



Community / Education Facilities

A planning guide for schools and the community

SEPTEMBER 2007

ARPASS is a joint initiative of SPARC, Auckland Regional Council, Franklin District Council, Papakura District Council, Manukau City Council, Auckland City Council, Waitakere City Council, North Shore City Council, Rodney District Council, Counties Manukau Sport, Sport Auckland, Sport Waitakere and Harbour Sport.

This guide has been developed in conjunction with representatives of the Councils of the Auckland region, the Ministry of Education and with input from the ASB Community Trust.

1 INTRODUCTION - ARPASS

In the report of the Ministerial Taskforce on Sport, Fitness and Leisure released in January 2001 a number of findings and recommendations were released concerning the state of sport and physical activity in New Zealand. The need for more effective regional coordination in the planning and provision of sport, recreation and leisure was identified as a key requirement as well as the need for improved collaboration and cooperation across regions and sectors. To bring the issues into focus an Auckland region based working group was established with representatives from the eight local authorities, four regional sports trusts, the Ministry of Health and SPARC (Sport and Recreation New Zealand). The result of the working group's deliberations was the development of the Auckland Region Physical Activity and Sport Strategy, otherwise known as ARPASS.

2 WHY A REGIONAL STRATEGY?

ARPASS aims to address the gap in the delivery of sport and physical activity at the regional level and facilitate collaboration across geographical and sector boundaries. Previously, many organizations working in the area of fitness, recreation and leisure worked independently of each other despite often dealing with the same communities. This resulted in fragmentation and duplication of effort and meant resources were not utilized efficiently or strategically. ARPASS is about developing a regional view, establishing best practice and working collaboratively as a region to share knowledge, skills, resources and infrastructure in order to better leverage skills and strengths as well as optimise the use of resources.

Recognising this, ARPASS has now been adopted by the eight local authorities in the Auckland region, the four regional sports trusts, the Ministry of Health and SPARC.

3 THE VISION, GOALS AND OUTCOMES OF THE STRATEGY

The timeframe for this strategy is 2005 to 2010.

"Auckland is a region where physical activity through exercise, sport, active transport (such as walking and cycling) or active recreation, is a way of life."

GOALS		OUTCOMES
Regional Collaboration	Effective regional collaboration is developed between Local Authorities, Regional Sport Trusts, Regional Sports Organisations, Health, Education, Iwi communities, ethnic groups and other stakeholders in addressing regional physical activity and sport issues.	The region will deliver the detailed goals, strategies and targets of this strategy by working together in a spirit of collaboration and cooperation
Participation	Implement regional initiatives that increase Auckland physical activity levels	The number of people participating in physical activity and sport will increase
Sport	Develop initiatives that ensure sport in the region grows its capability to deliver quality sporting experiences and environments to players, coaches, administrators and volunteers.	Sport in the region will have grown its capability to deliver quality sporting experiences and environments and, as a result, will attract and retain increasing numbers of participants at all levels The region will produce more winning teams and individuals
Regional Facilities	Current and future regional facilities are planned, developed and managed to serve the current and future needs of all Aucklanders	Regional facilities will be planned, developed and managed to meet the current and future needs of the region

4 ARPASS – MINISTRY OF EDUCATION JOINT PROJECT

4.1 OVERVIEW

Regional facilities is one of four goal areas of work identified under ARPASS. Under this goal, the strategy aims to ensure that:

Goal 4

Current and future regional facilities are planned, developed and managed to serve the current and future needs of all Aucklanders”.

To achieve this, ARPASS seeks to ensure that:

Strategy 4.2

Proactive and Collaborative planning of new regional facilities in response to identified gaps is undertaken.

and work towards an outcome where involved parties can:

Action

Agree a plan with the Ministry of Education Auckland Region for proactive and collaborative planning of physical activity and sport facilities at a local level.

4.2 ISSUES FOR COMMUNITY FACILITIES

4.2.1 Duplication

The ARPASS strategy has identified that there is competing and duplicating proposals for the development of community accessible facilities from schools across the Auckland region and many are seeking support from Councils and external funders. If each proposal were implemented, the Auckland region would experience multiple facilities of a similar nature in some communities while other locations would have none.

