of providing school facilities have emphasized the need to plan right from the outset for use of the facilities by those who pay for them: the community.

- Changes in the teaching profession, which now consists of persons who have trained longer, emphasize a need for teachers to have more input into educational decisions. One corollary of this is a growing recognition that the talents of teachers need to be much more widely used on behalf of community members.

- Changes in levels of education in society and particularly in expectations about democratic rights, lead more citizens to wish to contribute to the educational process.

The fundamental problem, then, appears to be that schools are generally out of touch with their ultimate client: the community. Today, more than three decades later, Carr's 1941 description of American schools as "little islands set apart from the mainland of life by a deep moat of convention and tradition" may not be inappropriate in many Western school systems.

One model of schooling which has been developed to overcome one aspect of this general problem and one which has gained considerable acceptance in North America, is the Community School concept. Theoretically this has many advantages over the traditional model, not the least being that it can grow in a natural but controlled way out of existing school patterns. One of the most commonly used definitions of Community Education is that set out by Minzey and LeTarte (1972, p. 19):

Community Education is a philosophical concept which serves the entire community by providing for all of the educational needs of all its community members. It uses the local school to serve as the catalyst for bringing community resources to bear on community problems in an effort to develop a positive sense of community, improve community living, and develop the community process towards the end of self-actualization.

This definition captures the ideals of Community Education, but appears to neglect three important considerations. First, by advocating use of the local school alone as the catalyst for such a development it omits consideration of the very real possibilities which undoubtedly exist for the ideal to be achieved in other ways; for example, in certain circumstances it could be best for the school to work as a partner with churches, community groups, or other government agencies already firmly established in various community service roles.

Second, the definition seems to emphasize community development without specifically aiming at providing opportunities for individuals to develop: and yet it seems that both are important. Third, and most important, the definition makes only oblique reference to the crucial need to provide improvement in the K-12 program.

Modifying that definition accordingly, the Community Education concept might more appropriately be expressed as having two major thrusts:

1. To improve K-12 programs through more extensive use of all appropriate community resources, by taking students into the community for community-oriented learning and by involving community members in the planning process as well as in the educational process itself.

2. To produce a more livable community with increased opportunities for individuals to grow in a more satisfying way by,
 - a. using the school, where appropriate, as the centre of a community's educational, recreational, and cultural activities; and
 - b. rendering the school a central force in identifying community needs and assisting to develop a process for resolving them.

THE PROBLEM

Community Education is emerging in Alberta in a variety of forms, but there has been little or nothing done in a systematic way to investigate the degree to which the concept has been introduced

into Alberta or to evaluate the degree of success achieved, although there are two exceptions.

In Alberta, Card (1975), has made an important start by providing basic information about one major aspect of community education: his study reviewed the work of Community Education Coordinators, persons employed specifically to promote the community education concept in a school. Card's study provides evidence about the extent of their employment, their successes and failures, and in particular about such role factors as status, community and self-expectations, and role development. Using this evidence, Card is able to draw certain conclusions about the need for the introduction of training programs and additional resources to enhance the effectiveness of Coordinators.

Community Education, however, embraces a variety of disciplines, organizations, individuals and facilities, and the range of factors needing study is correspondingly wide. A few major areas which appear to need investigation are :

- the aims of those introducing Community Education
- the major characteristics of Community Schools
- the extent and nature of government support
- the degree to which communities are involved in planning for Community Education
- the extent and nature of community use of school facilities.

A current Province-wide investigation being sponsored by the Provincial Departments of Education, Advanced Education, Advanced Education and Manpower, Culture, and Recreation, Parks and Wildlife, will provide information on some of the areas mentioned, and the

present study was initiated as part of this investigation. However, only a limited amount of information from other sections of the investigation was available at the time of writing.

In almost all the literature reviewed there was a strong emphasis on community use of school facilities as an early step in the Community Education concept. It is seen both as an important service, providing recreational and educational opportunities, and as an essential base from which to work towards longer range objectives such as developing problem-solving processes in the community. It seems important, then, to provide information about aspects of schools in Alberta, and the support of the Provincial government tends to confirm this view. However, systematic information on community use of school facilities in Alberta appears to have been lacking. More specifically, no information has been available on the extent to which school facilities are used, when they are used, or by whom. Nor has there been any indication as to the success of attempts to increase community-use, let alone about the factors which may facilitate or hinder such attempts.

Accordingly, the present study was designed to provide data that would help to reduce this lack of information.

OBJECTIVES

The major objectives of this study were twofold:

1. To study the use that communities are making of school facilities, in terms of:
 - existing patterns of use,
 - problems encountered in implementing joint-use schemes,

- potential remedies for such problems, and
- key facilitating factors

2. To generate some administrative and pedagogical guidelines which might be of assistance to anyone who sets out to encourage and/or facilitate community use of school facilities.

The research questions that were addressed are outlined in detail below.

With regard to patterns of use, four questions were asked, as follows:

- (1) Which school facilities are most commonly used by the community?

The literature suggests that recreation facilities, particularly gymnasias, are the school facilities most commonly used by the community. However, there are many other school facilities which appear to have considerable but untapped potential for community use. Some of these are Home Economic Rooms, Industrial Arts Rooms, Typing Rooms, and Libraries. This study explored the extent to which Gymnasias are used in selected Alberta schools, and relates this to patterns of use of the other facilities mentioned.

- (2) When and for how long are they used by the community?

A second objective in this aspect of the study was to assess the extent to which school facilities in this sample were available for use by the community, and to what extent they were actually used by the community. A review of the literature and preliminary discussions with educators suggested that the overall usage of school facilities would be very low indeed at certain times, such as Saturdays, Sundays

and vacation periods, even for facilities which are commonly used by the community at other times. The overriding objective, then, was to determine whether and to what extent school facilities tend to be under-utilized.

(3) For what purpose are they used?

A third objective was to identify the purposes for which facilities are used by the community. Historically, in both Canada and the United States, the most prevalent community activities in schools have probably been the educational courses offered by Further Education Departments of School Boards and by Provincial Governments; however, it would appear that in recent years recreational use of school facilities has increased, due in part to significant increases in activity on the part of Recreation Departments in municipal governments. An attempt was therefore made to determine to what extent school facilities are used by: those taking credit courses, those taking non-credit courses, those participating in recreation, and those attending meetings.

(4) Who uses school facilities?

With regard to this concern, three general questions were addressed:

- (a) "Which age groups are the most frequent users of school facilities?"

Relatively broad distinctions were made between users of school facilities in terms of their age, in order to shed some light on the following more specific questions:

- Are Senior Citizens making use of school facilities which,

in many ways, have much to offer them? It appears that for many reasons they tend not to do this.

- Are adults the largest sector of consumers of educational and recreational programs, as one might expect?

- Has the heavy emphasis given in the literature and media of the past two or three decades to the special social and recreational needs of youth resulted in extensive use of school facilities by this group?

- Are children, the everyday users, also catered for in after-school use of school facilities?

Although it was anticipated that many activities would provide for more than one of these age groups, it seemed unlikely that this factor would confound the evidence.

(b) Do user groups tend to be sponsored by themselves or by larger, umbrella groups?

It appears that in Alberta joint-use agreements, which provide a formal basis for shared use of schools and other community facilities, very often refer to only three parties: the Recreation Board and the two School boards. The combined resources of such a cooperative group should result in bringing more people into school facilities, but could conceivably also have the effect of reducing the initiative of other potential sponsors.

(c) How many separate user groups are involved in use of school facilities?

In obtaining information about the hours of use for each facility it would be possible to overlook the situation in which some facil-

ities are used extensively by a small number of people in a few groups, to the exclusion of others in the community. While there is no evidence to suggest that this may be occurring, it may be useful to confirm that those facilities which give evidence of a relatively high level of community use in terms of time are also being used by a large number of groups.

The second major thrust of this investigation relied on the experience of those involved in joint-use of school facilities to identify what they perceived to be the problems, remedies, and key facilitating factors in preparing for and implementing joint-use.

In the literature the problems most commonly mentioned are as follows:

- (1) Lack of funds to meet additional costs caused by joint-use
- (2) Difficulties with bookings and access
- (3) Lack of cooperation and coordination
- (4) Use of equipment
- (5) Caretaking
- (6) Location of school
- (7) Dislike of school facilities as potential recreation areas
- (8) Design factors
- (9) Lack of clear policies in joint-use agreements.

This study attempted to ascertain to what extent these problems had been encountered in Alberta schools. Moreover, because written joint-use agreements are in use in a large number of Alberta schools,

it was considered particularly important that deficiencies in existing joint-use agreements which were causing problems or were believed to have the potential to cause problems be identified. Two broad areas of difficulty suggested by the literature are (1) lack of definition of responsibilities and (2) lack of provision for additional costs and duties.

With regard to remedies, the survey attempted to garner a range of opinions about ways and means perceived to be appropriate for Alberta schools to solve joint-use problems. No limits were placed upon the respondents concerning the feasibility of their suggestions, nor was it necessary for their suggestions to have been proven effective.

In light of the problems suggested previously it was expected that respondents might raise the following points:

- (1) Provision of additional funds to provide for additional costs (for example, for employment of a Community Education Coordinator).
- (2) Formation of a Community Education Council (in order to facilitate remedies for those problems which need a greater degree of cooperation or coordination, for example difficulties with bookings or lack of clear policies).
- (3) Clarification of policy on custodial arrangements.
- (4) A more appropriate provision for joint-use of equipment.
- (5) Improved school design.

Preliminary discussions with key Community personnel in Alberta suggested that improved school design is a fundamental aspect of

planning for future Community Schools and a recurring source of problems in existing ones. Therefore a secondary objective in this section was to identify specific aspects of school design which could be improved in order to make schools more appropriate for use by the community. Although architects were naturally consulted, opinions were also solicited from a wide cross-section of informed persons, particularly those in key relevant positions such as principals and custodians.

A review of the literature indicated that the following design changes would be suggested most frequently:

- (1) Design for easier access
- (2) Design for ease of supervision.
- (3) Locating of social facilities, such as cafeterias, immediately adjacent to areas in the school that are most frequently used by the community.
- (4) More appropriate and convenient provision of shower facilities.

The investigation of Key Facilitating Factors differs from the section on Remedies, in that it was the intention here to identify the key factors actually existing in the sample schools which had helped significantly in the implementation of joint-use programs.

As will be noted later in the Review of Literature, the literature concerning the development of the Community Education concept strongly advocates the introduction of specific facilitating factors, such as the appointment of a Coordinator, and the early formation of a Community Council to provide the opportunity for representatives

of the community to participate in planning. Where these steps had not been taken one might expect to find the omission cited as a problem. However, it seemed more likely that these factors would not be recognized by users even though "second-order" factors, such as lack of coordination, booking difficulties, and problems caused by differing expectations, might be recognized. Similarly, lack of funds might not be seen (or articulated) as an antecedent factor in such matters as caretaking difficulties or insufficient equipment. The study, therefore, also attempted to determine if the problems which appear to be associated with community use of school facilities tend to result from a failure to provide certain conditions which may be termed essential facilitating factors.

Acknowledging such potential problems as are inherent in the differing perceptions of respondents, it seemed nevertheless reasonable to expect that in the main certain factors would recur with greater frequency than others as essential to joint-use, and some of them appeared to be:

- (1) Existence of a Community Education Coordinator
- (2) Existence of a Community Education Council
- (3) Provision of adequate additional funds
- (4) Acceptance of the Community Education concept (or a local variation of it) by the community as well as by the school and major agencies concerned.

SOURCES OF INFORMATION

In essence this study attempted to gather information of two diff-

erent but closely related kinds. The first of these two objectives involved gathering facts about the extent and nature of community use of school facilities; the second related to perceptions and evaluations from those closely involved with such schemes.

It was considered necessary to study schools which were achieving some degree of success in encouraging community use, in order to expose positive facilitating factors as well as identifying problems and deficiencies. Selection of schools was therefore made on that basis. It should be noted, however, that this stratagem had significant implications for the generalisability of findings in this study, and these implications are detailed in the section on Limitations (p. 42).

In relation to the first objective persons were identified who could provide and interpret data kept at each school, and these were sometimes non-school personnel. Usually, however, it was only necessary to interview a key school administrator, such as the Principal or a Vice-Principal. As was anticipated, after preliminary discussions with local schools, data of the kind needed were available in all the school selected.

For the second objective, dealing with opinions and evaluations, it was considered that as many persons as possible with direct involvement in community education should be consulted; accordingly the range of respondents was expanded to include representatives of major organizations such as School Boards, Recreation Departments and School staffs, as well as other individuals, such as a lay member of a Recreation Board, who were directly associated with community education

programs.

DEFINITIONS

Community Education

For the purposes of this study the term Community Education is used to refer to the philosophy and activities which seek to:

1. Improve K-12 programs through more extensive use of all appropriate community resources, by taking students into the community for community-oriented learning and by involving community members in the planning process as well as in the educational process itself.

2. Produce a more livable community with increased opportunities for individuals to grow in a more satisfying way by,

- a. using the school, where appropriate, as the centre of a community's educational, recreational, and cultural activities; and
- b. rendering the school a central force in identifying community needs and assisting to develop a process for resolving them.

Community Education Coordinator

Throughout this study the term Community Education Coordinator is used for any person employed specifically to promote Community Education in a school or group of schools.

Joint Use Agreement

In this study the term Joint Use Agreement refers to written agreements drawn up to provide a legal basis for community use of

school facilities.

Community Education Council

This term is used in this study for a committee which allows representation from the school and the community in matters pertaining to Community Education.

Such a committee is sometimes referred to as a Joint Use Committee.

Chapter II

REVIEW OF LITERATURE

GENERAL

Philosophically, the community education concept appears to rest upon the notions of opponents of the traditional school, beginning with figures such as Rousseau, Pestalozzi and Dewey, all of whom have had a profound influence on educational practices in recent years. In the thirties and forties and fifties, such pioneers as Everett, Seay, and Olsen spelled out the philosophy, procedures and problems of community education but it was not until the sixties that the concept gained wide acceptance. As one example, the notion of lifelong opportunities in education for all members of the community has been acted upon through the Adult Education movement in most Western countries since the late 19th Century. In some cases schools have played an important role in this process, although in others it has been seen as a separate development, needing separate facilities and a separate administrative organization. In more recent years the community education concept has added certain dimensions to this sometimes narrow ideal. It now emphasizes school initiatives and by doing so encourages closer school/community links. It also advocates greater involvement of community members in planning and, further, it sees adult education as only one part of the program

of recreational, cultural and social activities to be provided by and through the school.

In its most ambitious form, the community education concept emerges as a lofty ideal, comprehensive in scope, and inclusive of a number of major objectives. I have already outlined briefly (p. 3) the major thrusts of the concept, as summarized by Minzey and LeTarte, and have attempted to provide a definition which emphasizes the benefits to be gained for the K-12 educational process rather more than the Minzey definition does, as follows:

1. To improve K-12 programs through more extensive use of all appropriate community resources, by taking students into the community for community-oriented learning and by involving community members in the planning process as well as in the educational process itself.

2. To produce a more livable community with increased opportunities for individuals to grow in a more satisfying way by

- a. using the school, where appropriate, as the centre of community's educational, recreational, and cultural activities; and
- b. rendering the school a central force in identifying community needs and assisting to develop a process for resolving them.

Many people have broken down the community education ideal into its essential components. A comprehensive list of community education goals produced by De Largy (1974) following a national study, includes sixteen objectives which, if implemented in full, would give the school a central role in a great variety of

aims. The goals are as follows:

- * Make maximum use of community resources to provide a comprehensive educational program for the entire community.
- * Establish coordination and cooperation among individuals, groups and organizations to avoid unnecessary duplication.
- * Develop a program or process for identifying existing and future individual and community needs and wants; and marshal community resources capable of effecting appropriate change.
- * Encourage citizen involvement and participation in public school and community affairs.
- * Provide and develop increased opportunities for lay and professional people to assume leadership roles.
- * Provide and promote alternative activities which could combat vandalism, juvenile delinquency, crime and other school-community problems.
- * Promote social interaction and improved human relationships among people with differing cultural backgrounds.
- * Offer supplementary and alternative educational opportunities for adults and children to extend their skills and interests.
- * Provide health programs to improve the extent and availability of community health services.
- * Provide or develop employment and vocational opportunities for meeting the individual's and the community's employment needs.
- * Provide or assist residents in securing needed social services from an appropriate agency.

* Offer programs designed to increase understanding of political procedures, processes and issues.

* Provide, develop or use available community resources to meet the people's recreational and leisure time interests.

* Encourage processes and programs for community development and environmental improvement.

* Provide activities relating to cultural enrichment and domestic arts and sciences.

* Develop means of assessing and evaluating the extent to which the goals of community education are being met by the programs and processes.

This list provides a good indication of the scope of the concept, particularly as it has been articulated in the U.S.A. in recent years, and can serve as a kind of smorgasbord from which one could select objectives appropriate to one's local needs.

A more condensed analysis is provided by Minzey (1974) who suggests that community education comprehends:

1. An educational program for School Age Children.
2. Use of community facilities (including schools).
3. Additional programs for School Age Children and Youth.
4. Programs for Adults.
5. Delivery and coordination of Community Services.
6. Community Involvement.

It has been pointed out, for example by Thrasher (1974), that many of these objectives and components have existed in schools for

a long time. However, it is clear that the emergence of a widely accepted model embracing all these factors and the application of substantial resources to its development are relatively recent developments. The success of the Flint community schools in Michigan was well known for decades, but only since the sixties have the model and the Mott Foundation influence spread widely across North America. Examination of the dates of signing of Albertan agreements (Beach, 1976: 21) emphasizes that Community Education is also a recent phenomenon in Alberta, as over forty of the seventy-four agreements existing in 1976 were signed after 1970.

One major factor influencing the development of the Community Education concept has been the rapid rise of leisure and recreation as a major issue in modern society. This has brought a variety of problems relevant to schools and the education process, and it looms large in many recent statements, from educators and governments as well as from recreationists. Berger (1967, p. 263) called the Age of Leisure "one of the three great dangers faced by our civilization, and the one our education system has least prepared us for." The Alberta Commission on Educational Planning (1972, p. 47) gave special emphasis to the responsibilities of the school in leisure, and asserted both the need to educate children to make wise use of leisure and also the need for schools to play a part in providing leisure activities. Similarly, the Ontario Select Committee on the Utilization of School Facilities (1975) made a number of recommendations specifically providing for greater use of school facilities for

community recreation (for example recommendations 1, 2, 4, 10, 20), as well as for greater provision for leisure education in the curriculum (recommendations 4 and 34), and more training of teachers in this area (recommendation 34).

One measure of the movement towards Community Education in Alberta can be seen in the reports resulting from two major investigations into Education in the Province, the first in 1959 and the second in 1972.

The 1959 report of the Royal Commission on Education in Alberta emphasized the importance of development of the individual student over a wide range of skills, including cultural aspects. However, there was no mention of any kind of expanded role for schools, nor any suggestion of wider use of school facilities. Recreation and leisure received scant attention, but the report did recommend that a provincial "Office of Adult Education" be established. Similarly, the 1972 report of the Commission on Educational Planning stresses the development of "broad leisure and recreational interests and skills" (p. 47), but in addition encourages provision for lifelong learning and expresses faith in participatory planning. Moreover, it goes farther than this, specifically commending the idea of community schools and making a series of assertions about potential benefits. In the course of doing so, this report also advocates the "melding" of municipal recreation funds with those of the school.

In Alberta one of the first signs of recognizing the importance of joint-use was the recent publication (1973) of the booklet "Share

It" by three Alberta Government Departments, aiming to provide encouragement and guidelines to municipalities that wish to increase joint-use of school and municipal facilities. In particular it gives advice about drawing up written joint-use agreements. This booklet followed the passing by the Alberta Legislative Assembly of a School Act (1970) which, among other things, authorizes School Boards to make agreements with other boards, persons or municipalities for the joint construction, ownership, maintenance, operation and use of schools.

The booklet includes the following positive expression of government support (p. 3):

The high cost of providing adequate educational and recreational facilities in each community, and the mounting tax burden associated with those facilities, is a matter of concern to all.

One way of minimizing these costs is for education and recreation to share facilities. Existing educational and recreational facilities can be jointly used, and new facilities can be jointly planned, in ways which will benefit the community at large.

We commend those local authorities who have successfully completed agreements which implement the joint use of such facilities; we encourage those municipal and educational authorities who have not, to consider carefully the benefits to be gained through the principle of sharing.