4.2.2 Placement of facilities

Experience shows that placement of community facilities on school grounds has a direct impact on public awareness, use and access to those facilities. Those that are not positioned with road frontage are less visible to the public - irrespective of signage - and as a result experience lower levels of community use and consequently income. This can affect the level of public funding a project obtains. Prudent placement can serve the school's needs also by reducing opportunities for public access to school areas as can separate entrances for public and school use. In the past, schools have tended to approach funders and the Ministry with a pre-determined and already fixed location for their planned facilities.

4.2.3 Capacity to manage facilities

Not-for-profit structures (e.g. trusts, club, incorporated societies) are typically the sorts of organisations that are eligible for public funding grants for capital works projects. Often run by volunteers, these organisations capacity, skills, experience or expertise to effectively manage projects and efficiently operate community facilities can vary from a high level of competency to a lower level of competency. Moreover, boards of trustees are not always familiar with the protocols surrounding capital works projects and this can lead to conflicts around tendering processes and probity issues. The focus for schools is education rather than the management of facilities. Fund raising for facilities that may cost upwards of \$1 million is also often a challenge for schools.

4.2.4 Operational support

The Ministry of Education allocates funding to schools for the maintenance and refurbishment of existing property and from time to time, the creation of new buildings where a school is deficient in area relative to the School Property Guide. If a school wants to fund a new building or create a community funded facility, schools require the approval of the Ministry of Education before planning or building any additional area in their school. The Ministry allocates funding to schools to assist them in providing and maintaining existing facilities (e.g. school halls, gymnasiums, classrooms) that are required to support the current role of the school. . Any community facilities that a Board is planning must be agreed to by the Ministry of Education before planning is started and meet the criteria stipulated in the Ministry of Education's Third Party Occupancy Policy. Boards need to note that the existence of a facility on crown land "...must not commit the Ministry to more costly accommodation options than would otherwise be the case. Thus if schools build larger facilities than required by the Ministry of Education they are then responsible for sourcing all additional funding required, to cover costs associated with the on-going operation of the facility.

Schools often anticipate that revenue obtained from community use will generate the funds necessary to meet on-going operational obligations. However, this is seldom the case as facilities often struggle to generate sufficient income from public use. In these instances, schools approach Councils and other sources of public funding for support. Where funding agencies have invested substantially into the capital development of a facility, they are then put in an untenable position where they must provide operational support or run the risk of the facility paring back community use hours or of the facility collapsing. If a facility collapses, community access is put in jeopardy and, where a third party owns the facility, it will revert to Ministry ownership as is required under the Ministry's Third Party Occupancy Policy. External funders do not view subsidising operational funding as a good investment in community development. This represents a significant level of risk from the perspective of the Council and funding bodies.

4.2.5 Long-term asset management

Long-term asset management, including depreciation, is another issue. The situation is similar to the issues of operational support and management capacity with responsibility lying with a facility owner. The owner may not possess the expertise or potential income streams required to budget and manage for maintenance and repair of assets into the future. Community accessible facilities jointly owned by the Ministry and a school only receive partial funding for depreciation and maintenance from the Ministry, with the board of trustees responsible for the remainder. Where the facility is built and owned by a third party, the situation may be exasperated because neither the Ministry nor the board of trustees may be willing or able to contribute further towards the long-term maintenance, depreciation or on-going running costs. These costs may not be an issue when the facility is newly developed however often becomes a major concern in future years when large capital investment is required to maintain and upgrade the facility.

4.2.6 Early expiration of leases

The Ministry of Education's Third Party Occupancy Policy states that upon termination of a lease the third party (i.e. the occupier) is required to remove the facility from the school site otherwise full ownership will automatically revert to the Ministry. In such circumstances, the Ministry is not obliged to pay compensation for the facility to the third party. However, if a lease is terminated early, the Ministry requires that the facility be removed or it will revert to Ministry ownership. In these situations, Council and external funders that have made significant funding contributions to the facility would stand to lose their investment (i.e. the community access bought through the provision of funding). This represents a significant level of risk from the perspective of the Council and funding bodies.

5 OBJECTIVES FOR ESTABLISHING A PROCESS FOR DEVELOPING COMMUNITY FACILITIES ON SCHOOL SITES

To provide a process to assist school Boards of Trustees in their planning of school facilities that both schools and the community will use.

Provide a process that links Council LTCCP planning of community facilities with the facility plans of local schools and that provides a framework for engaging funding partners.

Provide the MoE with a process to engage in the early stages of school/community facility developments

Provide a set of principles to assist schools with ongoing maintenance and operational expenditure.

6 PRINCIPLES

- Facilities fit an identified need within a community and are designed, built and funded to appropriate scales.
- Reduce effort of volunteers and board of trustees in developing proposals.
- Projects are coordinated and agreed between Councils and schools.
- Assist identification of school/community facilities and levels of investment for external funders.
- Transparent and uniform processes for development of shared facilities.
- Cluster facilities that meet the variety of needs within a community i.e. indoor, aquatic, performing arts etc.
- The processes outlined below focus principally on the provision of sports and recreational facilities however they are applicable as guidelines for the provision of arts and other facilities located on school sites.

7 ASB COMMUNITY TRUST

The ASB Community Trust;

- Will not fund a building project when an equivalent community facility exists at that school.
- Requires that 50% of funds required for building projects totaling more than \$50,000 be raised before submitting an application for funding. Raising 50% of the total project costs confirms a school's eligibility to apply for funding but does not automatically secure funding from Trust.

8 PROCESS DIAGRAMS

Diagram 1

Process for schools seeking to develop a facility that will meet the needs of the school population and immediate community.

Diagram 2

Process for schools seeking to develop a facility that will meet the needs of the school and provide wide community access and be seeking contribution from community funding.