We stand ready to assist, in every way possible, local authorities and agencies wishing to plan and develop school/community facilities and programs.

Beach's study (1976, p. 18) indicates, moreover, that as of the 1975-76 school year, 36% of jurisdictions had one or more written joint-use agreements, while 96% had supportive agreements or policies of some kind or another. This appears also to provide substantial positive encouragement to schools.

The availability of funds from Project Cooperation in Alberta appears to have been a significant factor in assisting the develop-

ment of the Community Education concept. Project Cooperation, sponsored by the Alberta Department of Recreation, Parks and Wildlife, provides funds for a variety of purposes (see Appendix A).

In a category listed by the Department as a "Community School Incentive Grant" funds may be provided to Municipalities with a population of more than 15,000 for various expenses necessary to increase use of school facilities by the community. Several of the schools of the present sample were employing Community Education Coordinators with funds from this scheme. Funds from this source have also assisted in the development of pilot schemes of Community Education at three Alberta schools in the period 1972-1975.

There is other evidence that the concept is being implemented in various ways in some Alberta Schools. The fact that some schools are now specifically called "community schools" does mean in many cases that at least a start is being made.

Card (1975) has studied twenty Alberta schools in an attempt to clarify the emerging role of the Community Education Coordinator. Although he concludes that the role is emerging and, generally speaking, is "a fairly fragile innovation" (p. 203), it appears that in some schools the community school concept is well entrenched and likely to survive even if the Community Education Coordinator were to be lost through loss of government sponsorship. His report also emphasizes the importance of having such a person available to develop the concept; in this study the Coordinator emerges as a perceived "facilitating factor" of major importance, or a "remedy" for problems

encountered.

The proceedings of the "Southern Alberta Community Education Conference" (1975) also produce some evidence about current activities. The emphasis here tends to be upon the work of the Matthew Halton High School, but other Alberta experiences emerge through the talks of:

- Card, who estimates there are twenty-eight schools which had "what might be called a Community Education approach" (p. 20);
- Beach, who refers to twenty schools with Community Education Coordinators (p. 23);
- Lamothe, who refers to an Edmonton Separate School pilot project (p. 30);
- Baker, who outlines a Community Education project at M.E. Lazerte in Edmonton (p. 31); and
- Millar, who refers to joint-use of school facilities, and education for recreation, at Gilbert Paterson School in Lethbridge (p. 34).

Some of these latter accounts, though, are very brief indeed and do very little to expose problems, identify key facilitating factors, or even describe the projects in any systematic way.

I have pointed out earlier (p. 6) the importance of joint-use of school facilities to the Community School Concept, and how little is documented about this fundamental aspect. Minzey (1974, p. suggests that the ingredients of a Community Education program tend to develop in a predictable pattern at most schools, with greater

joint use of facilities occurring at an early stage.

Viewed as an end in itself (providing greater educational and recreational opportunities) or as a means to other ends (greater involvement of the community in educational planning, or establishment of ways and means of meeting a wide range of community needs) joint-use of school facilities is a key ingredient in the Community Education concept. There is, too, the important commonsense aim of seeking to maximize use of the community's investment in the existing facilities of schools. It is relevant to note that The Ontario Legislative Assembly Select Committee on Utilization of School Facilities quite quickly found that it needed to broaden its charter, to consider (a) greater community involvement in "the process of deciding how local resources were to be used" (p. VI) and (b) means of developing "openness in education in Ontario" (p. VII); in apparent recognition of the far-reaching potential of joint-use in terms of long-range benefits for the community.

The remainder of this chapter is devoted to discussion of the literature as it relates specifically to the two major thrusts of the investigation: patterns of community use of schools; and factors affecting the effectiveness of joint-use schemes.

EXPECTATIONS

After reviewing the literature, it was concluded that the evidence provided was not substantial enough to enable specific hypotheses to be constructed about all areas under investigation. Nevertheless, the

literature does lead quite naturally to the formation of sets of expectations about the outcome in each section of the study. Accordingly, the review of literature is structured to include one or more expectation in each section, and these expectations are considered later in the light of the data provided in the investigation.

PATTERNS OF USE

Seaton, in his 1971 study of utilization of Alberta school facilities, found that 80.3% of the schools studied were being used by the community (p. 61). However he also found that more than 80% of all use was at a relatively low level (on the average only 1 - 50 hours per month), and that the majority of facilities were completely idle at certain periods such as vacations (p. 67). His study was undertaken not long after the passing of supportive legislation by the Alberta legislature (1970) and before the publication of the brochure "Share It." The intervening period has seen increasing emphasis on Community Education in Alberta, and today the situation may be quite different; the contemporary stress on the need for leisure activities, together with severe fiscal restraints may have resulted in an increased use of previously unexploited school facilities.

Each of the four questions to be asked in the investigation of Patterns of Use is discussed below in relation to the literature.

1. Which facilities used most

Seaton's study showed clearly that gymnasias were by far the most frequently used school facilities (p. 65). Similarly, evidence

from Hutchins (1950) and McClain (1968) indicates that in the U.S.A. also the community uses school gymnasia the most. It is clear that school gymnasia are often very desirable recreation facilities. However, when a Community Education program is well developed along the lines of the model set out, earlier it could be expected that all useful school facilities would be used to a far greater extent. Libraries, Home Economics rooms, Industrial Arts rooms and Typing rooms, for example, are well equipped and have great potential for community use. However, there is no evidence to suggest that such a dramatic increase has in fact occurred even in the most active schools.

2. When and for how long?

Emerging from earlier studies is evidence that usage of even the most popular school facilities has been at a very low level indeed, particularly at certain times. For example Seaton's study showed that more than 70% of all facilities, excepting playgrounds, were not used at all during vacations (p. 67). Discussion with principals in some Alberta schools suggested that at certain other periods, including Saturdays and Sundays, school facilities tend to have little or no community use either.

3. For what purpose are the facilities used?

The trend for Western countries to attend to the recreational needs of citizens through Community Education reflects the importance of the school's role in this area (Minzey and LeTarte, p. 123). This is not to ignore the strong movement towards increased recognition of the right and need of community members to undertake educational

programs, whether for credit or not, during their whole life-time; the latter is also seen as a key ingredient of the Community Education concept.

However, the little evidence available and noted earlier (p. 27) shows that gymnasiums are easily the most commonly used school facilities. Seaton also concludes (p. iii) that two recreationally oriented groups, youth club groups and adult recreation groups, were the two groups making most frequent use of school facilities.

This study will attempt to discover whether this trend towards increased recreational use continues in Alberta schools.

4. Who uses school facilities?

a. Little or no evidence appears to be available about usage of schools by different age groups. This study will attempt to make a start by comparing the usage patterns of the various age groups.

Taking into account Seaton's findings about types of users as noted above, one would expect this study to show that adults use school facilities more than any other age group.

b. With regard to range of sponsors, there is little evidence available, except that Seaton's study (1971; p. 102) could be interpreted as indicating a wide range of sponsors. However, most joint-use agreements in Alberta have been signed since that date, and they usually provide for substantial control by the Recreation and School Boards. There is no evidence that this factor has reduced the initiative of other sponsors, and the expectation in this section is that the number of sponsors does not decrease as community use

increases.

c. Again, the only evidence concerning the number of separate groups using school facilities is in Seaton's study, and this data suggests (1971: p. 102) that schools tend to be used by a variety of separate groups. Our expectations are that where community use increases, the overall number of user groups will increase accordingly.

PROBLEMS, REMEDIES AND KEY FACILITATING FACTORS

In this section each of the three areas to be studied is discussed in relation to the relevant literature.

1. Problems

It is argued by some (for example, Hood, 1975, p. 30) that the nature of school facilities and management of them will frequently discourage many community members from using them, because the quality of the experience is likely to be low. More specifically, the following may mitigate against full use of school facilities:

- a. Design factors - including inadequate shower arrangements and lack of social facilities such as facilities to gather over a coffee or a beer.
- b. Schools are sometimes located poorly for community activities having a small catchment area. One presumes the problem, if it exists, would be particularly relevant to large secondary schools with extensive catchment areas.
- c. Some community members may still view the school environment with mixed feelings, and even hate it.

- d. The difficulty of introducing casual participation.
- e. The need, often not met, for day-to-day management of the joint-use to be in the hands of recreation specialists, rather than educators.
- f. The problem of allowing community use during "school-time."

Another potential difficulty which is related to Hood's points is, as Beach points out (1976: p. 25), that only 12% of joint-use agreements make provision for consumption of alcohol within the facilities.

In his study Seaton (1971) did not look at problems specifically, but did incidentally identify two such factors, both related to libraries. He found that 41% of principals reported that the size of their libraries was not adequate for community use (p. 155). He also found that a minority (20%) of principals believed the location of their library made it unsuitable for community use (p. 155).

For other indications of potential problem areas it has been necessary to refer to material originating outside Alberta. Lorenzen (1967: p. 48), in reviewing policies related to community use of school facilities in British Columbia, cites several "obstacles" existing in that Province. At that time he cited lack of enabling legislation as a major problem, but as pointed out earlier, legislation passed in 1970 has paved the way for joint-use agreements in Alberta. His other points seem likely to apply anywhere, and they relate to:

- a. Lack of finance.

- b. Difficulties in arranging adequate supervision.
- c. Custodial problems.
- d. Conflicting philosophies of officials.

McClain, in a 1968 Tennessee study, lists similar problems (p. 107) and additionally notes that difficulties can occur when school board policies covering such a concept are lacking and/or ambiguous.

Kraus (1962: pp. 35-36), in considering the American scene, adds to these the problems that may result from:

- a. overprotectiveness on the part of school officials;
- b. lack of communication between the many groups concerned; and
- c. difficulties over bookings, such as cancellations, obtaining use, and excessive fees.

A specific objective of this investigation of problems is to gather information about difficulties which arise because of deficiencies in existing written joint-use agreements. The most common suggestion made about joint-use agreements is that a clear and detailed definition of responsibilities is of prime importance. Danford (1975, pp. 58-59) points out some of the important questions of joint-use which are sometimes neglected in joint-use agreements:

- a. who is to own the land?
- b. who is to make various decisions?
- c. who is to be responsible for maintenance and custodial aspects?
- d. what time period does it cover?
- e. what are to be the guidelines for decisions about priority for use of facilities?

f. what provision is to be made for use of equipment?

g. what fees are to be charged?

2. Remedies

It was expected that remedies would emerge logically from consideration of problems reported, and should include suggested ways and means of dealing with those of the problems which seem capable of being resolved. Some of the major problem areas which may be considered capable of improvement are (1) lack of funds, (2) inadequate provision for community participation, (3) caretaking difficulties and (4) lack of a clear policy on joint-use of equipment.

A specific objective in the Remedies section was to gather information about changes in school design which were believed to be desirable to facilitate community use. Both Hood (1975: p. 30) and Seaton (1971: p. 155) assert that better design for easy community access is a key change needed. A very closely related recommendation, for design for ease of supervision, is advocated by Lorenzen (1967: p. 102). Other factors mentioned include more convenient shower facilities and provision of a lounge or cafeteria.

3. Key Facilitating Factors

For the most part it was expected that respondents would make similar reports in this category to those made under the heading "Remedies." However, in some instances ingredients seen as facilitating factors are not likely to be cited as remedies, for various reasons. For example, Community Education Coordinators are regarded

as key factors by most writers, and Card's study (1971) emphasized that the Coordinator role is of major importance to Community Education in Alberta's schools. However, they could be seen as key facilitating factors only in the small number of schools actually employing such persons, and even in these schools it seemed likely that third order factors such as attitudes, or first order factors such as funds might appear more significant to those in schools.

Similarly, it was expected that the existence of a Community Council, as advocated extensively in the literature (for example, Minzey and LeTarte, 1972: p. 56) would be less likely to appear as a Key Facilitating Factor than the cooperative attitudes which may have been engendered primarily through the efforts of the Council; and in many schools there is no such Council.

Considering areas of difficulty commonly discussed in the literature, it was expected that several facilitating factors would emerge where schools had successfully overcome such problems; for example, by making adequate caretaking arrangements, arranging satisfactory booking procedures, coping with equipment questions, drawing up a mutually satisfactory joint-use agreement, adapting negative design factors, and making more civilized arrangements for social aspects of recreation in schools.

SUMMARY

The review suggests that there are major considerations to be taken into account when Community Education is contemplated: common sources of problems, existing arrangements known to be of assistance,

and additional factors believed to be worth introducing.

With regard to problems in establishing joint-use of school facilities, the literature indicates there may be difficulties in the areas of; funds, booking procedures, lack of coordination, use of equipment, caretaking, school location and design, lack of clear and agreed policies in the joint-use agreement, and mistrust of the school environment as a place to enjoy recreation. The problems in joint-use agreements could be expected to relate to lack of definition of responsibilities and lack of provision for additional costs and duties.

The literature, furthermore, indicates that suggestions for improvements (or remedies) to joint-use programs could include provision of additional funds, greater participation in planning on the part of the community, more appropriate caretaking arrangements, and a clear policy on joint-use of equipment. It is also suggested that improved school design could be another common suggestion, with particular regard to ease of access and supervision, inclusion of social amenities, and more appropriate shower facilities.

Finally, literature related to existing arrangement in schools suggests that the factors likely to be most frequently reported as facilitating current joint-use programs in Alberta schools may be; adequate funds; full acceptance of the Community Education concept; acceptable arrangements for booking, caretaking and use of equipment; a comprehensive joint-use agreement; a workable school design; and an acceptable attitude to social functions, including use of alcohol.

Chapter III

METHODOLOGY

SAMPLE

First, a population of Alberta schools was identified on the basis that all have joint-use agreements, either written or verbal, which provide specified conditions for the use of school facilities for other than school purposes. From this group a selection was made of twenty-eight schools which were proceeding relatively actively to implement the agreements. Thus the sample is representative rather than random.

The selection process relied upon evidence from a number of sources. While making telephone calls to schools in order to identify those with joint-use agreements the opportunity was taken to discuss the extent and nature of community use of school facilities. Further, schools forming the sample for "The Emerging Role of the Community Education Coordinator in Alberta" (Card, 1975) were discussed with the author. Finally, Professors of Education and Recreation Administration and administrators from relevant Provincial and Municipal agencies were also consulted, as were reports of pilot projects where available.

PROCEDURES

A. Patterns of Use

To answer the questions posed earlier it was necessary to obtain data systematically, and the literature revealed no instruments previously used for this purpose; therefore an instrument was constructed (Appendix C). Because the data required would consist of facts rather than opinions and because, more importantly, these facts needed to be gathered in a consistent manner across the sample according to consistent criteria, a written questionnaire was considered to be the most appropriate method.

The questionnaire was submitted to several persons directly involved with community use of schools, for evaluation of internal validity. It was then revised in the light of their suggestions and piloted at a school where community use was part of school policy. Further amendments were made before the questionnaire was used across the full sample of schools.

Using the questionnaire sheets at each school, the researchers interviewed persons who not only had access to the appropriate records but were also capable of interpreting them. Most often this task was carried out by a Principal, Vice-Principal or Community Education Coordinator, but occasionally it was done by a Recreation Department employee or by the combined efforts of two or three individuals. Although some schools experienced difficulty in providing all the information requested, this appeared to be more often a product of lack of time or badly-organized records than lack of relevant records.

More specifically, the data required was of the following kinds:

- (1) "Which school facilities are most commonly used by the community?"

To make a comparison of this kind it was necessary first to make an inventory of facilities at each school. It was then decided that a sound base from which to tackle this and other questions would be information about community use in terms of hours per typical school week. From this data an average figure was computed for each facility (ie. classroom, or workshop, or gymnasium) showing mean community use of that facility per week. These quantities were then used to generate indices which express the amount of use (hrs./wk.) as a percentage of the time that each facility was potentially available for use by the community.

It was discovered in preliminary discussions with school personnel that such data would be obtainable, and reliable, for usage during the school year, but might be difficult to obtain for school vacation periods because of the sporadic nature of use at that time. Therefore data on use in vacations was confined to a YES/NO response, which indicated the facility was or was not available during that period.

It should be noted that additional data relevant to this question was also provided in another section (Appendix C) where respondents were asked to nominate the facilities predominantly used by each group, thus providing information about density of usage in terms of number of user groups. Unless some unusual factors were present, the results of that section in terms of user groups should parallel the results provided in terms of hours of use.

(2) "When and for how long are school facilities used by the community?"

To answer this question more detailed information was sought about the extent to which facilities were used at different times of the day, that is to say before school time, during school hours, between 4 p.m. and 6 p.m., and after 6 p.m.. Saturdays and Sundays were treated differently because there is normally no school time-table operating at that time, and responses were required only in overall hours of use each day. As before, indices were calculated for each of the periods specified which (1) show mean hours of community use per week for those facilities, and (2) express usage as a percentage of the time the facilities were available. Information related to vacation periods remained as a YES/NO response. All responses were divided into two sections: School Use and Community Use.

(3) "For what purpose are school facilities used by the community?"

To provide this information, respondents were asked to list all users of their facilities and, in addition, to state the type of activity carried out by each group. Types of activity were categorized as Credit, Non-Credit, Recreation or Meetings.

(4) "Who uses school facilities?"

This question was divided into three parts:

(a) "Which age groups are the most frequent users of school facilities?"

Respondents were asked to state the age group or groups catered for by each user identified at the school, according to the following categories:

- (i) Children (0 - 12 years)
 - (ii) Youths (13 - 19 years)
 - (iii) Adults (20 - 65 years)
 - (iv) Senior Citizens (66 years and over)
- (b) "Do user groups tend to be sponsored by themselves or by larger, umbrella groups?"

To obtain this information, respondents were asked to state the sponsoring agency for each user group: the sponsoring agency was defined operationally as the person or organization making a booking for the group.

- (c) "How many separate user groups are involved in use of school facilities?"

Sufficient information was already available from the questionnaire to answer this question.

The remainder of the information-gathering was aimed at identifying factors perceived as influencing the effectiveness of joint-use schemes, and covers the areas of (a) Problems, (b) Suggested Remedies, and (c) Key Facilitating Factors.

For several reasons this section demanded a different approach from the questionnaire method adopted in dealing with Usage Patterns. Because joint-use schemes involve a large variety of individuals and organizations, it was expected that the range of factors which could be cited would be considerable; a written format could well have restricted the range of responses and caused significant omissions. It may also have led to difficulties in interpreting a set of responses couched in language reflecting a multitude of individual differences.

On the other hand, a questionnaire which attempted to outline all possible responses for check-off by the respondent would incur the possible dangers of omissions or, worse, of leading the responses. Therefore the interview technique was chosen as the most appropriate method.

Once this decision had been made, a dilemma then arose in making a choice between the structured and unstructured form of interview. The dilemma was that in an unstructured interview respondents might omit reference to certain problems simply because they did not recall them as problems during the interview; with a structured interview there existed the possibility that respondents could be led to cite as significant factors aspects which they might not have raised unless prompted. After discussion with a number of principals, it was concluded that the danger of omission of significant problems was not as likely to occur as the danger of leading the respondent. Therefore the unstructured interview approach was adopted.

Another change in procedure was that the range of respondents was expanded to include other persons with a direct interest in joint-use of school facilities, some of whom were not located in the schools. An attempt was made to include, in addition to Principals and Teaching Staff, such others as Custodians, Superintendents, Secretary-Treasurers and other administrative personnel, officers of Municipal Recreation Departments, architects, and trustees. In all, 69 people were interviewed for this section.

Further, it was felt that the information obtained in this way might be influenced by the nature of the experiences, and perhaps

loyalties, of the respondents. For example, if respondents assert that lack of cooperation from School Board officials is a serious problem, it may assist in evaluating the accuracy of such a perception to know whether the respondents are all Recreation Department personnel or persons from a variety of backgrounds. For this reason respondents' affiliations were recorded as follows: superintendents--including headquarters staff, principals--including vice principals and teachers, recreation directors--including other recreation staff, caretakers, and others. Such affiliations were then used as control variables.

ASSUMPTIONS AND LIMITATIONS

Assumptions

It was assumed that the questionnaire which sought information on patterns of use of school facilities was valid and reliable. It was also assumed that, to the best of their ability, the respondents provided accurate and reliable information in interviews.

Limitations

The study was confined to a select group of schools, all of which had a commitment to joint use of school facilities, and the results, therefore, will not reflect patterns of use in all Alberta schools nor the views of persons connected with all schools in Alberta.