Diagram 1 – School and small scale community access

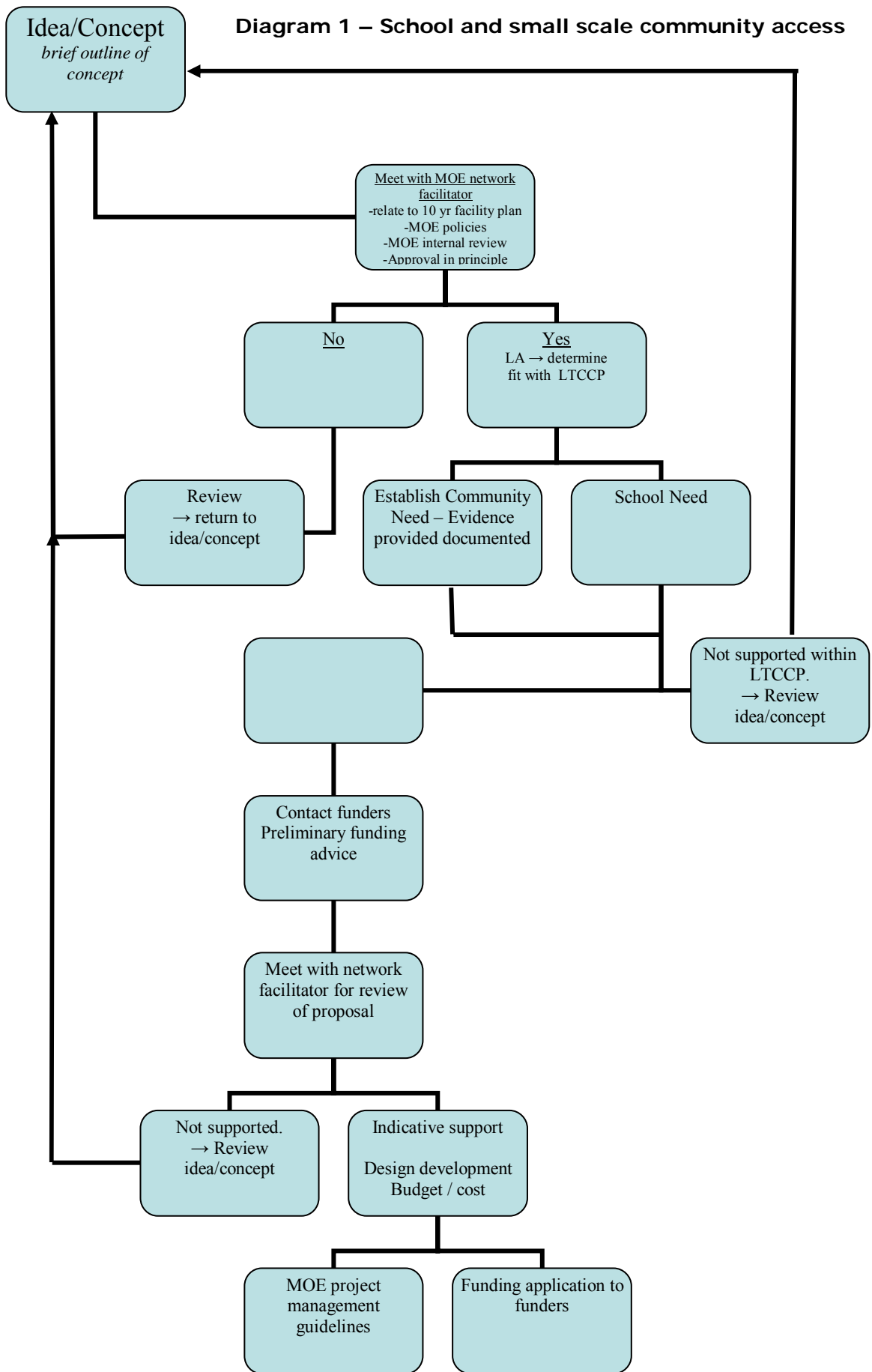