The findings are also confined to patterns of use of school facilities and perceptions of respondents recorded during the period from January to May, 1976.

Chapter IV

ANALYSIS OF DATA AND PRESENTATION OF FINDINGS

a. PATTERNS OF USE

In this section the first question asked was: "Which school facilities are most commonly used by the community?"

Table 1 shows mean hours of use per week of school facilities by the community and by the school. Table 2 shows the same means expressed as a percentage of the total time the facilities were available; for this purpose the maximum available time was set at fifteen hours daily, or the equivalent of the period from 8 a.m. to 11 p.m. The weekend maximum was set at fourteen hours per day.

As expected, the mean usage rate of gymnasias in this sample, at 41.7% of the available time (Table 2), was considerably higher than that for any other single facility. Libraries, which appear to have great potential for community use, were used very little, at 10.9% of their potential. However, even this level is high compared to all other facilities, where the maximum is 5.2% (Industrial Arts). All of these percentages would be lower still if weekends were to be included: for example, the figure for Libraries would be 4.7% rather than 10.9%.

The relatively high level of community use of gymnasias is an encouraging sign. However, the data also indicate that, apart from gymnasias, community use of many school facilities is at a relatively

TABLE 1
 COMMUNITY AND SCHOOL USE OF SCHOOL FACILITIES: MEAN HOURS PER WEEK

	School Week*						Weekends					
	Before 9 a.m. to 4 p.m. (School)	9 a.m. to 4 p.m. (Comm.)	9 a.m. to 4 p.m. (S)	4 p.m. to 6 p.m. (C)	After 6 p.m. (S)	After 6 p.m. (C)	Sat. S	Sat. C	Sun. S	Sun. C		
Pooling all facilities	.41**	.04	21.67	.28	1.06	.43	.34	2.15	.07	.42	.03	.27
Gymnasia	2.58	.08	30.00	-	6.83	1.33	3.25	12.08	1.33	2.42	-	1.33
Regular classrooms	.08	-	21.71	.10	.45	.24	.49	1.17	.01	.10	-	.06
Home Economics	.17	-	22.79	.04	.79	-	.17	2.67	-	.33	-	-
Industrial Arts	.50	-	19.68	.29	1.07	.50	.50	1.96	-	.11	-	-
Typing	.46	-	22.46	-	.27	.32	.14	2.14	-	.05	-	-
Libraries	.91	-	30.85	1.43	2.22	1.16	.11	1.87	.07	.33	-	.19

*Based on a five-day school week. **41 = an average of .41 hours per week of school use per facility before 9 a.m., taking into account all school facilities.
 N = 28

TABLE 2

COMMUNITY AND SCHOOL USE OF SCHOOL FACILITIES EXPRESSED AS A PERCENTAGE OF AVAILABLE TIME

	School Week*										Weekends**			
	8 a.m. to 11 p.m. (School)	8 a.m. to 11 p.m. (Comm.)	8 a.m. to 9 a.m. S	9 a.m. to 4 p.m. C	9 a.m. to 4 p.m. S	9 a.m. to 6 p.m. C	4 p.m. to 6 p.m. S	4 p.m. to 6 p.m. C	6 p.m. to 11 p.m. S	6 p.m. to 11 p.m. C	Sat. S	Sat. C	Sun. S	Sun. C
Pooling all facilities	31.3%	5.6	8.2	.9	61.9	2.1	10.6	4.8	1.3	58.7	.5	3.0	.2	1.9
Gymnasias	56.9	41.7	51.7	3.4	85.7	-	68.3	42.0	13.0	55.6	9.5	17.3	-	9.5
Regular classrooms	29.7	2.9	1.5	-	52.0	.8	4.5	2.5	.2	4.7	.1	.7	-	.4
Home Economics	31.9	.6	3.3	-	65.1	.3	7.9	-	.7	1.1	-	2.4	-	-
Industrial Arts	29.0	5.2	10.0	-	56.2	1.9	10.7	5.6	2.0	8.0	-	.8	-	-
Typing	31.1	4.8	9.1	-	64.2	-	2.7	3.3	.5	8.6	-	.3	-	-
Libraries	45.5	10.9	18.2	-	88.1	4.09	22.2	11.6	.4	7.5	.5	2.4	-	1.4

* Based on a five-day school week.

** Based on a potential of 14 hours each day.

Note 1. School Use % = $\frac{\text{Actual School Use}}{\text{Total Time Available}} \times 100$

2. Community Use % = $\frac{\text{Actual Community Use}}{\text{Total Time Available}} \times 100$

3. For Libraries, Community Use % = $\frac{\text{Actual Community Use}}{\text{Total Time Available}} \times 100$

N = 28

low level in relation to their potential.

The second question posed in this section was: "When and for how long are school facilities used by the community?" A number of aspects of this question merit discussion.

Overall Community Use

In the overall perspective, total community use of school facilities averages out at 2.9 hours per school week for each facility, or 3.6 hours per seven-day week. Expressed as a percentage of available time these figures reveal that, on the average, school facilities are used by the community for 5.6% of the available time in school weeks, and only 4.5% of the total available time including weekends. When it is realized that the sample contains many of the more active joint-use schools in the Province, this could be considered a remarkably low usage level in terms of their apparent potential.

A direct comparison with Seaton's 1971 findings is not possible, but the mean weekly total of 3.6 hours of community use for each facility which was observed in this study does not appear to exceed the level of use implied in Seaton's broad statement that "more than four-fifths of use of all facilities is in the 1-50 average hours per month category" (p. 65). It is difficult to avoid the conclusion that usage has not increased remarkably in spite of considerable success in some schools (four schools reported aggregates of more than 200 hours of community use per week).

Some factors contributing to such a low level of community usage in relation to available hours can be identified by analysis of usage patterns at various times.

Saturdays and Sundays

It can readily be seen, for example, that usage on Saturdays and Sundays is particularly low (Table 1). Pooling all facilities, usage on Saturdays averages only 0.42 hours a day and the figure on Sundays is even lower, at 0.27 hours. In other words, schools of this sample did not have a mean community use of facilities of even half-an hour a day on week-ends. For example, expressed as a percentage of available hours, Sunday community use represents 1.9% of the potential time available, compared to an overall community usage rate of 5.6%. This low level of usage is not surprising in view of the active discouragement of week-end community use encountered frequently by interviewers.

It is also notable that on Saturdays and Sundays schools themselves make even less use of their facilities than their communities; for example on Sundays schools use their facilities for an average of 0.03 hours, or less than 2 minutes, per Sunday.

Week Days Before School Commencement Time

Not unexpectedly, this time-slot showed an extremely low rate of community usage, at the level of 0.04 hours per week, or 0.9% of the potential. This is a reflection of the fact that in a few schools gymnasiums are used quite regularly during this time by the community. In all schools, most other facilities were found to have no usage at all in this period; as with week-ends, this period is largely neglected.

During "School-Hours"

Again, this period shows a very low usage rate: on the average only 2.1% of the available time. The figures include an hour at

lunch-time, during which many facilities are available for community use. Apart from the lunch-hour, some facilities are typically used by the school for a high proportion of the time (gymnasias 100%, regular classrooms and specialist rooms 66% - 76%). It must be recognized, too, that there is frequently less time available for community use than is shown in these statistics. For example, although regular classrooms appear to be available for community use in "school time" for an average of about eight hours a week, and in addition for a further five hours a week at lunch-time, many principals expressed the view that community use of most classrooms was simply too difficult to arrange in school time because of the needs of the regular users.

This may be a reasonable approach, which gives due regard to the needs of students, particularly where "home" rooms are concerned; however, it does nothing to explain the fact that although many well-equipped special purpose facilities are frequently empty and available during school hours, community use of them ranges from a mean usage of zero for Typing rooms to a "high" of 0.29 hours per week (3.5 mins per day) for Industrial Arts rooms. This occurs during a period when the recreational and educational needs of many people would seem to be high: many housewives and retired persons have uncommitted time in this period and in many communities shift workers and others working flexible hours might be induced to take up such opportunities if they were provided.

School-days: after school hours

This time slot was divided into two periods: the two hours between 4 p.m. and 6 p.m., and the period after 6 p.m.

The period 4 - 6 p.m. showed a moderate level of usage for all facilities, with a mean of 0.43 hours per week which is second to only the evening period in extent of usage. However, this cannot be considered a high level of utilization as it amounts to only twenty-five minutes of use a week, out of a potential of nearly nine hours - 4.8% of the available time.

The evening period after 6 p.m. is by far the most frequently used, and the mean weekly usage rate is 2.15 hours, or about two hours and nine minutes a week. This finding is not unexpected, and is similar to the few results available from previous studies. Hutchins (1950: p. 301), for example, pointed out that "weekday evenings and weekdays after school are the most popular times" and McClain (1968) reported a similar finding. Indeed, the usage of gymnasia at this time reflects considerable community involvement: more than 12 hours per week, or 55.6% of the time available. However, assuming that all facilities pooled are available for a maximum of 25 hours a week in this evening session, the mean community usage of a little over two hours a week represents only 8.7% of the potential. By any standards, then, there is considerable room for improvement.

School Holidays

The results in this section indicate to what extent school facilities were available for community use during specific holiday periods.

For school holiday periods other than the July/August vacation, school facilities were reported available for community use in 26.6%

of schools. For the July/August vacation, the figure is lower, at 19.5% of schools. This is a very low figure when it is taken into account that the schools concerned all have positive policies of encouraging joint-use, and all have agreements to support the policy. Although details of hours of use were not sought for this period, discussions with principals revealed that many school facilities listed as available in this period were not used at all.

In this study, then, holidays and weekends emerge as the periods of greatest wasted potential. Furthermore, there appears to have been little or no improvement in this aspect of community use of school facilities in recent years, since Seaton (1971, p. 67) similarly found that more than 70% of facilities in Alberta schools were not used at all in vacation times.

The third question in this section was: "For what purpose are school facilities used by the community?"

Table 4 shows distribution of community activities in school facilities by type of activity (Credit, Non-Credit, Recreation, Meetings) as well as by number of schools catering for each type of activity.

The greatest number of user groups were involved in activities classified as Recreational; the total number of groups in this category (228) is higher than those of any other category, although Non-Credit activities were carried out by a substantial number of groups (181). This reflects a consistently high level of Recreational activity in most schools, and closer study of data from each school reveals that seventeen of twenty seven respondent schools showed a

Table 3
TYPES OF COMMUNITY USE

Type of Activity	Number of User Groups	Mean No. per School	Distribution, by Schools
Credit	46 (8%)*	2	10 schools (37%)**
Non-Credit	181 (31%)	7	17 schools (63%)
Recreation	228 (39%)	8	26 schools (96%)
Meetings	130 (22%)	5	21 schools (78%)
Total user groups	585		

* Expressed as a percentage of the total number of user groups (585)

** Expressed as a percentage of the total number of schools (27)

similar pattern.

The finding that Recreation activities were the most widely distributed (found in 96% of the schools surveyed), and that Credit activities were found in only 37% of schools, tends to confirm the expectations that were held for this section of the investigation.

It is worth noting for later discussion that community activities classified as meetings occurred with greater frequency than credit activities and approached the level of non-credit activities. This type of activity occurred with greater frequency than was expected.

The fourth question asked in this section was: "Who uses school facilities?" This question had three objectives, of which the first was to ascertain which age-groups are the most frequent users of school facilities.

Table 5 shows community user groups classified according to four age-categories, and the number of schools catering for each age-group.

As had been expected the age group making greatest use of school facilities in this sample was the Adul. category (20 - 65 years) which was involved in 306 activities, or 43% of all activities. The Youth category was clearly the next most frequent with 226 groups. All schools reported catering to Adult and Youth categories. In contrast, the Senior Citizens and Children groups used school facilities at a considerably lower level, with Senior Citizens' groups comprising 14% and Children's groups 12% of the total number of groups. It was also found that 26% of schools had no activities catering to Senior Citizens, and 14.8% of schools had no activities for children.

A second specific aspect of the question "Who uses school

facilities?" was whether user groups tend to sponsor themselves or to be sponsored by larger, umbrella groups. Table 5 relates the number of user groups to the number of sponsors, in an attempt to clarify this question. Since the total number of user groups far exceeds the total number of sponsors, it is clear that a substantial number of groups make bookings for themselves. However, the mean number of groups per sponsor was 1.8, and at the schools with very high usage levels (and a correspondingly high number of user groups) there was a tendency for more activities to be booked by each sponsor; in fact, on the average, four to five groups were associated with each sponsor at these schools. Nevertheless, analysis of individual school patterns indicates that even at such schools there was typically a substantial number of self-sponsored groups. It appears that even where the advance of the Community Education concept has brought powerful groups such as Provincial and Municipal Recreation and Further Education Departments into cooperation with schools, the activities of these "umbrella" organizations does not inhibit independent groups from using school facilities on their own initiative.

The third aspect of the general question of who uses the facilities was the question of how many separate user groups are involved in school use. In this regard Table 5 and Figure 1 are also relevant. From Table 5 it can be seen that there is wide variation in the number of groups using school facilities (3 - 116 groups). A review of patterns at each school shows that in each case the number of groups is roughly in proportion to the number of hours of community use reported, with schools which report the highest hours of use also reporting the

Table 4
AGES CATERED FOR BY COMMUNITY USER GROUPS

	Number of User Groups	Mean per School	Number of Schools Involved
Children (less than 12 yrs.)	83 (12%)*	3	23 (85)**
Youth (13 - 19 yrs.)	226 (31%)	8	27 (100%)
Adult (20 - 65 yrs.)	306 (43%)	11	27 (100%)
Senior Citizen (Over 65 yrs.)	105 (14%)	4	20 (74%)

* Expressed as a percentage of the total number of groups (720).

** Expressed as a percentage of the total number of schools (27).

5
USERS SPONSORS

Total number of user groups (all schools)	521
Total number of separate sponsors (all schools)	291
Mean number of user groups per school	19
Mean number of sponsors per school	11
Mean number of groups per sponsor:	
1. Overall	1.8
2. At the school with the highest number of user groups	4.6

N = 27 schools

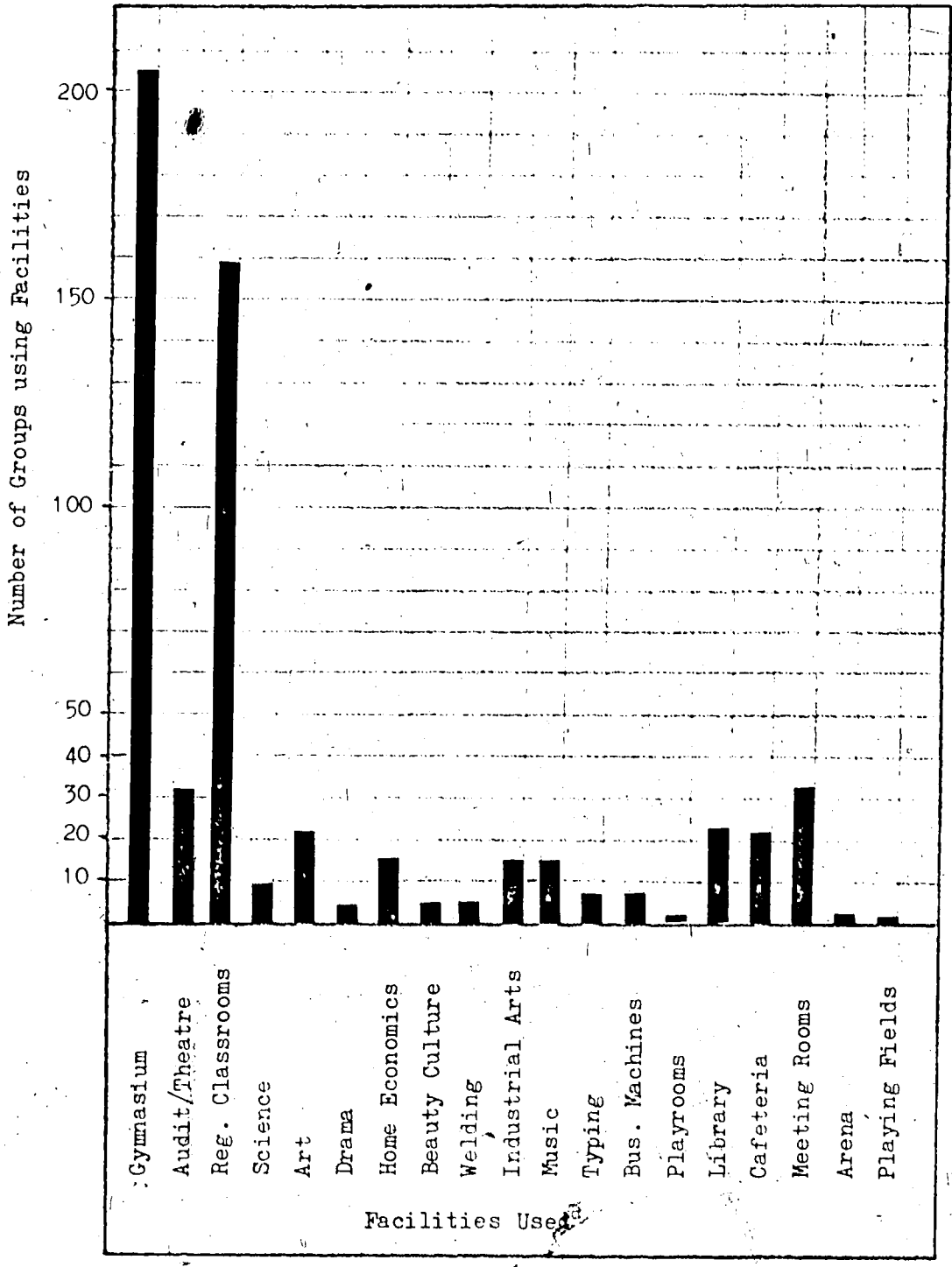


FIGURE 1

COMMUNITY USE OF SPECIFIC SCHOOL FACILITIES
BY NUMBERS OF SEPARATE USER GROUPS

greatest number of separate user groups. There is no indication that user groups needing large blocks of time are excluding smaller groups. However, this is not to say that in some areas certain facilities are not under pressure. Figure 1 indicates that gymnasias (205 users) and regular classrooms (159 users) are by far the most popular facilities for community use. This finding supports the earlier finding that of all school facilities gymnasias are used for the greatest amount of time. On the other hand the large number of user groups reported for regular classrooms does not appear to be a direct reflection of the results conveyed earlier in regard to total number of community use, where it was found they were used on the average for only about 1.5 hours per school week. Because of the very large number of classrooms in each school compared to, say, the number of libraries (a ratio which ranges up to 34:1), the total hours of usage reflected as a percentage of available time could be expected to be low, and it was found to be so (2.9%). However, it is curious that usage reported in absolute hours of use is low on the average (1.67 hours per week) even when frequency of use is high.

Some reflection on this question suggests one possible contributing factor. It seems most likely that a high proportion of the use reported for regular classrooms is of a short-term nature, resulting in a much lower total usage time for each group. Such uses would include meetings, seminars, lectures, and short courses, and many of these would occur only once, twice, or perhaps three times, whereas gymnasias, in contrast, are frequently used by various groups for a season or a whole year.

This evidence underlines again the relatively low use that well-equipped facilities like Home Economics, Industrial Arts, Typing and Libraries, appear to receive at the hands of their communities. All have a mean number of user groups between 7 and 22, compared to a mean of 205 groups for gymnasiums and 159 for regular classrooms.

The remainder of this chapter will outline the results emerging from the interviews aimed at identifying Problems, Suggested Remedies and Key Facilitating Factors related to community use of school facilities.

b. PROBLEMS

Table 6 summarizes the findings by listing the major problem areas in order of frequency of response. The table also provides a breakdown of responses by subjects' status: Superintendents and their staff, Principals and staff, Recreation Directors and other Recreation personnel, Caretakers and Others.

Appendix D provides a full list of problems reported, arranged in rank order according to the frequency with which they were mentioned. It is a long list, reflecting the large variety of problems cited. Even when responses are grouped into major problem areas a total of 38 problem areas emerges. Under each major problem area are listed descriptors which paraphrase the words of respondents and identify specific problems in each area.

Because of the wide range of problems cited it is not reasonable

TABLE 6
 PROBLEMS: RANK ORDER BY FREQUENCY OF OCCURRENCE,
 AND DISTRIBUTION BY ROLE OF RESPONDENTS

Problem Category	Frequency of Response	Number of respondents, by role				
		Super.	Princ.	Rec. Dir.	Care-taker	Others
1. Caretaking	35	10	5	7	6	7
2. Provision of funds	26	8	6	5	0	6
3. Supervision	23	5	9	3	3	3
4. Coordination	19	1	9	7	0	2
5. Inadequacies of agreements	18	3	9	1	2	3
6. Equipment	16	4	4	6	0	2
7. Understanding of goals	12	1	6	4	0	1
8. Restrictions on use	11	1	3	6	0	1
9. Lack of cooperation	7	0	2	1	0	4
10. "Loss" of Education Funds	7	3	2	0	0	2
11. Fees for use	5	1	1	3	0	0
12. Lack of space	5	2	3	0	0	0
13. Formulation of agreement	5	1	2	2	0	0
14. Storage problems	4	0	1	2	1	0
15. Lack of leadership from government	4	3	1	0	0	0
16. Maintenance and landscaping	4	1	0	2	0	1
17. Ownership	4	2	0	0	0	2
18. Social functions	3	2	0	1	0	0
19. Provision for review	3	1	0	1	0	1
20. Insurance	3	0	1	1	0	1
21. Conflicts Rec./Further Ed.	3	1	0	1	0	1
22. Damage	2	1	0	0	0	1
23. Separate/Public	2	1	1	0	0	0
24. Legal aspects	2	1	0	0	0	1
25. The "Core School"	2	1	0	0	0	1
26. Joint committees	2	0	0	1	0	1
27.) 36.)	Items 27-36 incl. occurred once only. (see Appendix D)					

to present details of all of them here. Instead, the eight problems most frequently occurring are presented in detail, together with some others which are considered important for other reasons.

The eight most common problems are as follows:

1. Caretaking

This was by far the most common category of problems, with thirty-five responses, compared to twenty-six responses for the next most frequent. The thirty-five responses were made up of eight specific problems, which are listed below:

- (1) Caretakers reluctant to work overtime.
- (2) Caretakers not arriving to open up facilities.
- (3) Caretakers upset when program supervisors are "under-age".
- (4) Absence of caretakers during programs, after opening up facilities.
- (5) Conflicts with user groups connected with cleaning up after community use.
- (6) Role difficulties: caretakers expected to act as coordinators or supervisors.
- (7) Difficulties in arranging cleaning schedules after increased use.
- (8) Problems involving the attitude of the Canadian Union of Public Employees.

The problems related to caretaking are so ubiquitous and so evenly distributed by respondent category as to leave no doubt that they are of significance to anyone planning joint-use. Certainly there is no

question of them having arisen as a result of the prejudices of one group of respondents, such as caretakers or their principals. In case "Superintendents" and "Recreation Directors" expressed similar concerns, and with almost equal frequency.

2. Provision of Funds

The frequency of problems in this category was very high (26 responses). Furthermore, if the problems listed separately under category 11 as "Loss of Educational Funds" were to be included in this category, the total responses for the category would then be higher than the total for the caretaking category. Funding can therefore be considered a major problem area in this sample.

The responses here cover nine separate problem types:

- (1) Lack of funds for additional caretaking duties.
- (2) Lack of funds for repair and replacement of joint-use equipment.
- (3) Lack of funds for leadership training.
- (4) Lack of funds for additional administrative costs (for example, bookings).
- (5) The short-term nature of funds available, particularly for employment of Community Education Coordinators.
- (6) The diverse nature of sources of funds for implementation of Community Education schemes.
- (7) Additional costs incurred by School Boards as a direct result of increased use of school facilities.
- (8) Lack of funds for operational costs of recreational facilities.

(9) Additional costs incurred in remote areas.

As with the Caretaking category, problems related to lack of funds occurred very frequently, and were cited by a wide range of respondents. The only group not citing problems of this kind is Caretakers. There does not appear to be any particular significance in this gap, except perhaps that caretakers tended to express views about a very small number of problem areas, all of which very directly affected their daily work. They apparently did not regard funding as a major problem from their point of view, but they did not see problems in twenty-two of the other categories cited by other respondents either.

Financial problems, then, must also be regarded as a major stumbling block for those seeking to implement joint-use of school facilities, and one which needs to be looked to at all levels. In particular, the problems caused by the short term nature of funds available from such sources as Project Cooperation appear to have had a serious effect on development of the concept in several schools of the sample.

3. Supervision and Security

This category is one which might be expected to bring problems for a small group only, such as caretakers and principals. However, it emerged in this sample as a major problem area in terms of frequency of occurrence (23 responses), and also as an issue which concerned persons in all categories.

Although the category is cited as a problem area by twenty-thr

respondents, the sub-problems are relatively few in number, as shown below:

- (1) Access problems, allied to difficulties in control of flow of participants outside school hours.
- (2) The tendency for a large number of groups to have keys to buildings previously accessible to school staff only.
- (3) The perception that adults disregard rules.
- (4) Difficulties arising from non-users' ability to enter the school; fear of vandalism.
- (5) Difficulties of supervision at week-ends because of shortage of staff.
- (6) Lack of agreement about responsibility for supervision.

It was found that problems associated with access and supervision were related to design factors, and are discussed more fully in a later section.

It is difficult to avoid the feeling that one or two sub-problems raised may be potential rather than actual, and perhaps reflect the anxieties of caretakers and school staff at having to share "their" facilities with "outsiders" for the first time. In this category are problems concerning keys and the presence of non-users. However, as they are perceived as problems by a considerable number of respondents they warrant discussion, but this is best left till later, especially in the light of Remedies suggested later.

The other sub-problems are substantial and not unexpected, except for adult disregard for rules. However, further analysis of the data shows that this sub-problem was cited by only one respondent

and cannot be considered a common problem.

4. Coordination of Groups Involved

This type of problem was cited by a total of nineteen respondents, a relatively high frequency in this sample. Moreover, it was raised almost exclusively by Principals and Recreation Directors, who comprised sixteen of the nineteen responses.

The specific problems listed are as follows:

- (1) Difficulties with bookings - for example red tape, errors, complex procedure for authorization.
- (2) Ineffective communication - for example problems for schools when not notified of cancellations by central booking agency.
- (3) Schools "bumping" community users.
- (4) Difficulties created for users when schools require notice by users in order to allocate staff from school.
- (5) Difficulties with both centralized and decentralized booking systems: each can cause problems for different groups.

The emergence of this category of problem as a substantial one in this sample was not unexpected, and it was a problem area found on several occasions in the literature, particularly "lack of coordination and cooperation" and "difficulties with bookings and access."

Although this category is basically about coordination and communication problems, the major focus of these in joint-use schemes is apparently the booking process, which is a contentious issue in

some jurisdictions and a source of some concern in others.

5. Inadequacies in Agreements

This category emerged as an area of major concern, with eighteen responses made spontaneously as part of the investigation of Problems. However, because of the widespread use of joint-use agreements in Alberta this aspect of joint-use had been selected for investigation as a potential problem area, and each respondent was therefore asked to identify any problems related to inadequacies in agreements. Seven respondents reported that they believed their agreements were satisfactory and that no inadequacies had come to their attention.

Table 7 shows all the perceived inadequacies cited by two or more respondents, in rank order by frequency of response and by categories of respondents. Since no category or group of categories was clearly separated from the other categories because of particularly high response rates, it was difficult to select a group for discussion. Set out in more detail below are the four most frequently mentioned deficiencies, showing the specific aspects of each category referred to by respondents; further detail on all responses is provided in Appendix D.

(a) Janitorial (six responses)

- (1) Provision for absence of janitor through sickness.
- (2) Definition of the janitor's role.
- (3) Cost-sharing for janitorial services.

Since this category had already emerged as a major problem area, and later was seen as a major focus for suggested remedies, it

TABLE 7

INADEQUACIES IN JOINT-USE AGREEMENTS, IN RANK ORDER BY FREQUENCY OF RESPONSES, RESPONSES DISTRIBUTED ALSO BY ROLE OF RESPONDENTS

Category of Inadequacy	Frequency of Response	Number of respondents, by role				
		Super.	Princ.	Rec. Dir.	Care-taker	Others
1. No inadequacies	7	-	3	4	-	-
2. Janitorial	6	-	2	1	2	1
3. Joint committee	6	1	2	3	-	-
4. Equipment	5	2	1	1	-	1
5. Development costs	5	-	3	1	-	1
6. Summer use	4	-	2	1	-	1
7. Reciprocity	4	1	2	-	-	1
8. Rec. Dep. booking	4	-	2	1	-	1
9. Operational costs	4	-	-	4	-	-
10. Liability	4	-	3	-	-	1
11. Supervision	3	-	1	2	-	-
12. Private facilities	3	1	1	-	-	1
13. Scope	3	1	1	1	-	-
14. Definitions	2	-	1	1	-	-
15. Flexibility	2	1	-	-	-	1
16. Booking procedures	2	2	-	-	-	-
17. Priorities	2	-	1	1	-	-
18. Security	2	1	-	1	-	-
19. Comm. use areas	2	1	-	1	-	-
20. Further Ed.	2	1	-	1	-	-
21. Role of Princ.	2	-	-	2	-	-
22. Fees	2	-	-	2	-	-

was not surprising to find deficiencies in agreements perceived in this area. However, the problems cited in relation to absences of janitors had not been mentioned before except in a general way and in view of the key role for janitors and caretakers which emerges from the responses of this study, those drawing up agreements would do well to make specific provision to cover this as well as other more widely recognised problems in this area. Some indication of the importance of this sector had been gained from the literature but the apparent severity of the problem was not entirely anticipated.

(b) Joint Committee (six responses)

- (1) Definition of role.
- (2) Specified meeting times }
- (3) Definition of membership.
- (4) Specific provision for reviews of agreement.
- (5) Provision for committee to exercise specific authority.

All the responses in this category came from Education and Recreation personnel, and in almost equal numbers. These respondents apparently agreed upon the need for such a committee but perceived a lack of specificity in their agreements which hindered progress. The last specific deficiency (5), relating to lack of authority for Joint Committees, provides reinforcement for a separate finding that a lack of authority for such committees was perceived as a problem (no. 26 in Table 6).

(c) Provision For Use of Equipment (five responses)

Since the five respondents include persons from each category except Caretakers there does not appear to be any loyalty bias affecting

these perceptions. In view of expectations gained from the literature this is not a surprising category of deficiencies; however the importance of this factor is further underlined by the number of respondents in this sample who perceived problems in various aspects of joint-use of equipment.

No specific sub-problems were identified by these respondents, but further insights are provided by the responses which are discussed next.

(d) Development Costs (five responses)

Included among the five respondents were both Education and Recreation personnel. The specific deficiencies cited were lack of provision for:

- (1) Cost-sharing in general,
- (2) Development of school grounds,
- (3) Snow clearance, and
- (4) Development of parking facilities.

This set of deficiencies was expected, in view of the references in the literature to problems associated with allocation of various responsibilities - including responsibility for additional costs such as those for maintenance and development.

6. Use of Equipment

The appearance of this category of problems was expected from the review of literature. Problems in this area were raised by 16 respondents, and were made up of four specific sub-problems. Responses were fairly evenly distributed among the various categories of respon-

dents, except for the Caretaker group which provided no responses of this kind in spite of the apparent relevance of equipment to them. However in view of the apparent reticence of caretakers in this sample (see p. 62) this does not appear to be a significant anomaly.

Specific problems were cited in this sample as follows:

- (1) Non-availability of certain equipment - for example, kilns, chairs.
- (2) Shortened life of equipment used by community.
- (3) Difficulties finding adequate supervisory personnel to ensure care of equipment.
- (4) Difficulties in arriving at acceptable agreement for cost-sharing related to purchase and replacement of equipment.

Although these are problems which arise frequently, and at the cutting edge of the joint-use operation, they are also problems which appear to reflect the basic coordination and communication difficulties which were identified as major problem areas in this study. It is clear that careful attention needs to be given to ways and means of dealing with the use of equipment in any joint-use scheme. However the nature of the problems raised here suggests that solutions will be expedited primarily by action aimed at producing better coordination and communication at the local, municipal, and provincial levels. In many cases cooperative funding for purchase and replacement of such equipment seems to be a solution often considered but rarely carried out.

7. Understanding of Goals

Problems in this category were raised on twelve occasions by subjects in this sample. The problems were of concern mainly to Principals and Recreation Directors, with only two responses coming from the other three categories of respondents, and were made up of three separate sub-problems as follows:

- (1) Lack of public awareness of the goals of parties making joint-agreements.
- (2) Lack of understanding on the part of those closely concerned of the implications of public use; for example, a caretaker who cannot see the need for him to make major changes to his attitude and his caretaking arrangements may cause serious problems.
- (3) Lack of systematic effort to achieve public awareness.

No particular expectation was held for this problem area to emerge, but in view of its mention as a likely facilitating factor in the literature, its absence is logically of potential concern.

8. Restrictions on Community Use of Schools

This group of problems was raised with about the same frequency as the previous group (eleven responses) and is similarly made up of three sub-problems. Not unexpectedly, these problems tended to be of concern mainly to Recreation personnel, as they all arise from policies or attitudes of school personnel. The problems are:

- (1) Restrictions on weekend and summer use.
- (2) Restrictions on use during school hours.

(3) Restrictions on possession of keys by Recreation personnel.

Although these problems were not predicted per se in the literature, they were suggested in a more general problem: "Difficulties with bookings and access." However, the strength of the access aspect is rather unexpected. This category, moreover, is related very closely to another category, "Lack of Cooperation", which will not be dealt with here in detail because it is low in frequency but which also consists partly of problems arising from attitudes or policies on the part of school personnel. Taken together these two categories constitute a major problem area, with a total of eighteen references.

c. REMEDIES

In addition to being asked to suggest ways and means of improving joint-use schemes, respondents were also asked to identify changes in school design which they believed would facilitate joint-use.

In view of the large number of problems cited earlier it is not surprising that a large variety of remedies were suggested, with a total of 36 categories, eleven of which were cited by more than one respondent. Table 8 lists, in order of frequency of response, those suggested remedies which were put forward by more than one respondent. Appendix D, however, provides a full list of all remedies suggested, arranged in rank order according to the frequency with which they were mentioned by respondents.

Presented in detail below are those suggestions which were made by at least three respondents.

TABLE 8

SUGGESTED REMEDIES: IN ORDER OF FREQUENCY OF RESPONSE,
AND DISTRIBUTION BY ROLE OF RESPONDENTS*

Problem Category	Frequency of Response	Number of respondents, by role				
		Super.	Princ.	Rec. Dir.	Care- taker	Others
1. Booking	9	3	5	1	-	-
2. Caretaking	7	1	2	3	1	-
3. Discussion of joint-use	4	-	-	4	-	-
4. Steering Committees	3	1	-	1	-	1
5. Free Recip. Use	3	-	2	1	-	-
6. Equipment	3	-	1	2	-	-
7. Full use	2	1	-	-	-	1
8. Comm. Edn. Coordinator	2	-	-	1	-	1
9. Joint employment	2	1	1	-	-	-

* Other response categories, suggested less frequently, are listed in Appendix D.

1. Booking (nine responses)

- (1) Recreation Departments should be the booking and coordinating agencies for schools.
- (2) Improve booking procedures.
- (3) Give more power and status to persons responsible for booking.
- (4) Allocate large blocks of time to certain groups such as Recreation Departments.

It is of interest to note that these suggestions with their emphasis on centralized booking procedures, were made almost exclusively by education personnel which allays any fear that they might be partisan suggestions. The unexpected aspect of these responses is that, in spite of the earlier suggestions that central booking services cause problems for schools, there was no suggestion here that bookings be decentralized.

2. Caretaking and Cleaning (seven responses)

- (1) Clearly define the expanded role of caretakers.
- (2) Insert in the regulations, or other written expressions of policy, statements about the role of caretakers.
- (3) Provide a fair wage for caretakers.
- (4) Give caretakers a higher status, in view of their increased responsibilities.
- (5) Involve caretakers in decision-making.
- (6) Establish clear schedules for cleaning.
- (7) Establish a centralized cleaning service.

(8) Provide cleaning equipment for users themselves to clean up.

As a result of reviewing the literature, these suggestions were not unexpected but it appears from the spread and number of respondents making these suggestions that caretaking is regarded as a central factor in the joint-use concept, perhaps a more important factor than is generally conceded.

3. Discussion of the Potential of Joint-Use and its Philosophy (four responses)

- (1) Arrange for discussions between elected bodies.
- (2) Arrange informal community gatherings for discussion of the concept.

Linked to this category, also are the suggestions made in the next category concerning the value of a Joint-Use Committee. Certainly one function of such a Committee could be to sponsor and facilitate such discussion in the community. Taken together the two categories constitute a sizable area of suggestions. The significance of this area of concern is also emphasized by consideration of the problem areas cited earlier (Table 5), which include several closely related categories, such as "Understanding of goals", "Lack of cooperation", and "Joint Committees", which total 21 responses.

4. Form a Joint Steering Committee (three responses)

- (1) This committee should draft joint-use policy and models of agreement.
- (2) Such a committee could make recommendations about "who should do what" - for example, who should formulate the agreement.

- (3) It could usefully permit interested people to sit in at its meetings.
- (4) It is important for members to be well prepared for meetings.

It was expected from the review of literature that this would emerge as a high priority remedy. The literature generally would also advocate the continuation of such a group with a permanent role and wider responsibilities. Such a permanent committee was not mentioned directly by respondents in this sample, but in some schools it was implied to be a "key facilitating factor".

5. Maintain a Policy of Free Reciprocal Use (three responses)

This suggestion is aimed at removing the fairly prevalent practice of parties to the joint-use agreement making charges to one another for use of facilities. Those making the suggestion pointed to the savings in time and staff which a policy of free reciprocal use would bring, as well as the probable improvement in the relationships between the organizations concerned. They point out that the money for running Recreation Departments and School Boards generally comes from the same source. Interestingly enough, although it is seen as a possible improvement, this factor did not emerge as a significant problem in the "Problems" section.

6. Provide for Joint-Use of Equipment (three responses)

- (1) Provide for cost sharing by joint-use parties for equipment.
- (2) Create a fund for replacement of expendable equipment.

- (3) Examine the possible alternatives for cost-sharing procedures for equipment.

Joint-use of equipment has already emerged in this study as a key problem area, apparently because in many schools adequate provision was not made for it in the joint-use agreement or in associated regulations, and apparently problems emerged even in schools which were spending large sums of money on Coordinators' salaries.

The remedies suggested here would not involve the parties in major additional expenditure; the solution appears primarily to lie in recognizing that the problem exists and in achieving the necessary degree of coordination.

Design Factors

In addition to the spontaneous responses listed above, respondents were also asked to identify any changes to school design which they felt would be useful in facilitating joint-use. Two aspects of design, Space and Storage, were cited as Problems earlier. The full list of suggested changes appears in Appendix D, in order of frequency of response. Table 9 shows all suggestions made by two or more respondents, and also shows categories of respondents for each suggestion.

In this section a group of four design factors stand out from other suggestions, and these are shown in detail below.

1. Provision For All Forms of Community Use (35 responses)

- (1) Make provision for all ages, and for recreational use as well as educational.

TABLE 9

DESIGN FACTORS, RANK ORDER BY FREQUENCY OF RESPONSE,
RESPONSES DISTRIBUTED BY ROLE OF RESPONDENTS

Design Category	Frequency of Response	Number of respondents, by role				
		Super.	Princ.	Rec. Dir.	Care- taker	Others
1. Provision for all forms of Community use	35	8	11	12	0	4
2. Access	35	6	11	9	1	8
3. Storage	27	4	7	8	3	5
4. Gymnasias	28	4	3	8	0	7
5. Regulations	12	7	1	2	0	2
6. Parking	9	1	2	2	3	1
7. Consultation	8	2	3	1	1	1
8. Financial Incentives	8	2	3	2	0	1
9. Building materials	4	1	1	1	1	2
10. Music/Art/Drama	4	1	0	1	0	2
11. Libraries	3	0	0	2	0	0
12. Handicapped	3	0	0	1	2	0
13. Comprehensive planning	3	0	2	1	0	0
14. Park-School concept	3	0	0	3	0	0
15. For instruction	2	1	0	1	0	0
16. Change facilities	2	1	1	0	0	0
17. School Buildings Branch	2	2	0	0	0	0
18. Liquor	2	0	1	0	1	0
19. Lunch rooms	2	0	1	0	0	1

- (2) Make it possible to isolate community use areas.
- (3) In each school, particular services need to be easily accessible to the community. These may differ from one community to the next.
- (4) Arrange facilities to enable easy supervision in community use (For example, showers placed near gymnasium).