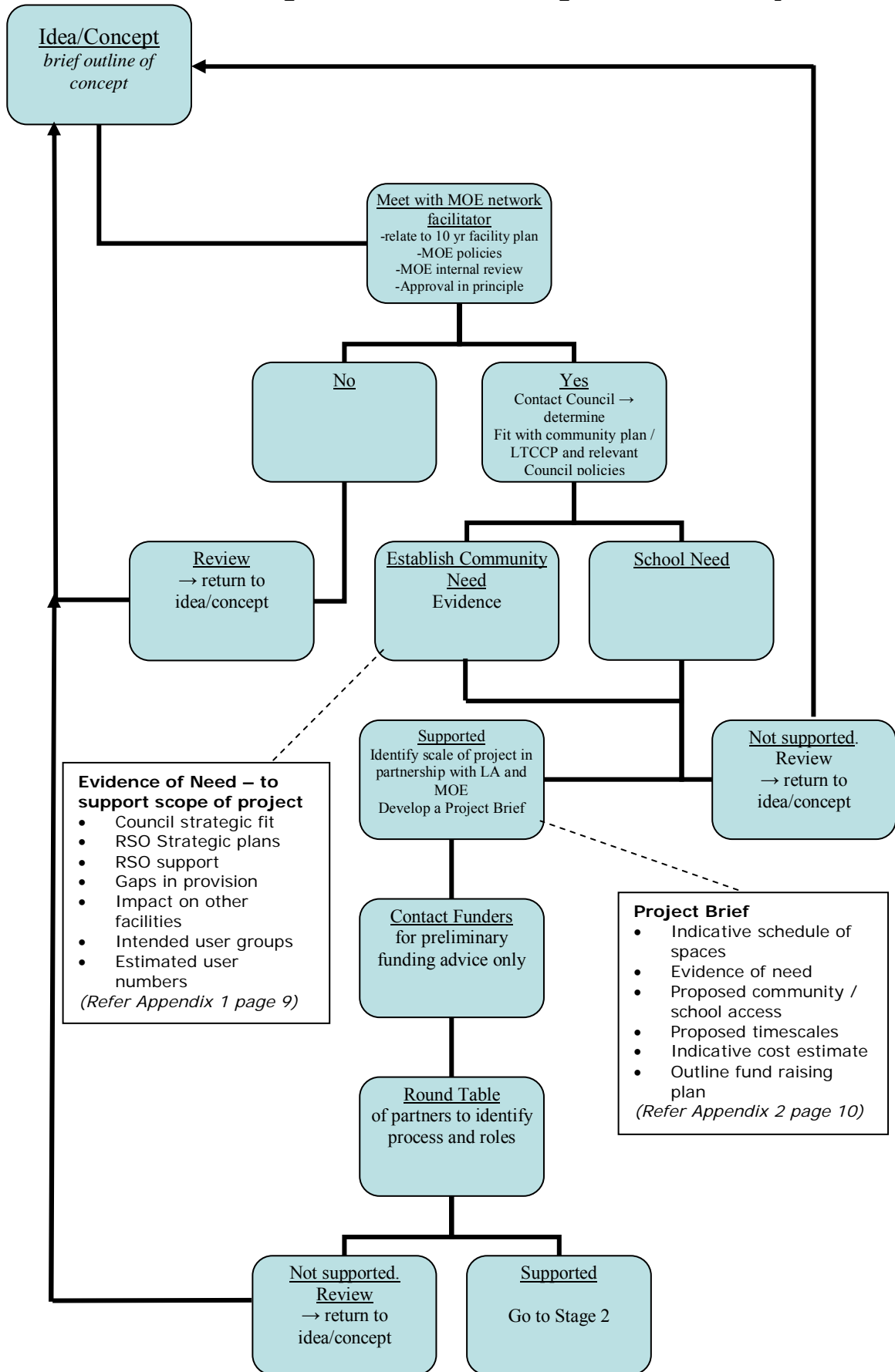
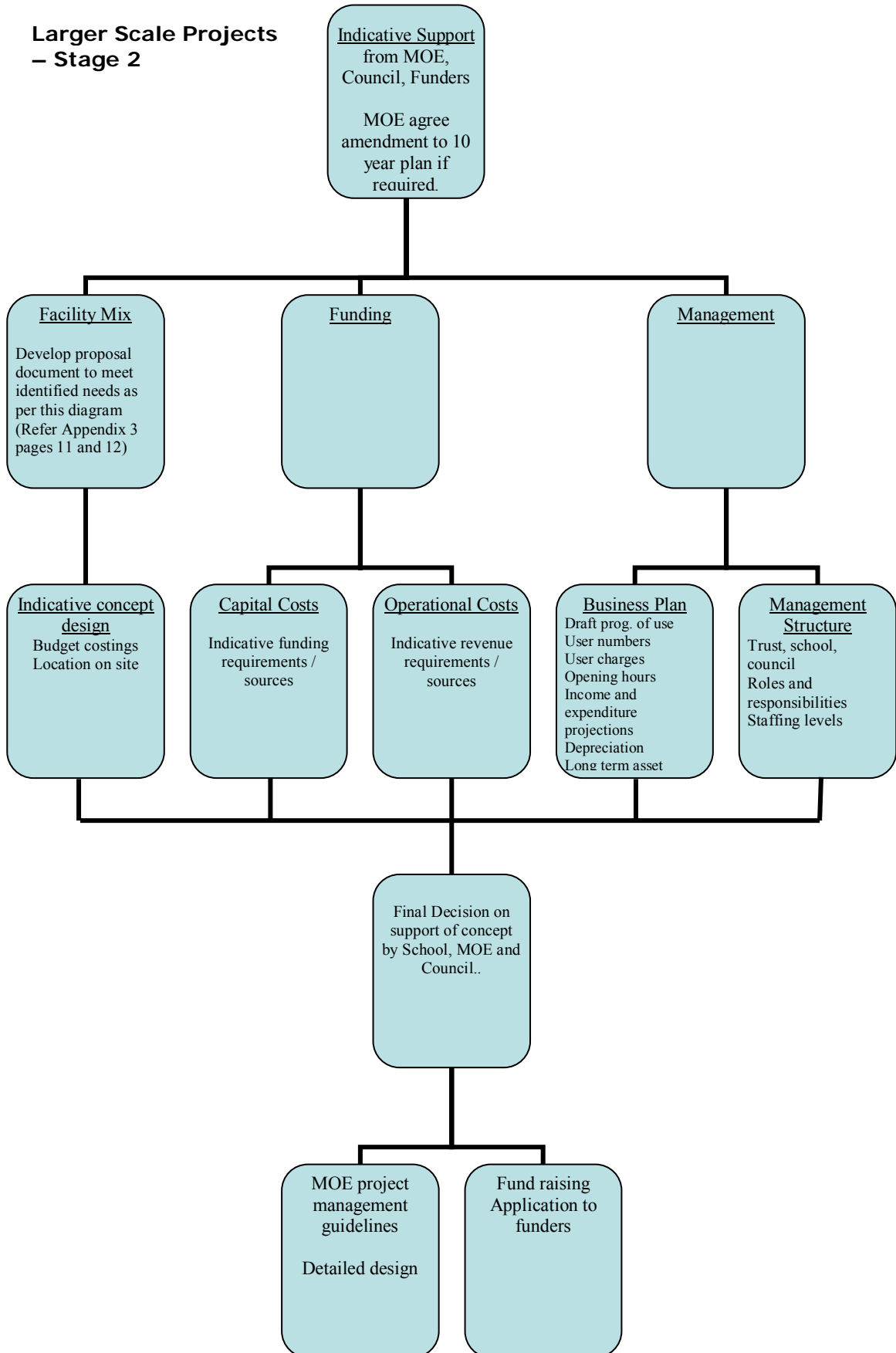


Diagram 2 – School and large scale community access



APPENDIX 10: ARPASS, MINISTRY OF EDUCATION AND ASB COMMUNITY TRUST'S AGREED PROCESS FOR DEVELOPING COMMUNITY FACILITIES ON SCHOOL SITES

**Larger Scale Projects
– Stage 2**



APPENDIX – EXPLANATORY NOTES

Appendix 1 Evidence of Need – to support scope of project

- **Council strategic fit** : Consider Council's Long Term Council Community Plan (LTCCP), which is produced every 3 years and is a 10-year planning document required under the Local Government Act (2002). LTCCPs state what the Council's plans and projects for the next 10 years are and what the anticipated cost of these is. It also notes how Council will work towards achieving community outcomes and the things local communities have indicated they think are important for the city's future and wellbeing. Projects that fulfil a community need as identified in the LTCCP process are likely to be prioritised over those that do not. Where applicable, also consider relevant Council policies, strategies and plans.
- **RSO Strategic plans** : Many Regional Sports Organisations (RSOs) have developed strategic plans that record the priorities for that code and identify where gaps in the provision of facilities have been identified. Sports projects that are aligned with the strategic plans of relevant RSOs are likely to be prioritised by Council and some philanthropic agencies over those that are not. Further information about RSOs and their contact details can be obtained from the relevant national body for that code (SPARC has a list of all recognized national sporting organisations on its website <http://www.sparc.org.nz>).
- **RSO support** : As noted above, sports projects should be aligned with the strategic priorities of the relevant Regional Sport Organisation and provide evidence that identifies how the proposed facility fits with their strategic direction and priorities. (e.g. letter of support from the relevant RSO).
- **Gaps in provision** : Project proponents should evidence where other facilities offering the same or similar services are located. This includes all facilities that may serve part or all of the same community as that proposed facility and should not be limited to publicly owned facilities only. Research identifying gaps in provision that may be available from Councils and/or relevant RSOs should be sought. Facilities that fit a clear gap in provision and where there is a demonstrated evidence of need will be prioritised.
- **Impact on other facilities** : An indication of both positive and negative impacts on similar facilities in the area is required. This should include details on to what extent nearby facilities offer similar services as those proposed and whether there will opportunities to co-ordinate between facilities. Where potential user groups are identified it is important to highlight if they are new users or substituting the use of the proposed facility over use of another community facility.
- **Estimated user groups** : This should include an indicative breakdown by target groups (e.g. by age, sex, ethnicity, disability etc).
- **Estimated user numbers** : This should include an indicative breakdown by estimated user numbers per month, per annum and should note any change in numbers anticipated between weekdays and weekends, school and public holidays and school term times.

Appendix 2 - Project Brief

- **Indicative schedule of spaces** : This requires a list of the rooms proposed in the facility, their general layout and size as well as the overall scale of the facility (i.e. proposed size in square meters). At this stage this should be a high level schedule of the proposed facilities. It may include high level concept plans showing the proposed location on the site and indicative block plans to show the building footprint. It should not include detailed plans, floor layouts or elevations of the proposed facility as the cost of preparing these plans may be abortive until the concept has gained indicative support of the MOE, Council and funding agencies.
- **Evidence of need** : Obtained from Council LTCCPs and RSO strategic plans as well as any other credible community surveys undertaken that demonstrate any evidence of need by the community for the kind of facility(s) proposed.
- **Proposed community /school access** : A breakdown of the total hours of community access and school access per day, week and month is required. A breakdown of hours during which the school and the community will have exclusive or dual (e.g. school/community) use of the facility should also be included. Clearly note any change in the hours during school and public holidays.