Access is considered a very important aspect of design for community use, as is indicated by its particularly frequent occurrence in this sample. The concept of access is closely linked by many of these respondents to such objectives as ease of supervision, and the need to be able to isolate certain areas for security reasons. A frequently occurring comment was that present school designs make easy access, supervision, and security difficult to achieve during community-use. These aspects of design were expected to emerge, as predicted from a study of the literature.

It seems from the suggestions made that in the case of new facilities considerable progress could be made towards the aims expressed here without additional expense but that this would not be so in adapting existing facilities.

Again, the importance of this need was stressed by both educators and recreationists, and no role biases are evident.

3. Storage (27 responses)

- (1) The gymnasium in particular will need additional, and different, storage.
- (2) Provide for canoe storage by the pool.

- (2) Craft and drama areas have a good deal of potential and should not be overlooked.
- (3) The school library may well become a public library in certain instances.
- (4) Most changes will need additional space.
- (5) Gymnasiums should be built on the Community Hall concept.
- (6) Specific provision needs to be made for day use by the community.

This group includes a wide variety of specific suggestions, and all have in common the basic premise that planning for community use should proceed on the broadest possible front. This group is difficult to discuss because of the variety of its component suggestions, but it does make some important suggestions about design which may be forgotten if the most commonly used facilities, such as gymnasiums, are allowed to dominate planning for community use of schools.

Respondents came from the ranks of Education and Recreation personnel in roughly equal numbers, and stressed planning for community use of Craft and Drama areas and the Library, none of which reached more than 11% of their potential for community use in this study. Similarly, in recommending planning for day-use, funding for additional space, and programs which provide for use by all ages, the respondents were referring to gaps and needs which also emerged in other sections of this study.

2. Design For Access (35 responses)

- (1) Link pool to school.

- (3) The present instructional/non instructional formula needs to be amended.
- (4) The provision for 33 square feet for gymnasia, as funded by the Provincial Government, is inadequate for community use.

Design changes involving storage were mentioned frequently, by respondents of all categories, and were mentioned also in the problem section of the interviews. Lack of storage emerges as a major design problem, which has tended to be overlooked in the literature, perhaps because of its apparently pedestrian character. However, in this sample the interviewees' comments across a number of situations where lack of storage seriously hindered certain active programs and acted as a deterrent to commencement of other activities with large storage space needs.

4. Gymnasia (22 responses)

- (1) Eliminate glass.
- (2) Improve air filtration.
- (3) Design bleachers that can be cleaned.
- (4) Provide improved acoustics.
- (5) Provide additional spectator facilities where required.
- (6) Build larger gymnasia in elementary schools in areas where community gymnasia are required.
- (7) In gymnasium/auditorium designs a more appropriate stage plan is needed.

All categories of respondents contributed suggestions for

improving gymnasias, and the total number of suggestions about them is particularly high. Furthermore only a few school facilities were mentioned as separate design issues and of these by far the greatest attention was given to gymnasias. This is logical, as we have already seen that gymnasias in this sample were subject to far greater community use than any other facilities.

The great majority of the suggestions are such as to be of general application (For example, storage); however, it is of interest to note (Appendix D) the sprinkling of suggestions about improving the potential of facilities which are not now commonly used.

Other Design Suggestions of Note

(1) Amend Regulations (12 responses)

Details of the suggestions are shown in Appendix D, but they can be summarized as calling for:

- (a) more flexibility to permit optional changes in support of community use,
- (b) specific provisions supporting design for community use, and
- (c) financial support for additional space needed as a result of design for community use.

(2) Parking and Landscaping (9 responses)

A number of respondents identified a need to extend joint planning into these important "outside" areas.

(3) Greater Consultation in Planning (8 responses)

This objective, which was given great prominence in the Ontario

Select Committee's report, is a logical means of ensuring better design for community use, but was a little unexpected in this sample where community councils, for example, had not loomed very large in findings so far, and do not appear as major Key Facilitating Factors in the next section.

(4) Financial Incentives (8 responses)

Some respondents, recognizing the direct relationship between Provincial funding and improvements in design aimed at community use, suggested that the Province provide more financial incentives to encourage such planning. This was apparently closely linked to the suggestions concerning changes to relevant Regulations which were discussed previously. These respondents also emphasized the point made earlier that although some improvements may involve only relocation of space most involve additional expense.

(5) Special Facilities

Table 9 shows that, omitting suggestions about gymnasias, at least twelve respondents suggested design changes aimed at facilitating community use of special facilities including Libraries, Music/Dance/Art, Craft/Drama, Liquor facilities, and Cafeteria facilities. There was, then, an awareness of the potential of such facilities although in this sample that potential had not yet been realized.

d. KEY FACILITATING FACTORS

In this section of the study respondents were asked to identify the factors which they believed had had a strong positive influence

on whatever success they had experienced in implementing joint-use schemes. It was hoped that these responses, which would reflect existing factors rather than hopes or suggestions, would be less subject to personal bias.

A list of all responses, in rank order according to frequency of response, is found in Appendix D, but for purposes of discussion, Table 10 lists all the responses that occurred twice or more, in order of frequency of occurrence, and provides a breakdown by role of respondents. In the overall perspective, responses for this particular aspect of the study referred to a relatively small number of discrete factors (14), and a large proportion of all the responses (66 out of 92) pertained to only two of those fourteen factors.

The most frequently cited factors are shown below, and under each category heading are listed the descriptors for specific factors cited in that category.

1. Cooperation of Groups Involved (36 responses)

- (1) Cooperation of Principals, Teachers, Superintendents.
- (2) Cooperation of Carstakers, particularly when they are familiar with the joint-use concept.
- (3) Cooperation of School Board.
- (4) Cooperation of Recreation Board.
- (5) Cooperation of Recreation Staff.
- (6) Willingness to share facilities.
- (7) Good communication.
- (8) Willingness of Recreation and Education to work together.

TABLE 10

KEY FACILITATING FACTORS, RANK ORDER ACCORDING TO FREQUENCY OF RESPONSE,
DISTRIBUTION OF RESPONSES ALSO BY ROLE OF RESPONDENT

Category of Facilitating Factor	Frequency of Response	Number of respondents, by role				
		Super.	Princ.	Rec. Dir.	Care- taker	Others
1. Cooperation	36	8	8	10	0	10
2. Positive public response	30	4	4	6	0	6
3. Financial aspects	7	4	2	1	0	0
4. Community Educa- tion Coordinator	5	0	2	1	0	2
5. Joint-use agreements	5	2	1	0	0	2
6. Coordinating committee	4	0	2	0	0	2
7. Further Education Council	3	1	0	0	0	2
8. School Act and Planning Act	2	0	0	2	0	0

Joint-use schemes are, by definition, schemes involving more than one group, and this large response clearly indicates the crucial nature of full and willing cooperation by all. The corollary of this factor, incidentally, had emerged earlier - as a persistent problem area, cited in categories such as:

- (1) "Lack of cooperation"
- (2) "Restrictions on use"
- (3) Difficulties with "Coordination of user groups"
- (4) Some aspects of the category "Caretakers".

Although cooperation is an attitudinal factor which cannot be requisited or turned on by command, its development emerges from the responses in this sample as a major objective which should permeate all of the various means used to implement such schemes.

This factor was expected after review of the literature, although it is so fundamental that it may tend to be regarded as an end rather than a means.

2. Positive Public Response (30 responses)

A considerable number of respondents in all categories except caretakers cited positive attitudes towards Community Education as a facilitating factor. It is also very apparent that this, too, should be regarded as a major objective in all implementation strategies. Achievement of this kind of public support is an objective which occurs frequently in the literature.

Before moving onto a consideration of other factors that were acknowledged as facilitators, it should be noted that the concepts

involved in these first two factors are not dissimilar, with one looking to support from the active participants and the other advocating development of support from the public. If we were to join them into one category, the overwhelming agreement about that one factor would be extraordinary, with 66 respondents regarding it as the most important facilitating factor in their experience, whereas the next highest category has only seven responses.

3. Financial Aspects (7 responses)

- (1) Availability of funds.
- (2) The fact that there has been a good return on the dollar has had a positive influence.
- (3) Cost-sharing has proved its effectiveness.

This category of responses appears to add weight to the previously reported responses which asserted that additional funding is essential for the successful introduction of joint use of facilities. Certainly the overwhelming impression from a number of aspects of this study is that additional resources are essential, and these resources are rarely gained without additional cost.

4. Community Education Coordinator (5 responses)

- (1) The existence of an additional person with responsibility for joint-use, usually as part of a Community Education development.
- (2) Long-term tenure is seen as important.

The presence of such an additional person is strongly advocated in the literature, particularly by exponents of the Flint, Michigan,

model..

5. Joint-Use Agreements (5 responses)

- (1) Reflecting clear understanding of objectives.
- (2) Agreement about rules for implementation of the agreement.
- (3) Flexibility of interpretation of the agreement.

As with the Community Education Coordinator, the existence of a well prepared and widely understood joint-use agreement is widely advocated in Alberta as a facilitating factor. Respondents' reference to the factor here adds weight to the decision to investigate joint-use agreements as a key factor in Alberta, as noted earlier.

6. Existence of a Joint-Use Coordinating Committee (4 responses)

Again, reference to this factor was expected; however, few such committees are yet to be found in Alberta (in this sample committees of this kind existed in only 12 out of 30 schools) and these responses are more properly viewed as coming from a greatly reduced sample.

7. Existence of a Further Education Council (3 responses)

This factor was not predicted from the literature. However, these Committees were in some cases already in existence when joint-use and Community Education schemes were first broached, and it is natural that they could be seen as a coordinating force for this broader but closely related purpose, especially in a small community where the establishment of a second committee might be difficult and perhaps redundant.

Chapter V

CONCLUSIONS AND IMPLICATIONS

GENERAL

It is the intention of this chapter to derive from the data presented in the previous chapter some general conclusions and some administrative and pedagogical guidelines and recommendations which may facilitate more effective use of school facilities by the community.

In relation to patterns of use, the most positive interpretation of the data is that there appears to be a very widespread but relatively low level of community use of school facilities. Moreover, the frequency of usage does not appear to have shown any marked increase since the 1971 study by Seaton, as far as one can judge from those aspects of the data which are reasonably comparable. It is evident that school facilities, used by the community on the average for only 4.8% of their potential in these schools, are still grossly under-used public facilities. The data in this study provide clear evidence of major gaps in community usage where, prima facie at least, schools appear to possess great potential for increased usage. Nevertheless, it seems likely that more schools may now be consciously planning for joint-use, as many joint-use agreements have been signed in the years since that study, and the evidence of this study is that in most schools positive steps were being taken to increase the availability of their facilities to the community.

The data concerning problems, remedies, and key facilitating factors revealed a considerable variety of factors but these fall into two major categories. First, pervading a large proportion of the specific factors cited is the firm and recurring assertion that attitudes are particularly important to the success of any joint-use scheme. In particular, the need for full cooperation is repeated many times. At the same time gaining full cooperation is evidently a particularly difficult objective to achieve in practice, for a large proportion of the problems perceived have at their base a lack of cooperation or a negative attitude on the part of one of the participating parties.

Secondly, there is an abundance of evidence in this study that any joint-use scheme of substance will need additional resources, both human and material, if it is to be successful. These additional resources usually require additional money for additional staff, equipment, caretaking, cleaning and administrative duties; but sometimes they can be achieved through reallocation of existing resources. Success appears to be greatest in those schools where the desire to expand community use of school facilities is complemented by both a fully cooperative attitude on the part of key participants and the provision of adequate additional resources.

One interpretation of this evidence could be that schools need more time to increase joint use; certainly the impression gained by interviewers was that some schools were in the early stages of a plan to make the school a community recreation and educational centre. This interpretation is supported by the evidence that many factors inhibi-

ting growth of joint use schemes are believed to arise from attitudinal difficulties, which it can be assumed may need time to resolve. Some recommendations specifically aimed at encouraging positive attitudes to joint use are made in this chapter.

However, there is also ample evidence that in some schools lack of resources is seen as a serious inhibiting factor, regardless of other factors involved, and some specific implications for provision of resources to such schools are discussed in this chapter.

A third inference which could be drawn from this general evidence is that, perhaps, for some of the schools studied, a level of community use appropriate to the needs of the community and the nature of the school facilities had already been reached at the time of the study. One could speculate that the existence of successful alternative means of providing recreational and educational programs and community services would reduce the need for extensive use of school facilities. Similarly, the nature of the school facilities, as in a poorly equipped elementary school, could also weigh against extensive community use. Whatever the reasons, a school and its community may well have set, and reached, a very limited level of objectives in joint use.

This study did not attempt to evaluate alternative community programs and facilities, the attractiveness of the school facilities or the objectives of the school joint-use scheme, and perhaps lack of knowledge of such mediating factors is a weakness in the design of the study. However, neither time nor resources available permitted such an extension to the study.

Schools which are satisfied with their current level of community use will not usually need additional support in terms of finance or staff, but could well benefit from advice about the potential benefits of Community Education for students and community, for it is possible the decision to limit their joint-use scheme may have been made without possession of all the relevant evidence. Included in the specific implications and recommendations which follow in the remainder of this chapter are suggested ways and means of providing an advisory service to schools.

RECOMMENDATIONS AND GUIDELINES

1. Saturday and Sunday Use

Even in schools showing relatively high week-day community usage, week-end usage was frequently extremely low. For example, on the average communities used their school facilities for only .27 hours each Sunday (Table 1), and this average reflects the fact that many schools have no Sunday usage, and others experience intermittent use only. When one relates this to the fact that so many members of the community are free of work commitments on week-ends, this appears to be a serious gap. No attempt was made to assess community needs for week-end programs, but it seems likely that recreation programs in particular would be popular at this time. There was considerable evidence from interviews that the major factor underlying this low level of usage was that many schools or school jurisdictions, or both, were still discouraging weekend use. Although the reasons for this apparently negative policy were not investigated systematically as

part of this study, respondents most often referred to lack of resources and insufficient evidence of significant potential for use at weekends as contributing factors. In other schools where weekend use was not actively discouraged it was nevertheless expensive to hire school facilities at that time because the sporadic nature of community use was insufficient to keep the schools open, thus requiring costly "opening" fees, and as a result little or no community use was occurring.

It is apparent that relatively cheap weekend use of schools will be obtained only when there is sufficient volume of use to justify provision of adequate caretaking, booking, and supervision arrangements. To achieve this volume of use there needs to be a complete commitment to making the school a busy weekend community centre, provided the potential for such use exists; and, although educators were reluctant to affirm it, it seems well beyond the reasonable expectations of most education personnel to undertake the necessary community survey work and the heavy commitments of time and money needed to transform the school in this way. One alternative is suggested below:

Recommendation 1.

"Whenever school personnel are unable or unwilling to support community use of school facilities, one solution might be to lease the facilities for weekends, and perhaps also for other specified periods of time such as vacations, to an organization which is already committed to the provision of recreation opportunities at such times."

A Recreation Department, a Community League, or a Service Club could be possible lessees.

Whoever plans and administers a scheme of extended community use, the evidence from this study is that in view of the valuable resources to be committed, there are several factors which need careful attention, in particular: (1) a survey of community needs; (2) a caretaking and cleaning scheme appropriate to the circumstances, and (3) sufficient publicity about the scheme to ensure that community members are fully aware of the opportunities being provided for them.

2. Holiday Use

It was found that school facilities were available for community use in specific holiday periods at very few schools (19.5% of schools) and a similar pattern was found in the summer vacations (26.6% of schools); moreover, even in those schools where facilities were technically available, usage levels were reported to be low. The reasons for this low usage rate are much the same as for the lack of weekend use, and appear to lie in an unwillingness on the part of partners in the joint use agreements to commit their time or resources to the development of community use at these periods when schools are not conducting regular courses.

The impression gained by interviewers was generally that there was a low level of interest being shown in the possibilities of using vacations for recreational or educational programs, and in the case of full-time teaching staff and school personnel this is understandable.

However, if professional educators and recreationists in administrative positions do not perceive and discuss with lay people the potential which exists in the juxtaposition of empty schools and uncommitted children, it is difficult to see who will. It would appear to be an appropriate time to raise the question now, in view of the interest being shown in various aspects of Community Education in Canada.

To be more specific, the potential appears to lie in areas such as:

- increased use for secondary summer education programs closely linked with school programs of the academic year,
- the development of enrichment programs in elementary schools,
- the development of recreational activities to supplement "camp schools" and other summer activities held elsewhere, particularly to make use of special purpose school facilities such as auto shops, and
- increased use for adult and continuing education programs.

Any scheme proposed to explore the possibilities of realizing some of the potential outlined above would be of possible interest to all Albertan schools, and in view of the likely expense would perhaps be most appropriately sponsored by the Provincial Government.

The suggestion made in Recommendation 1 would also apply equally well to holiday periods; in addition, the following specific recommendation is put forward:

Recommendation 2.

"It is suggested that, to encourage schools to move towards the objective of making better use of school facilities in holiday periods for the benefit of their students and community members, the Provincial Government should fund, support, and evaluate a small number of pilot projects for what is usually called a year-round educational and recreational program at, say, three Alberta schools."

3. "School-time" Use

The evidence is that very little attention is being paid by schools to community use of school facilities in school-time, and usage is very low indeed: on the average only 2.1% of the available time. I have speculated in the previous chapter, basing my comments on reported activities in many countries, that in some communities there are likely to be many people who would welcome recreational and educational activities in school facilities during school time, particularly from among the ranks of housewives, shift-workers, and persons working flexible hours. The popularity of a program of jogging provided in Edmonton in an indoor recreational facility at lunch-time is one recent example of a very successful daytime recreational activity; another is a noon-hour tennis program. However, to make effective use of the facilities available at this time, to plan programs to meet the needs of the community while taking account of the needs of the school, and to provide an imaginative and stimulating set of programs in the school, seems far beyond the capability of any normally staffed school. It is at this stage, when one goes beyond

"opening the school at night", that additional staff resources and a different approach become particularly important.

One means of applying resources not available in the school has already been suggested in Recommendation 1. Alternatively, some of these resources may be marshalled through the cooperation of parties to the agreement, such as the Recreation Department, by using existing staff time for this purpose. The creation of a Community Education Council may also be a useful step at this stage in assisting the planning process. The most valuable step, it appears, would be to appoint a person to assume responsibility for the joint-use scheme, perhaps as part of a more ambitious Community Education scheme. Whether this person is responsible for one school or more, his presence appears essential if the investigations, planning, public relations, negotiations and scheduling necessary for development of a comprehensive scheme are to take place effectively.

The Provincial Government has already made an important contribution in this field by sponsoring a number of Community Education Coordinators, on short-term conditions, through its Project Cooperation scheme, and some schools of the sample employed Coordinators in this manner. A more specific discussion of Coordinators occurs later in the chapter.

4. Special Purpose Rooms - General

As was shown clearly in the previous chapter, special purpose rooms (excluding gymnasias) were used very little by the community, with facilities selected for study being used on the average for less than 11% of the available time. However, the fact that there is a

widespread occurrence of community use of these facilities, however small, can be regarded as evidence of some interest in their potential. Indeed, a sprinkling of respondents expressed the view in the Design Section that a variety of special purpose rooms should be designed with community use in mind, mentioning particularly Craft, Drama and Libraries (no. 1.), Gymnasias (no. 1(6)), Music and Art (no. 10.); Home Economics and Shops (no. 21).

In view of the considerable range of equipment provided in many special purpose rooms, there would appear to be some potential for community use of these facilities in certain schools. Moreover, it seems reasonable to expect that, where there is a need, expansion of community use into these rooms could proceed in the most common time slots (week-day evenings) without the need for commitment of substantial additional resources. However it seems likely that schools would be assisted by some Provincial action, and one relatively inexpensive step would be as follows:

Recommendation 3.

"The Provincial Government could usefully sponsor a series of investigations of ways and means of making better use of special purpose rooms for the benefit of the community. One way of carrying out the investigations could be to delegate the tasks to special interest groups with a particular interest in each speciality."

5. Libraries

In the case of libraries there appears to be particular need for assistance from outside the school systems. There is little doubt that libraries contain very desirable facilities which many community members would be pleased to use if they were made available. In secondary school libraries particularly there is usually a wide range of materials available in audio and visual forms as well as in books and periodicals, much of which has great potential value for recreation and education for community members of all ages.

Furthermore, the climate appears to be ideal for such a development, particularly in the light of official statements from Provincial Government Departments. Alberta Culture, which administers the Libraries Act, encourages joint development of public libraries in, or in association with, schools and notes in a Departmental document (1976) that,

"some 44 libraries established under the terms of the Libraries Act are either housed in schools or integrated with school libraries; and . . . two regional libraries were established by school authorities and offer a two-pronged service to both public and school libraries within their areas."

Its financial assistance programs and its advisory services are also apparently available to joint-use libraries as well as to municipal libraries. Similarly, Alberta Education provides specific encouragement for the development of joint libraries through its School Building Regulations which provide for core (community) schools to receive greater financial assistance, and then further provide (S49, b) that "a core school may normally include a school-community library."

In spite of these encouraging factors, and in spite of the

apparently widespread introduction in Alberta of joint libraries involving schools, the sample of twenty-eight schools in this study revealed that communities are not yet using school libraries very much. As was noted earlier, only 10.9% of the potential week-day time was taken up by the community in any way at all, and if weekends are included this figure drops to 4.7%. Nevertheless, this evidence also shows that school libraries are used by communities far more than any other special purpose room studied (excepting gymnasias), and this may reflect an awakening interest in their potential. It must also be recognized that, unlike, say, gymnasias or Home Economics Rooms, school libraries pose many difficulties for those who attempt to transform them into community libraries. Some typical problems are mentioned in "Share It" (1973, p. 11) and they include: provision of additional space, control over materials and equipment, joint housekeeping problems, and control over adult books. However, in the schools of this sample there appeared to be an impression that there were also technical difficulties in Government policies or regulations. (For example Problem no. 15, p. 151). There also appeared to exist in this sample a lack of understanding of possible ways and means which might be used to unlock the potential of school libraries for the benefit of the community.

It was not within the scope of this study to investigate aspects of any one facility in depth. However the questions raised by the evidence gathered in this study do indicate that this is an area which would merit further study, which would most appropriately be sponsored by the Provincial Government, which has already taken

valuable initiatives in this field.

Recommendation 4.

"It is recommended that the Provincial Government sponsor a Province-wide study to identify factors which may be impeding development of community libraries in schools and make recommendations about ways and means of facilitating the establishment of such libraries where appropriate."

5. Use by Senior Citizens

More than a quarter of the schools in the sample reported having no activities at all which catered to senior citizens, not even activities which were suitable for senior citizens yet not planned specifically for them. This is a low figure when it is realized that all schools reported having activities catering to Adults and Youth, even school with relatively small total number of community activities.

This study did not seek reasons for this relatively low level of activity, but two possible factors come to mind. It seems likely that senior citizens, of all the age groups studied, are the least likely to have close contact with schools. Thus, unless positive public relations efforts are being made by the school, senior citizens may be one of the last groups to take up the opportunities that are available. Secondly, the author's recent participation in planning a number of major recreational facilities has led to the conclusion that many senior citizens seek independence and a good deal of privacy

in their recreational pursuits, neither of which are easily achieved in joint-use schemes involving school facilities. If these are in fact relevant factors, only the former appears susceptible to change in the short term, and the remedies probably lie in three possible steps, which are in any case of general application. First, employment of a Community Education Coordinator would facilitate the process of identifying community needs, including the recreational needs of older people, and his responsibilities would include seeking to assist various groups to find appropriate ways of using school facilities. Second, the formation of a Community Education Council would also assist in bringing community needs to the attention of planners. Third,

Recommendation 5.

"It would be advantageous for all school jurisdictions to consult with organizations representing senior citizens when planning new school facilities or additions to existing facilities, in order at least to explore the possibility of providing an area for use of senior citizens, perhaps on a cost-sharing basis which would effect substantial savings for the senior citizens."

6. Use by Children (0-12 years)

Results in this section showed a low usage rate by young school age children outside of school hours. Although one would not wish to emphasize development of evening activities for this age group, it is worth repeating that schools are under-used at week-ends and in

vacation periods and there is a substantial potential for expansion of activities into these periods, many of which could be specifically planned for children of this age. Recommendation 2 above, suggesting pilot schemes of year-round educational and recreational programs at schools, could lead to substantial provision of activities for this age-group.

7. Sponsorship

The evidence presented in the previous chapter indicated that even when large organizations were actively involved in the growth of the Community Education concept in schools of this sample, their presence did not appear to inhibit smaller independent groups seeking to use school facilities. It is sufficient to comment that this is an encouraging finding for those who may fear that the organizational structure necessary to handle a full program of community use could tend to suppress the participation of such groups.

8. Bookings

For respondents of all kinds, problems with bookings appeared to loom particularly large, no matter whether the booking system was centralized or de-centralized, and suggestions for improved booking procedures made up the single most frequently occurring category of suggested improvements. Although the most common suggestion was for bookings to be centralized and handled by Recreation Departments, it was apparent in interviews that this solution was not appropriate in all situations. Accordingly it was felt appropriate to present the

following recommendation which reflects the general principles emerging from the study.

Recommendation 6.

"As an important part of a joint use scheme, a booking system should be carefully selected to suit the particular needs of each school and community, and agreed to by all parties involved. Once a booking procedure is agreed to, it should be included specifically in the joint-use agreement signed by all participating parties. Furthermore, the agreement should provide for the opportunity to review procedures after a specified period."

9. Community Education Councils (or Joint-use Committees).

There is sufficient evidence in this study to confirm that one important mechanism which can provide the means for developing a cooperative attitude as well as coordination at the local level is some form of Community Education Council, with a clearly defined role in fostering joint-use and, if desired, a more comprehensive Community Education program. In the literature, too, this is considered one of the most important steps in any move toward Community Education, and in Canada the Ontario Select Committee on Utilization of Educational Facilities gave the idea the highest priority as the major vehicle for shared decision-making at the local level (Final Report, p. 36). Similarly the Alberta publication "Share-it" (Alberta Government, 1973, p. 8) recommends the formation of a joint-committee where a specific joint-use plan is envisaged.

The evidence from this group of schools reveals a moderate level of interest in the role of Community Councils, perhaps a lower level than was expected from the literature. However, as reported in Chapter IV (p. 87) twelve of the thirty responding schools reported having a committee at least similar in function to the kind advocated in the literature. A small group of respondents recognized that their committee was a key facilitating factor (Table 8). It was widely recognized also that many problems and deficiencies believed to be impeding joint-use schemes were related to such factors as lack of authority for joint-use committees or lack of specificity about their role (p. 67). Moreover, the nature of other problems cited implies that the formation of a Community Council could be one logical way of attempting to deal with them. Difficulties involving coordination, inadequacies of agreements, lack of cooperation, formulation of agreements and provision for review (all in Table 6), are all problems which could appropriately be resolved by a council representing all concerned with joint use.

The creation of such a committee does not appear to be the kind of step which can be imposed successfully from above, although a good deal of encouragement does seem appropriate in view of the apparent inertia observed in some schools. It appears that school staffs and local communities need information and advice about the benefits to be obtained from establishment of such a committee, and many school jurisdictions or recreation departments do not have the expertise to carry out such an advisory program.

Recommendation 7.

"Since some of the funds presently encouraging Community-School developments are Provincial in origin, it would also be appropriate for a central group, ideally supported by all relevant departments, to be given responsibility for providing a clearing house of information on joint-use matters as part of an information and advisory service on Community Education. One or two consultants could be employed to travel Alberta at the invitation of schools or school jurisdictions, to provide an advisory and communication service to and between schools."

10. System-level Councils

As was pointed out frequently by respondents, many of the coordination and cooperation problems that they cited exist at the system-level, where joint-use agreements are usually conceived and prepared. For example, in the Problems section seventeen of the thirty-six categories cited refer to problems that are directly or indirectly related to the role of a system-level coordinating committee. Although no data was sought on frequency of occurrence of joint-use committees at this level, it is clear from this sample that where such a committee is working in an atmosphere of cooperation and mutual trust joint-use programs are likely to flourish. The Provincial government already makes provision in its various statutes for the existence of such boards, and specifically provides for them to receive and disburse funds, with the power to "construct, maintain, control and manage the undertaking, including the power to disburse

the funds used for the purpose of the undertaking" (School Act 1970 article 92(2)b).

In view of the evident value to be gained by establishing such committees, and bearing in mind the previous recommendation, which stressed the need for local committees, the following recommendations are made:

Recommendation 8.

"(1) Whenever a school jurisdiction plans to become involved in joint-use of school facilities it is important not only to establish a system-level joint-use committee representing all interested parties, but also to provide the committee with adequate funds and authority to carry out specific duties in the scheme.

(2) It is, further, very important for system-level committees to recognize those situations where certain powers are advisedly delegated to local committees. For example, in larger urban jurisdictions each school or small group of schools may need to form a local committee to give community members the opportunity to reflect local needs in the planning process."

11. Coordination at Provincial level

As might be expected many of the problems or deficiencies that were cited appear to be concerned with matters which could be resolved at the school or school-system level. However, it becomes obvious from the various suggestions made about ways and means of improving joint-use schemes that many respondents feel the Provincial Government has a more positive role to play, and in a variety of ways. For

example, the suggestions call for change to various Regulations to encourage design of school for community use and provision of financial incentives for the same purpose (Table 9), provision of long-term funds for employment of Community Education Coordinators (Page 61), and greater cooperation at Provincial level (Table 6, several items).

It is perhaps not widely recognized that Alberta has already established an Interdepartmental Community School Committee nor is it well-known that it is, as Prout points out (1976, p. 71), "the only Provincial or Territorial inter-departmental structure established specifically to facilitate the development of community schools." This committee has already completed a comprehensive study of Community Education in Alberta, which has been presented to the Alberta Government.

Recommendation 9.

"The Interdepartmental Community School Committee should be provided with sufficient resources to establish an information clearing house and a small advisory service for schools and school jurisdictions as well as to the Government departments which support it. In addition, the Committee should be given sufficient status, by means of high level membership, to ensure that its recommendations are viewed with respect by Departments concerned. One aim of the committee ought to be to help preserve a variety of delivery mechanisms by various agencies, but to coordinate these so they are complementary and not overlapping."

The present study, and other studies completed under sponsorship of the Committee, have revealed that, with few exceptions, Community Education research and development is sadly neglected in Canada, especially when one considers the considerable volume of material emerging in recent years from the U.S.A. on this topic, and also in view of the relatively high level of interest in it across Canada.

Recommendation 10.

"That an agency be established and funded to undertake research into aspects of Community Education and joint-use of school facilities which might facilitate their development in Alberta."

In view of its pioneering work in Community Education, including research, the Interdepartmental Community School Committee would be one appropriate group which could be given this task.

12. Caretaking

There was a widespread allusion to this factor as a problem area in joint use schemes and as a key factor in suggestions for improvement; in fact the range of factors covered by respondents was so great that it is difficult to summarize the implications adequately here. Suffice it to point out that the needs for future action appear to relate to attitudes, skills, and resources.

The nature of the problems raised suggests that there is just as much need for caretakers, and probably clerical staff also, to receive training in the objectives of Community Education and in the

skills needed in dealing with a much expanded group of "customers" as there is for school personnel to do so. However, most in-service training programs appear to have neglected these groups of people.

It might be helpful, and economic of resources, if Provincial initiatives could be stepped up in this area in order to assist schools and school districts to carry out training programs which take account of the needs of caretakers and clerical staff as well as educators and recreationists. Again, coordination would be important, and the Inter-Departmental Community School Committee could be a very appropriate agency to provide such a service.

Recommendation 11.

"That the Provincial Government take the initiative in providing resources for schools and school districts wishing to run training programs for personnel involved in schemes of joint use of school facilities, emphasizing specific provision for caretakers and clerical staff as well as for recreationists and educators."

Moreover it is important that, in participating the Provincial Government should use all the expertise available in the Province, which although scattered in schools, universities and government agencies, is in total a considerable resource.

The evidence of this study also indicates that it is important for principals and employing authorities to recognize that in a school which is implementing a joint use scheme the caretaker performs a much more demanding role than normal. Therefore, just as the prin-

cipal may be allocated a Community Education Coordinator to handle additional aspects of the scheme, so also the caretaker may need to be given additional staff, perhaps a higher salary, and if possible a part in the planning process.

Recommendation 12.

"Whenever possible, caretakers at schools implementing joint use schemes should be given a salary appropriate to their increased responsibilities and should participate in planning, for example in design of new facilities."

In terms of resources, there is no doubt that caretakers usually need material assistance to cope with the additional cleaning and supervision incurred by community use of school facilities. One important implication of this study is that new ways may need to be found to cope with the new problems; additional staff may not provide a full solution to the problems encountered, particularly with use at unusual hours or week-ends.

Recommendation 13.

"Caretakers should be provided with material assistance to cope with their changed and usually augmented responsibilities, and some means of providing this help may include:

- (1) A centralized cleaning service to provide resources for cleaning at unusual hours,
- (2) A contract arrangement with commercial cleaners.

- (3) A contract arrangement with students of the school,
- (4) Provision of cleaning equipment to users, who then clean up the facility used, or
- (5) Employment of a school secretary who is on duty in the school office at night with the aim of relieving the caretaker of some supervision and coordination duties as well as carrying out normal secretarial work."

13. Funds

It is clear from the evidence presented earlier (p. 61) that difficulties related to funding were seen as one of the major problem areas encountered in this sample. It was widely asserted that funds were available from many Municipal and Provincial Government sources for various aspects of joint use schemes in schools, but it was also widely believed that improvements could well be made at all funding levels.

At the Municipal and School Board level the major implication of the study is that joint use schemes are almost always facilitated by careful consideration of specific additional costs which are usually unavoidable, including additional caretaking and purchase and replacement of joint use equipment. The most successful arrangement has been a cost-sharing agreement between the major parties to the scheme, and lack of this kind of agreement caused serious problems in many schools studied.

Recommendation 14.

"For the success of most joint-use schemes a cost-sharing arrangement should be agreed to in order to cover specific additional costs likely to be incurred, as in additional caretaking or replacement of equipment."

At the Provincial level, the evidence presented in Chapter IV has several implications: Although the existence of funds for employment of Community Education Coordinators from Project Cooperation was seen to be of significant value to Community Education schemes in several schools, the annual funding base of the Project was also considered to cause serious problems in attracting and holding good quality Coordinators. Although it has probably been reasonable from the point of view of the Provincial Government, to limit its commitment to a specified number of grants for the employment of coordinators, each to be for one year only, the time appears to be appropriate for a decision to be made about the future of the grants. If they are considered to be worth continuing, and the evidence of this study tends to suggest they are, it would now be desirable to increase the number of grants and make them longer term, for say two or three years. The commitment of funds for two or three years would enable schools to make a much more attractive offer to job applicants, and it seems likely this would tend to improve the quality of Coordinators employed. The number of grants should be increased if there is sufficient evidence of an increased number of schools with appropriate potential, and in order to make such a considerable commitment on a

firm basis, each grant ought to be made on the basis of a comprehensive report on the school's plans for Community Education and the results of a survey of community needs.

Recommendation 15.

"Funds presently available for employment of Community Education Coordinators should be made available for longer periods of up to three years, in order to encourage Coordinators to stay longer and to help raise the quality of applicants for the position. It would also be appropriate for the amount of money available for this purpose to be increased, provided schools offer adequate evidence of potential."

Another aspect of government funding which is apparently of some concern is the rather wide diversity of sources of funds presently in existence, causing difficulties for local personnel planning joint use schemes. These difficulties would be alleviated by a greater effort on the part of government agencies in publicizing the funding programs relevant to Community Education and a greater degree of coordination between government departments, particularly at the Provincial level where the majority of programs exist, to ensure that programs relevant to Community Education do not overlap or duplicate one another.

Recommendation 16.

"The Provincial Government should exercise a coordinating and publicizing role in relation to the wide variety of government sources

of funds relevant to Community Education programs, perhaps through the Interdepartmental Community Education Committee."

Another implication concerning funding can be drawn from the evidence about design factors, where many of the design changes recommended to facilitate joint use of school facilities can be made only if additional funds are made available. For example, additional storage space is seen as a necessity, more durable surfaces may be needed, better acoustics may be desirable in some areas, cafeteria facilities are regarded as important to community use, and some facilities simply need to be larger than for school use alone (Table 9 et seq.); all of these changes would incur additional expense. Since most of the capital cost of building schools is borne by the Provincial Government, it seems reasonable to infer that such additional costs may need to be met by it in approved circumstances, although it may be more relevant for the Provincial Recreation Department to meet them than the Education Department.

Recommendation 17.

"That the Provincial Government give consideration to the provision of additional funds for school building design changes aimed at facilitating community use of the facilities, both in existing schools and for design of new schools."

14. Joint-Use Agreements

Inadequacies in joint-use agreements emerged as a substantial problem area in this sample and, as would be expected, the improvements needed are generally related directly to the various problems and remedies suggested in other sections. It appears that many difficulties encountered can be traced to a failure on the part of those drawing up joint-use agreements to make provision for specific factors, most of which do not need such careful attention under normal circumstances. This study has identified a number of factors which under the very different conditions of joint-use schemes need full discussion among the parties concerned, agreement on a policy for each factor, and most important, for the written joint use agreement to include these agreed policies.

Recommendation 18.

"Where a scheme of joint use of school facilities is provided for by a written agreement, the agreement should specify agreed policy on as many key factors as possible, including financial responsibilities."

From the evidence of this study and the recommendations of the literature it appears that joint use agreements should make provision for a number of specific factors, which are listed below as guidelines for those drawing up agreements.

Guidelines 1: Joint Use Agreements

"Joint use agreements should clearly specify the provisions

that are made for:

- (1) Additional, joint-use related aspects of caretaking services, including supervision and security,
- (2) The formation, role and membership of a joint-use committee,
- (3) Cost-sharing for provision and replacement of joint-use equipment,
- (4) Planning, development, and policies covering use of outdoor areas such as parking and outdoor recreation facilities,
- (5) Week-end and holiday use,
- (6) Booking procedure,
- (7) Definition of legal liabilities,
- (8) Conditions for reciprocal use facilities, and fees to be levied,
- (9) Policy on priorities for use, and
- (10) A specific provision for review of data and procedures."

15. Community Education Coordinator

Contrary to the expectations aroused from the literature the employment of a Community Education Coordinator does not loom very large in this study. It is not an area which is raised in the Problems or Deficiencies discussions, and it is not cited at all in the Remedies section, where it might have been expected to emerge as a popular suggestion. On the other hand, as a Key Facilitating Factor it is rated highly (Table 10), and one interpretation of this evidence is that the value of having a Community Education Coordinator is not well established for those who have not had direct contact with

one, whereas among those who have worked with one some at least are convinced that it is an important factor in the success of their scheme.

As has already been pointed out earlier in this chapter, the appointment of a Community Education Coordinator seems to be considered almost essential if joint-use is to be extended substantially into weekends, vacations or school-time use. It seems appropriate then, that funds be provided only where evidence can be provided that there exists a potential for substantially expanded community use as well as the desire to expand it on the part of Education and Recreation personnel. Where such a potential exists, it would be valuable for other funding agencies such as School Boards and Municipal Recreation Departments to take the initiative in sponsoring employment of Community Education Coordinators, in addition to the program sponsored by Project Cooperation of the Provincial Government.

Recommendation 19.

"In order to encourage the expanded use of school facilities where appropriate, Municipal Recreation Departments and School Boards should provide funds for the employment of Community Education Coordinators which will supplement the funds provided by the Provincial Government through Project Cooperation. To ensure the best use of all such funds, grants should be made only on the basis of demonstrated potential for increased community use of the school facilities."

One possible objection to the expenditure suggested above is that it may be difficult to justify the employment of a full-time Coordinator at a school where the duties could initially be light. At least two possible solutions to this problem come to mind, but this study did not seek or find any evidence about this aspect of the role of Coordinators. It seems reasonable to suggest that a full-time Coordinator might successfully work in two or three schools initially, provided they were close enough for easy movement from one to another. Alternatively, a part-time appointment could be made, with the intention of increasing the time worked as necessary.

Recommendation 20.

"Consideration should be given to the appointment of Community Education Coordinators on a peripatetic or part-time basis, to assist in making the most effective use of funds available."

As was pointed out in the discussion of Funds earlier in this chapter, there was some evidence that the policy of the Provincial Government in providing funds for employment of Coordinators for only one year at a time was a source of considerable turnover of staff at some schools, and was believed to militate against securing the most qualified applicants. Recommendation 15 suggests it is now time to change that policy. It was interesting, furthermore, to note that although no evidence was sought about the quality of the work being done by Coordinators, several comments regarding this issue were made in interviews, and suggestions about desirable qualities

and qualifications were also made in some cases. A survey of opinion on such matters may well have been a useful addition to the study. In addition, consideration of the relationship between the work of Coordinators and the extent of community use of school facilities could also have been of interest.

16. Equipment

As has been pointed out in the discussion of Funding (Recommendation 14), and Joint-Use Agreements (Guideliness, p. 115), there appears to be an urgent need for many schools to make specific provision for joint-use equipment. The data on Problems (Table 6) and Remedies (Table 8) contain many references to the difficulties arising from neglect of this area. It is sufficient here to point out that many schools and their communities are suffering because no one had thought through the fundamental question of who pays for purchase or replacement of joint-use equipment before the joint use agreement was drawn up. The schools of this sample encountered a variety of difficulties related to this factor, including restrictions on community use of school equipment, excessive wear and tear, and lack of equipment needed for community use. It seems apparent that the difficulties which result from failure to recognize and deal with this potential problem are greatly out of proportion to the amounts of money or time required.

Recommendation 21.

"All parties to joint-use schemes should arrive at a mutually agreeable scheme for joint funding for purchase and replacement of

equipment for joint school/community use. Where there is a written joint-use agreement the policy on funding for equipment should become part of the agreement or the Regulations derived from it."

15. Design Factors

This factor was raised with all respondents because of its perceived importance to planning of schools in the future, but design factors had emerged early in the study as a perceived problem area, particularly with reference to storage problems and difficulties caused by lack of space (Table 6). The remaining recommendations of the chapter are related to design factors.

(1) General

Although community use of school facilities tended to be confined to a few very popular facilities, especially gymnasias, the responses in this sample reflected a surprisingly high level of awareness of the need for design changes to facilitate use of the whole range of school facilities and to provide for all possible forms of activity (Table 9).

Recommendation 22.

"For new schools, planning should take into account the design implications of potential community use of all school facilities, even though such use tends to be confined to one or two popular facilities at present."

(2) Access and Supervision

As was reported in the previous chapter, one of the very common suggestions about school design was that many present designs impose restraints upon community users because of access and supervision problems. For example, groups using gymnasiums sometimes find that school shower rooms may be placed far away, for school reasons, resulting in inconvenience for users and, in the case of younger people, under adult supervision, serious supervision problems. It seems likely that changes in school design which involve rearrangement of spaces could be made with little or no additional cost.

Recommendation 23.

"Future school designs should make careful provision for easy access by the community and ease of supervision of visiting groups."

(3) Storage

Another very common problem encountered in this sample was lack of storage (Table 9), and although it is a simple matter to provide additional storage space specifically for community use in the case of new schools, the difficulties encountered in some existing schools were seriously impeding community use plans. Even in planning new schools there is a danger that storage needs of some community groups will be overlooked unless there is careful provision for community consultation before plans are drawn up. Activities which involve canoes, motor vehicles or bulky woven articles, for example, have particular storage needs which must be carefully planned.

Recommendation 24.

"Future school designs should provide additional storage space appropriate to the anticipated needs of the community and school, or provide carefully for possible later expansion."

(4) Financial Incentives

Since many of the design changes suggested here will involve additional expenditure, it seems most appropriate for the Provincial Government to provide financial incentives for schools planning design changes to facilitate community use, provided it can be shown that the potential for such use exists (Table 9). In this context Recommendation 17 is relevant.

(5) Provincial Regulations

As was pointed out in the previous chapter (Table 9), a number of respondents raised questions about the appropriateness of the present policy of the Provincial Government as it affects design of schools for joint use. One major implication of these questions appears to be that there is a need for the Government to make a firm decision about support for design changes aimed at facilitating community use of schools, and if support is agreed to, a set of Regulations should be drawn up embodying the conditions under which support would be provided. Since funds for this purpose may need to be provided by departments other than Education, there may be a need for a coordinating role at this level to facilitate both the decision and its implementation.

Recommendation 25.

"The Provincial Government should make a firm decision to provide substantial financial support for communities wishing to plan their schools so as to maximize their potential for community use. A group such as the Interdepartmental Community School Committee should be given the task of investigating all Government statutes and regulations relevant to Community Education and to recommend changes needed for more effective government support of the concept of joint-use of school facilities."

(6) Consultation

It was emphasized in the discussion on design for storage needs that consultation with potential community users of school facilities was particularly important if their storage needs were to be provided for in planning a new school or school building. A number of respondents advocated greater consultation in the design of school facilities (Table 9); in fact this was the only area in which a strong need for consultation with the community was expressed in this study. Respondents mentioned Recreation personnel, Physical Education specialists and future local users among those who ought to participate, and it is apparent also that a local Community Education Council could play a central role in ensuring that adequate consultation is obtained.

Recommendation 26.

"School Boards planning new schools or additions to existing schools should ensure consultation both with relevant specialists

and with potential users of the school before plans are drawn up."

(7) Gymnasia

Gymnasia are such popular facilities and are so heavily used by the community that it was not surprising to find a considerable number of design suggestions made about this one facility. It is clear that anyone planning a new school can assume the gymnasium will eventually be used frequently by the community, and the suggestions made in this study may provide some useful guidelines for design of joint-use gymnasia.

Guidelines 2: Design of Gymnasia

- "(1) Provide internal surfaces appropriate for hard wear and easy maintenance,
- (2) Improve air filtration,
- (3) Pay greater attention to acoustics,
- (4) Bleachers may be needed, and if provided should be easy to clean,
- (5) Consideration should be given to the idea of providing senior-high size gymnasia in elementary schools where community needs warrant it,
- (6) Present designs of gymnasia/auditoria need re-consideration in the light of community use,
- (7) Provide appropriate storage space."

CONCLUSION

Feasibility

Since most of the conclusions and implications derived from the data have been expressed in the form of specific recommendations, it may be useful to consider the feasibility of implementing the recommendations in Alberta.

Some of the recommendations appear to have no legal or financial implications which could cause difficulties and prima facie they should be capable of being implemented readily, once accepted. However, it appears likely that several such recommendations, although logical in terms of the evidence available, may be resisted at times for reasons connected to habits, attitudes, and emotions rather than consideration of the evidence. For example, the ten recommendations which have no financial or legal implications do require changes of attitude or substantial contributions in terms of time and effort on the part of key persons. For example, in a school where it is not possible for staff to cope with the expanded use of school facilities, it may be difficult to lease the facilities to a service club (as recommended in Recommendation 1) because of the Principal's possessive attitude to the school. Similarly, in this study, consultation with a wide range of community members about design of school facilities is seen to have considerable potential for problem solving as well as building good public relations for school systems (Recommendation 26), but for some professionals the time and trouble needed to carry it out thoroughly may not appear to be justified. Several other

recommendations advocating better mechanisms for coordination and consultation, and the formation of local and system-level community councils may not be implemented readily for similar reasons. One can only point out to such people that the evidence of this study has come from Albertans who have been closely involved in planning or implementing joint use schemes and who believe the effort necessary is worthwhile in terms of benefits for the school and the community.

It need hardly be pointed out that the majority of the recommendations (16 of 26) imply the commitment of additional funds; however, it should be stressed that in many instances expenditure on school design changes aimed at facilitating increased community use for recreation purposes can be offset against expenditure which might otherwise be spent on separate community recreation facilities. Unfortunately, the commitment is often required at a time when neither the government or the local community is ready to expend it on recreation. Furthermore, it may be required at a stage before the community is ready to decide whether it wants its recreational facilities embodied in a school building. In some communities it may be more appropriate to consider reversing the concept by making the school a part of a new community centre. Nevertheless, there is ample evidence in this study that for some communities additional expenditure to make the school a better recreational and educational centre is well worthwhile.

Finally, there are some recommendations which unequivocally require additional expenditures without any question of offsetting other expenses; these include the steps recommended to support the

joint-use movement in specific schools by employing additional Coordinators (Recommendation 19) strengthening the Inter-Departmental Community School Committee (Recommendation 9), providing better training programs (Recommendation 11), and sponsoring a number of relevant investigations (Recommendations 3, 4). It is beyond the scope of this study to assess the likelihood that Provincial and Municipal governments will see fit to commit themselves to any or all of the expenditures recommended. One can only point out that if the benefits to be gained from joint use programs are believed to be of significant value, then these recommendations have been observed to be effective ways of facilitating the behavior which brings those benefits.

Objectives of the Study

It may also be relevant at this point to comment on the extent to which the objectives of this study have been achieved. The first objective stated in Chapter I was to identify in selected Alberta schools existing patterns of community use of school facilities, and it seems that the study has provided a comprehensive and detailed set of data on this matter. These data have led to the general conclusion that while most schools in the sample have taken positive steps to encourage community use, on the average general level of use tended to be low. Since the schools of this sample were selected because they were relatively active in fostering community use, it can only be concluded that for Albertan schools in general the waste of potential must be considerable.

The second, third, and fourth objectives were to identify (a) problems perceived to be impeding joint use of school facilities, (b) remedies which it was believed would facilitate community use, and (c) factors which had in fact facilitated it. The investigation of these areas produced a very wide range of factors, many of which confirmed expectations from the literature. Some factors, however, emerged as more critical in these Alberta schools than might have been expected from the literature alone, including problems associated with caretaking; the need for agreed policies on bookings and joint-use of equipment; and, importantly, the widespread perception that the most important facilitating factor is a positive supportive attitude on the part of all parties. Many of the recommendations suggest ways and means of achieving this support. Overall, then, these three objectives appear to have been achieved satisfactorily.

The final objective was to derive from the data some administrative and pedagogical guidelines which may facilitate more effective use of school facilities by the community. As the data was gathered, tabulated, and discussed, and as recommendations and guidelines emerged, it became evident that very few of the recommendations would concern pedagogical matters, although many would have implications and benefits for teachers and students. For example, the recommendations suggesting the piloting of a scheme of year-round educational and recreational program (Recommendation 2) would be of specific benefit to children as well as adults, but the recommendation is for administrators to take the necessary action to bring it about. Similarly, leasing school facilities to a service club or Community

League, might bring substantial benefits for children, too (Recommendation 1).

All of the recommendations emerged logically from the evidence as administrative actions needed to facilitate the concept of joint-use in the schools, and the majority of them (15 out of 26) suggested a need for action at the School District level. On the other hand, a substantial number of suggested improvements were seen to need additional attention from the Provincial Government; a good deal of the evidence of this study points to problems which could be mitigated most effectively by a provincial organization providing special funds and consultant help. Recommendations for investigations into use of Libraries and other special purpose rooms, better training programs, funding of pilot programs in year round use of schools, and augmented funding of Community Education Coordinators imply a need for Provincial action; perhaps through the Inter Departmental Community Education Committee. Finally, two sets of guidelines emerged, pertaining to written joint use agreements and design factors in gymnasias, and these, too, are of interest to administrators rather than teachers and pupils. Overall, then, it seems that the objectives were satisfactorily achieved, with the exception that the stated objective of deriving administrative and pedagogical guidelines was confined by the nature of the data to administrative recommendations and guidelines.

Areas for Future Study

This investigation focussed on existing patterns of use and did not seek evidence about the extent to which the existing patterns

in each school represented an increase in activity, although some evidence about desirable future trends certainly did emerge quite specifically. It would be particularly valuable to assess whether the resources applied in recent years have brought about a significant increase in community use of schools. It would be useful, for planners, then, particularly at the Provincial level, if a study could be made of the degree to which community use of schools has increased, or decreased, in recent times. A future study could well make comparisons with the patterns found in this 1976 study.

Similarly, the experience of this study was that it would have been very useful in evaluating the evidence about patterns of use if the investigators had also been able to relate the existing patterns to the stated objectives at each school. In particular it would have been of considerable interest to know the extent to which each school was committed to a comprehensive Community Education concept, or, as seemed apparent in some schools, only to a limited scheme of community use of its facilities. For example if the study had identified the objectives held by all key personnel connected with each school, with regard to the introduction of the Community Education concept, it might have been possible to assess the extent to which the occurrence of major problems was related to the existence of widely diverging objectives, or to evaluate more effectively the role of Community Councils in reconciling divergent objectives. An investigation of objectives related to Community Education in schools would be of value.

A third concern was that, although this study did not attempt to assess such matters, there emerged during interviews a number of comments about the personal qualities, academic background, and previous experience which were believed to be of greatest value to a Community Education Coordinator. At present there appears to be no attempt being made to gather and analyse such information, which it seems would be one essential part of any attempt which may be made in the future to assess the need for specific training programs for Coordinators. However, it would also be of immediate practical value to those hiring Coordinators, especially if the number of Coordinators should increase in the next few years, as recommended in this study. It appears from the experience of this investigation that the time is now appropriate for further systematic study of the role of Community Education Coordinator, with particular reference to the question of what is the most appropriate form of training which can be provided for future Coordinators.

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*The investigations providing the basis for these reports, were carried out concurrently with the present study.

APPENDICES

APPENDIX A
PROJECT COOPERATION

POLICY/PROGRAM/SERVICE

Project Co-operation Program

NATURE/PURPOSE OF PROGRAM

A basic grant of \$500.00 per incorporated municipality and in addition the sum of \$1.00 per capita is provided for:

- a) the preparation of professional plans and specifications of cultural/recreation facilities or areas
- b) the construction of all or part of a recreation facility or alternations or extensions to any such facility
- c) the purchase of land for a recreation facility
- d) the clearing of or preparation of land for a recreation facility
- e) the payment of all or part of a debt outstanding for any completed project that would have qualified for the grant (b)
- f) the purchase for a recreational facility of equipment having a useful lifetime of at least five years
- g) the provision of administrative (resource) staff to assist community organizations and to process applications (to a maximum of 5% of the grant payable to the municipality)
- h) the provision of a new program of cultural/recreation services at the community level.

The Basic Assistance Grant (Municipal Assistance Grant) of \$500.00 and 50¢ per capita is available to the municipality/representative municipality for use in individual projects or in any joint project with a community/service organization. Community/Service Organization Assistance Grants at 50¢ per capita are available under this program to community organizations, service clubs, ethno-cultural groups or other incorporated community groups or agencies for use in individual projects or in joint projects with the municipality. These organizations must, however, contribute an amount not less than that provided by the province.

The Regional Recreation Incentive Grant applies to municipalities with a population of under 15,000 and provides additional funding to the amount of 65¢ per capita per annum where two or more municipalities agree to pool their resources in the provision of cultural/recreation services.

The Community School Incentive Grant applies to municipalities with a population of over 15,000 and encourages the use of school facilities by the community. Where a school board and

a municipality have agreed to provide services which will be used by both the school and the community an additional 65¢ per capita per annum is available, based on the neighbourhood population served by the school, to cover such costs as janitorial, supervisory and program expenses necessary to allow public use. Funds may also be used to increase the utility of school facilities for community programs. Applications for these grants are made by the municipality and are received, supervised, managed and accounted for by the municipality.

AVAILABILITY/ELIGIBILITY

Grants are available to:

- a) the council of a municipality having a recreation board
- b) the council of a representative municipality having a regional recreation board
- c) a community organization (incorporated, or under the Societies Act or the Agricultural Societies Act) located in or having a branch in the community
- d) the council of a municipality and a community organization jointly
- e) the council of a representative municipality and a community organization jointly.

* Municipality means

- a) a city, town, village, summer village, new town, municipal district, improvement district, special area or county, or
- b) a school district in a national park, or
- c) a Band of Indians recognized under the Indian Act of Canada.

AUTHORIZING LEGISLATION

The Recreation Development Act, 1967, C.71, S.6

The Recreation Development Grant Regulations (Project Co-operation) A.R. 374/73, S.2,3,5(2)(3), 6(2)(3)

SOURCE

Information for Financial Assistance Programs, Publication, Recreation Development Division, Alberta, Recreation, Parks and Wildlife

APPENDIX B

TIME FRAME FOR SIGNING ALBERTA

JOINT-USE AGREEMENTS

1. Time Frame for Signing of Alberta Joint-Use Agreements:

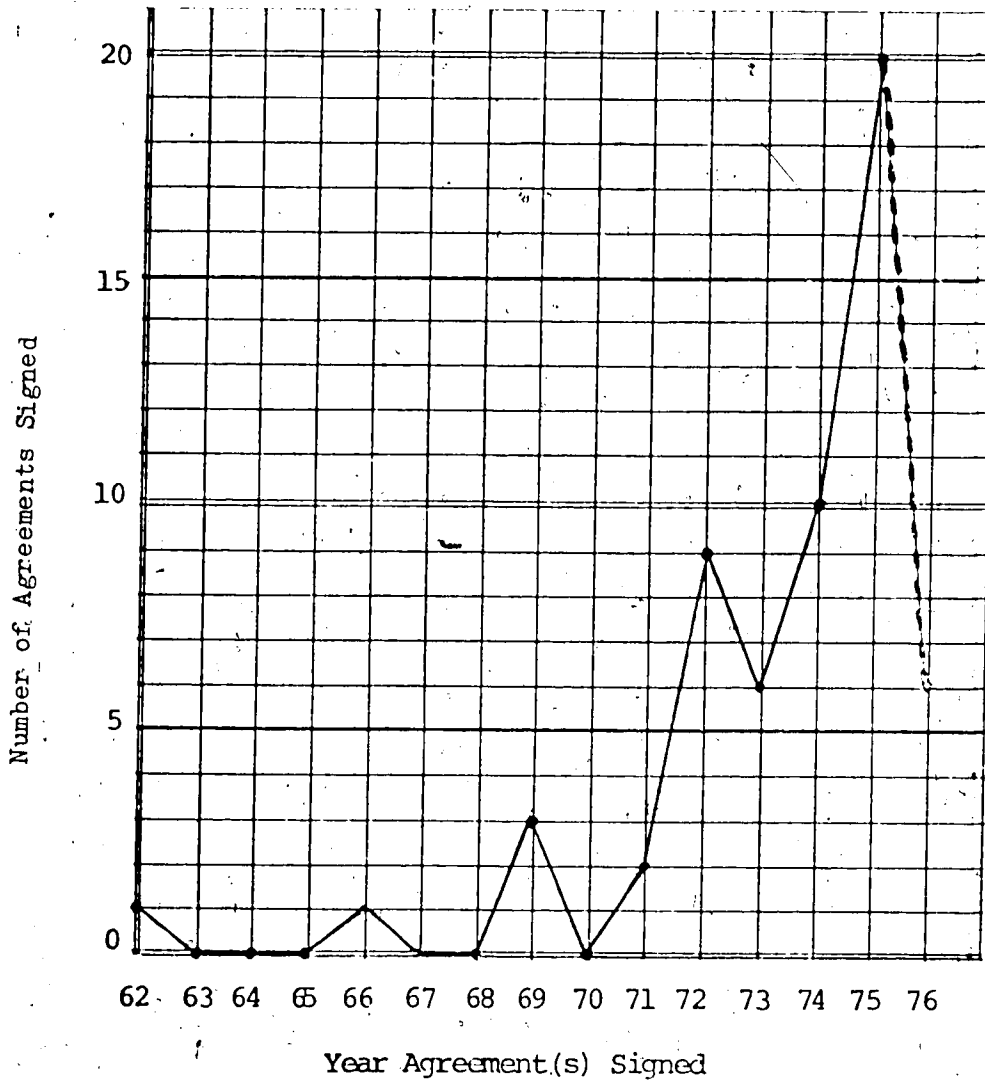


CHART 2: SIGNING OF ALBERTA AGREEMENTS

Chart 2 indicates that the signing of joint-use agreements is a recent phenomenon with over forty of the seventy-four existing agreements appearing after 1970.

*Adapted from Beach, 1976, p. 21.

APPENDIX C

BASIC DATA QUESTIONNAIRE

COMMUNITY COUNCIL DATA SHEET

COMMUNITY INVOLVEMENT IN SCHOOL AFFAIRS

Please place a check in the appropriate places according to the present situation in this school.

1. Is there a council representative of the local community which has responsibilities in connection with this school?

Yes _____ No _____

If the response to this question is Yes, please continue with the following questions. If your answer is No, there are no further questions to answer.

2. Use of school facilities

None _____	Consulted _____	Participates in planning and supervision	Hiring and firing of related staff
		_____	_____

3. School Curriculum

None _____	Consulted _____	Participates	Final Respon- sibility
		_____	_____

4. Employment of Teachers

None _____	Consulted _____	Participates	Hiring and firing
		_____	_____

5. Planning of New Facilities

None _____	Consulted _____	Participates	Final Respon- sibility
		_____	_____

6. Evaluation of School Programs

None _____	Consulted _____	Participates	Final Respon- sibility
		_____	_____

Other Relevant Information

APPENDIX D

PROBLEMS, REMEDIES AND KEY FACILITATING FACTORS:

COMPLETE LIST OF RESPONSES

APPENDIX D

COMPLETE LIST OF RESPONSES: PROBLEMS, SUGGESTED REMEDIES
AND KEY FACILITATING FACTORS

(In order of frequency of responses)

PROBLEMS

1. Caretaking

- (1) Caretakers reluctant to work overtime.
- (2) Caretakers not arriving to open up facilities.
- (3) Caretakers upset when program supervisors are "under-age".
- (4) Absence of caretakers during programs, after opening up facilities.
- (5) Conflicts with user groups, related to cleaning up after community use.
- (6) Role difficulties, where caretakers are expected to act as coordinators or supervisors.
- (7) Difficulties in arranging cleaning schedules after increased use.
- (8) Problems involving union attitudes.

2. Provision of Funds

- (1) Lack of funds for additional caretaking duties.
- (2) Lack of funds for repair and replacement of equipment for joint-use.
- (3) Lack of funds for leadership training.
- (4) Lack of funds for additional administrative costs (for example, in bookings).

- (5) The short-term nature of funds available, particularly for employment of Community Education Coordinators.
- (6) The diverse nature of sources of funds for implementation of Community Education schemes.
- (7) Additional costs being incurred by School Boards as a direct result of increased use of school facilities.
- (8) Lack of funds for operational costs of recreational facilities.
- (9) Additional costs incurred in remote areas.

3. Supervision and Security

- (1) Access problems, allied to difficulties in control of flow of participants outside school hours.
- (2) The tendency for a large number of groups to have keys to buildings previously accessible to school staff only.
- (3) The perceived problem of adult disregard for rules.
- (4) The difficulties arising from non-users being able to enter the school: fear of vandalism.
- (5) Difficulties of supervision at week-ends because of shortage of staff.
- (6) Difficulties in allocation of responsibility for employment of supervisors.

4. Coordination of Groups Involved

- (1) Difficulties for "customers" with booking procedures (for example, red tape, errors, procedure for authorization).
- (2) Ineffective communication (for example, problems for schools

when not notified of booking cancellations by central booking).

- (3) Schools "bumping" community users.
- (4) Difficulties for users where schools require notice by users in order to allocate staff from school.
- (5) Difficulties with both centralized and decentralized booking systems.

5. Inadequacies of Agreements (see also p. for additional responses)

- (1) Lack of clarity as to what each party will give, and receive.
- (2) Lack of clarity concerning fees for use.
- (3) Inequities in balance of benefits for some parties to agreements.
- (4) Lack of provision for disbursement of any profits earned.
- (5) Lack of provision for landscaping and design around joint-use facilities.
- (6) Lack of provision for parking and paving.
- (7) Difficulties in formulation of joint-use agreements because of "territorial" attitudes, resulting in inequities (allied to difficulties in obtaining consensus on joint-use).
- (8) Difficulties in opening up maximum areas for joint-use.

6. Use of Equipment

- (1) Non-availability of certain equipment (for example, kilns).
- (2) Shortened life of equipment used by community.
- (3) Difficulties finding adequate supervisory personnel to ensure care of equipment.

- (4) Difficulties in arriving at acceptable agreement for cost-sharing related to purchase and replacement of equipment.

7. Understanding of Goals

- (1) Lack of public awareness of the goals of parties making joint-agreements.
- (2) Lack of understanding on the part of those closely concerned of the implications of public use; for example, a caretaker who cannot see the need for him to make major changes to his attitude and his caretaking arrangements may cause serious problems.
- (3) Lack of systematic effort to achieve public awareness.

8. Restrictions on Community Use of Schools

- (1) Restrictions on weekend and summer use.
- (2) Restrictions on use during school hours.
- (3) Restrictions on possession of keys by Recreation personnel.

9. Lack of Cooperation

- (1) Principals reluctant to let school be used.
- (2) Negative attitude arising out of lack of education about the Community Education concept.
- (3) Teacher's negative reaction to usage by community.

10. "Loss" of Educational Funds

- (1) Diversion of education funds into other services not originally budgeted for.
- (2) Diversion of education dollars into community use.

11. Fees for Use

- (1) Conflicting opinions about fees (for example, outside commer-

- (4) Difficulties in arriving at acceptable agreement for cost-sharing related to purchase and replacement of equipment.

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- (1) Conflicting opinions about fees (for example, outside commer-

cial groups taking money out of community should be charged).

12. Lack of Space

- (1) Lack of lunch room or cafeteria.
- (2) Inadequate play space.
- (3) Inadequate storage space.

13. Formulation of Agreement

- (1) Difficulties in reconciling the different philosophies of the various parties.
- (2) Problems in defining terms.
- (3) Differences over degree of freedom to be allowed to schools and users in interpreting the agreement.
- (4) Differences over the level of generality or specificity to be used.

14. Storage Problems

- (1) Lack of storage for janitors, community users, and school.
- (2) Lack of storage for program materials (for example, for clay pots).

15. Lack of Leadership from Government

- (1) Some legislation restricts the community education concept.
- (2) School library - funding by municipalities is barred by legislation.
- (3) Incentive grants. Funds appear to be simply available rather than based on community needs.

16. Maintenance and Landscaping

- (1) Lack of definition of responsibilities.
- (2) Conflict in use of school yard for community parking.

17. Ownership of Facilities

- (1) Lack of clarity about school buildings on reserve land, concerning responsibilities of various parties if the agreement is dissolved.
- (2) Lack of clarity about responsibility for payment of service charges on land.
- (3) Difficulties with land acquisition under the provisions of the Land Planning Act.
- (4) Difficulties caused by Section 93 of School Act which states that leasing requires the approval of the Minister.

18. Social Functions in School Facilities

- (1) Liquor, Dancing and Gambling
- (2) Competition with commercial enterprises.

19. Provision for Review

- (1) Inadequate provision in agreement for revisions and amendments.

20. Insurance

- (1) The overall question of responsibility for accidents and injury is sometimes a problem.
- (2) What constitutes an "agent of town" is not always clear in a Community School situation.

21. Conflict between Recreation and Further Education

- (1) Problems arising from duplication of services.
- (2) Overlap and sometimes obliteration of existing recreation programs.

- (3) Borrowing of equipment from Recreation by Further Education.
- (4) Problems caused by Further Education policy of dropping a course if they can't get eight adults.
- (5) Difficulties where people are not aware that they have to provide their own supplies.
- (6) Procedural problems in funding further education (for example, at Archbishop Jordan School, where children as well as adults want Further Education Programs).

22. Damage

- (1) Responsibility for damage payments is not clear.
- (2) Procedure for collection is not clear.

23. Separate and Public

- (1) Differing allocation of space for recreation.
- (2) Differences in policies on assignment of caretakers.

24. Legal Aspects

- (1) Lack of awareness of legal requirements on the part of community members.
- (2) Lack of awareness on the part of the groups concerned of the nature of their commitments in formulating the agreement (for example, legal liability).

25. The "Core School" Concept

- (1) The problem of powerful provincial support for the "Core School" concept through regulations and financial support.

26. Powers of Joint Committees

- (1) Joint Committees usually have no corporate affiliation and no audit procedures.

- (2) Joint Committees commonly have little or no binding authority.

Problems that Appeared only once in the Interviews:

27. Lack of public knowledge about a school's availability.
28. Non-approval by the Minister of original agreements and amendments (School Act; Section 92).
29. Cost sharing clauses in agreement: restricting local autonomy.
30. Private ownership of recreational facilities (for example, curling rink).
31. Difficulties in meeting needs of senior citizens.
32. Variations in interpretation of an agreement by different schools.
33. Lack of clarity about who controls, and who pays.
34. Conflict involving selfish interests about where Joint-Use facilities are to be placed.
35. Rural councils sometimes tend to give recreation very low priority.
36. Urban-Rural conflict about use of facilities.

REMEDIES

1. Booking

- (1) Recreation Department should be booking and coordinating agency for the schools.
- (2) Improve cancellation procedures.
- (3) Give more power and status to persons responsible for bookings.
- (4) Allocate large blocks of time to certain groups such as Recreation Departments.

2. Caretaking and Cleaning

- (1) Clearly define the expanded role of caretakers.
- (2) Insert written statements about the function of caretakers in regulations or other policy statements.
- (3) Provide a fair wage.
- (4) Give caretakers a little higher status, in view of increased responsibilities.
- (5) Involve caretakers in decision-making.
- (6) Establish clear schedule for cleaning.
- (7) Establish a centralized cleaning service.
- (8) Provide cleaning equipment, for users themselves to clean up.

3. Discussion of Potential of Joint-Use - Its Philosophy

- (1) Arrange for discussions between elected bodies.
- (2) Arrange informal community gatherings for discussion of the concept.

4. Form a Joint Steering Committee

- (1) This committee should draft joint-use policy and models of agreements.
- (2) Such a committee can make recommendations about allocation of responsibilities (for example, who should formulate the agreement).
- (3) It would be valuable to permit interested people to sit-in at Joint-Steering Committee meetings.
- (4) It is very important for all concerned to be well prepared for meetings.

5. Maintain a Policy of Free Reciprocal Use

6. Provide for Joint-Use of Equipment
 - (1) Provide for cost-sharing for equipment.
 - (2) Create a fund for replacement of expendable equipment.
 - (3) Examine alternatives for cost-sharing procedures.
7. The Principle of Full Use of All Facilities
 - (1) Need to discourage the idea of schools being only for students during the daytime.
 - (2) Need to extend hours of school use and make them more flexible.
8. The Community Education Coordinator
 - (1) It is of great importance to have a person such as a Community Education Coordinator.
 - (2) It is important for funds to be provided for employment of Community Education Coordinators.
 - (3) The need for the right kind of person as Community Education Coordinator is stressed.
9. The Concept of Joint Employment of Personnel
10. Attitudes such as Cooperation, Honesty, Open Mindedness
 - (1) Need to base decisions on what is best for the whole community.
 - (2) Importance of open-ness in communication.
11. Inservice Education
 - (1) For Teachers
 - (2) For County councillors
 - (3) For Recreation personnel.
12. The Importance of Certain Skills for Those Involved with Execution of the Agreement (for example, Principals and Caretakers).

13. Phrasing of Agreements

- (1) For the benefit of those using it, the agreement should be easy to interpret.
- (2) An agreement should contain a clear definition of objectives.

14. Recreation and Education Departments should be Combined15. Planning

- (1) The School Board should have a voice on planning bodies.
- (2) The need for coordinated planning.
- (3) The need for more flexibility in planning.
- (4) Regulations can be useful aids to coordination.
- (5) Joint planning should precede joint-use.
- (6) The need for all interested individuals or groups to have the opportunity to influence planning.

16. Project Cooperation

- (1) It is important to get information about it to all groups who may be interested.
- (2) There is a need to encourage schools to get involved.

17. Methods of Organization of Recreation

- (1) There is a need to make an examination of the relative merits of school - centered recreation and Municipal-centered recreation.

18. Examination of the Processes Used to Reach Agreement

- (1) The process by which individuals develop a shared view of what is to be accomplished in drafting an agreement.
- (2) Learn how to run effective meetings.
- (3) Draw up drafts of the agreement before meetings.

(4) Decide on strategies for accomplishing goals.

Additional Suggestions which Appeared once in the Interviews:

19. Provision of long term funds for community school development on joint-funding basis, perhaps by provision of a specific tax base for this purpose.
20. Eliminate restrictions on areas of schools available for use.
21. Provision of funds for operational costs by provincial government.
22. Provincial Cabinet should provide more financial support for community use of school from sources other than Education.
23. Changes in Recreation Act need to be made to cope specifically with Joint-Use Agreements.
24. Need for Cooperative Coordination and support on the part of government departments.
25. Programs should be costed realistically and users charged accordingly.
26. Improved record keeping would bring benefits.
27. The Further Education Department should be included in Joint-Use Agreements.
28. Policy on security should be clear and well known.
29. Preparation of guidelines for drafting agreements would be valuable.
30. Legal aspects of Community Libraries need to be clarified and changed if necessary.
31. Agreements should provide for a policy review each year.
32. School Boards should recognize that they have responsibilities beyond the K-12 Program.

33. Delegate authority to a Joint-Use "Board".
- (1) The Board should have a budget and an administrative structure.
34. Problem-Solving
- (1) Work out effective processes for problem-solving.
 - (2) Solve at a lower level, where possible.
35. Role of government agencies should be to assess community needs rather than to offer incentives.
36. Need for Inter-Department cooperation at Provincial level
- (1) Perhaps this could be achieved by creating a new organization, such as a Commission, with responsibilities for Community Education.

INADEQUACIES IN JOINT-USE AGREEMENTS (This additional material was obtained in interview in response to specific questions about agreements, and was included in the PROBLEMS section in Chapter IV.)

1. Janitorial

- (1) Provision for absence of janitor through sickness.
- (2) Definition of role.
- (3) Cost-sharing for janitorial services.

2. Joint Committee

- (1) Definition of role.
- (2) Specified meeting times.
- (3) Definition of membership.
- (4) Specific provision for reviews of agreement.
- (5) Provision for committee to exercise specific authority.

3. Provision for Use of Equipment

4. Development Costs
 - (1) Lack of provision for cost-sharing.
 - (2) Development of school grounds.
 - (3) Snow clearance.
 - (4) Development of parking facilities.
5. Summer Use of Schools and Holiday Use
 - (1) Provision for use and also for renovation when necessary.
6. Reciprocal Nature of Agreement
 - (1) Adequate provision to maintain reciprocity.
7. The Agreement should Provide for the Recreation Department to be Booking Agent for all Parties to the Agreement
8. Operational Costs
 - (1) Lack of provision for cost-sharing for operational costs.
9. Liability
 - (1) Wording of the agreement is not legally appropriate to define liabilities.
 - (2) Coverage is inadequate in this respect.
10. Lack of Definition of Qualified Supervision and Policy on who may Supervise
11. Lack of Policy Concerning use of Private Facilities
12. Definition of what Activities are to be Included and Criteria for Differentiation
13. Lack of Definition of Terms

For example, what are recreational, cultural or educational activities?

- Lack of Flexibility in Agreement, and Lack of Specificity in Regulations
- 15. Booking Procedures: Lack of Provision
- 16. Priority for Use: Lack of Policy or Criteria for Decisions
- 17. Lack of Allocation of Responsibility for Security
- 18. Designation of Areas for use by Community is Restrictive
- 19. Separation of Joint-Use Policy from Further Education Policy is Restrictive
- 20. Role of Principal not Clarified
- 21. Agreement should include more Specific Policy Guidelines in Relation to Usage Fees
- 22. Lack of Provision for Dissemination of Particulars of Agreement

DESIGN FACTORS (These responses were obtained in interview in response to specific questions about design, and were included in Chapter IV under REMEDIES.)

- 1. Provision for all Forms of Community Use
 - (1) Provide for all ages, and for recreation as well as education.
 - (2) Craft areas and drama areas need more attention.
 - (3) The school library may well become a Public Library in some cases.
 - (4) Appropriate funding arrangements must be made, for some additional costs will occur through such planning.
 - (5) Most changes need additional space.
 - (6) Gymnasiums should be built on the Community Hall concept.
 - (7) Plan for day-use by the community.

2. Design for Access

- (1) Link pool to school.
- (2) Make it possible to isolate community use areas.
- (3) In each school particular services need to be easily accessible to the community.
- (4) Arrange facilities to enable easy supervision in community use (for example, showers near gymnasium). ○

3. Plan for Adequate Storage

- (1) The gymnasium in particular will need additional, and different storage.
- (2) Canoe storage by the pool.
- (3) The present instructional/non-instructional formula needs to be amended for community schools.
- (4) 300 sq. ft. of storage for gymnasiums, as funded by the Provincial Government, is inadequate for community use.

4. Gymnasia

- (1) Eliminate glass.
- (2) Improve air filtration.
- (3) Design bleachers that can be cleaned.
- (4) Provide improved acoustics.
- (5) Provide additional spectator facilities where required.
- (6) Build larger gymnasia in elementary schools in areas where community gymnasia are required.
- (7) In gym/auditorium designs a more appropriate plan is needed.

5. Amend Regulations

- (1) Make them more flexible.
- (2) Re-evaluate the terminology.
- (3) Make specific provision for community utilization factors.
- (4) Allocation of space by square footage formula must be changed to take the community-use factor into account.
- (5) Provincial policy for additions is restrictive.
- (6) Classification of space is restrictive.
- (7) Growth in one area is 15-20%, yet Provincial regulations allow funding for only 10%.
- (8) Occupancy count in regulations is too stringent; for example, a cafeteria is classed as two classrooms when it should be an ancillary area.

6. Parking

- (1) Paved and larger parking lots and landscaping should be provided.

7. Consultation in Planning

- (1) Include Recreation people.
- (2) Include Physical Education specialists.
- (3) Ensure all interest groups are consulted.
- (4) Identify real needs before building.
- (5) People who will use facility should be part of planning team.

8. Financial Incentives.

- (1) Financial incentives should be provided by the Provincial Government to encourage School Boards to design for Community

use.

- (2) Increase funding for core school concept.
- (3) Provide flexibility to cope with local needs and costs
(for example, additional overall costs for remote schools).

9. Building Materials

- (1) Select to facilitate maintenance, in view of increased use.
- (2) Smooth walls instead of rough brick, to facilitate cleaning.

10. Music/Art/Drama - The Present Provincial Regulations are Hindering such Programs

11. Plan for Joint-Use Libraries

12. Plan for Handicapped

13. Need for Comprehensive Planning

- (1) Standards need to be set for community resource centers.
- (2) Two aspects of community-use school facilities needing investigation for use on a wide scale are movable walls and sound-proofing.

14. Provision for Park-School Concept

- (1) Provide for joint maintenance of school grounds.
- (2) Plan all types of recreation possible.
- (3) Additional funds are needed for such planning.

15. Design all Buildings for Instruction

- (1) The community ice arena, for example, should be planned to facilitate instruction as well as recreation.

16. Design Change Facilities for Community Use

- (1) For example, provide showers in elementary schools.

17. School Buildings Branch in Conflict with Curriculum

- (1) Stop following stereotypes in buildings.

18. Liquor Consumption

- (1) If we are going to have community-use we must plan to allow for liquor consumption.

19. Lunch-room/Cafeteria

- (1) Schools used by the community should have a lunch-room ; cafeteria of some kind.

Additional Design Factors Mentioned once only:

20. Reciprocal use.

- (1) Planners should bear in mind schools should have use of community facilities as well as the reverse.

21. Plan all special areas for community-use (for example, Home Economic rooms, Shops).

22. Portable buildings concept.

- (1) Is not viable in that it does not account for long-term population growth.

KEY FACILITATING FACTORS

1. Cooperation of Groups Involved

- (1) Cooperation of Principals, Teachers, Superintendents.
- (2) Cooperation of Caretakers, particularly when they are familiar with the concept.
- (3) Cooperation of School Board.
- (4) Cooperation of Recreation Board.
- (5) Cooperation of Recreation Staff.

2. Positive Public Response

- (1) Through increased involvement, especially of adults.
- (2) Education of public about nature of joint-use concept.
- (3) The smallness of the community helped face to face communication.

3. Financial Aspects

- (1) Availability of funds.
- (2) The fact that there has been a good return on the dollar has had a positive influence.
- (3) Cost-sharing has proved its effectiveness (for example, more varied programs and a more relevant curriculum).

4. Community Education Coordinator

- (1) The existence of a Community Education Coordinator and, particularly, long-term tenure for him.

5. Joint-Use Agreements

- (1) A clear understanding of objectives.
- (2) Agreement on rules for implementation.
- (3) Flexible interpretation of agreement.

6. Joint-Use Coordinating Committee

7. Further Education Council

- (1) Increased interest in Adult Education resulted from formulation of a Council.

8. School Act and Planning Act

- (1) Support joint development.

Additional Factors that appeared once in the interview:

9. School use of community facilities.
 10. Purchase of school bus, and training of all teachers to drive.
 11. Night secretary for building supervision.
 12. Well-designed school.
 13. Identification of potential user groups by survey.
 14. School cleaning policy.
- (1) Appropriate for joint-use.