Facilities that are developed and designed to maximize the community use and enable both school and community use throughout the day, as opposed to providing exclusive school use during the day (even if parts of the facility are not used by the school and are vacant), have greater potential to generate additional income and secure the long term sustainability.

- **Proposed timescales** : A proposed timescale should indicate in general terms when planning phases will be undertaken, when construction is anticipated to take place, when practical completion of the facility is anticipated and when it would be open for use by the public and school. Include significant milestones such as major fundraising targets.
- **Indicative cost estimate** : This should include total estimated construction costs, management fees and contingencies (minimum 10%). At this stage, it is not necessary to provide QS estimates or detailed quotes. What is required is a realistic estimate of project costs to provide a clear indication that thought has been given to the various cost components in the project. This may be an indicative cost range based on other similar projects, representatives of the MOE, Council and funding agencies may be able to provide some advice on the order of costs of other similar projects.
- **Outline fund raising plan** : This should identify which agencies will be approached for funding and what amount would be sought from each. Project proponents should also demonstrate an awareness of timeframes for respective agencies as some consider funding applications on a monthly basis whereas others consider applications only once or twice per year with funds available thereafter. The total funds to be raised from all sources should equal the total estimated cost of the project.

Appendix 3 - Presentation and Outline of Proposal Document

It is not envisaged that overly large or expensive proposals should be produced or submitted to potential funders such as the Ministry of Education, Council or the ASB Community Trust.

As a minimum, proposals are expected to;

- contain at least one plan showing the layout and schedule of spaces proposed for the facility. This should identify the rooms proposed in the facility, their general layout and size as well as the overall scale of the facility (ie proposed size in square meters). Producing a plan is not anticipated to be costly but rather a high-level schedule of spaces is anticipated
- include at least one (aerial) photo of the school which clearly identifies the proposed location of the facility on the school site as well as other related facilities e.g car parking, public access to the site from the street/road, amenities etc
- address each of the points identified in the process and follow that sequence as follows -
 - A. **Idea/Concept** – containing a brief outline of the concept
 - B. **Links with the Ministry of Education** relating the proposal to -
 - i) the school's 10 year facility plan
 - ii) relevant MOE policies
 - C. **Links with the Local Authority/Council**, which demonstrates the fit with -
 - i) Council's Long Term Council Community Plan (LTCCP)
 - ii) fit with council's growth management strategy
 - iii) relevant Council policies
 - D. **Evidence of Community Need**, which –
 - i) shows strategic fit with Council priorities
 - ii) shows strategic fit with relevant RSO strategic plans
 - iii) confirms RSO support (evidenced in writing with a letter of support)
 - iv) identifies gaps in provision
 - v) identifies the impact on other facilities
 - vi) specifies intended user groups
 - vii) specifies estimated user numbers
 - E. **Evidence of School Need**
 - F. **Project Brief**, which includes –
 - i) an indicative schedule of spaces
 - ii) evidence of need
 - iii) future school roll
 - iv) proposed community/school access times
 - v) proposed timescales for the project
 - vi) indicative cost estimates
 - vii) an outline of the proposed fund-raising plan
 - G. **Facility Mix**, which includes –
 - i) an indicative concept design (i.e. a visual representation of the facility)
 - ii) an outline of budget costing (e.g. a breakdown costs including identification of constructions costs, consent costs, management fees and a contingency of no less than 10% of the total project costs)

APPENDIX 10: ARPASS, MINISTRY OF EDUCATION AND ASB COMMUNITY TRUST'S AGREED
PROCESS FOR DEVELOPING COMMUNITY FACILITIES ON SCHOOL SITES

- iii) a visual presentation of the site identifying where the proposed facility is to be located on the site
- H. **Funding**, which includes -
- i) Capital Costs – indicative funding requirements matched to proposed funding sources
 - ii) Operational Costs – indicative revenue requirements matched to proposed sources
- I. **Management**, which includes –
- i) A Business Plan showing -
 - a draft programme of use
 - user numbers
 - proposed user charges
 - opening hours
 - projected income and expenditure (for first 5 years of operation)
 - projected depreciation (over first 5 years of operation)
 - long term asset management plans
 - ii) Illustration of the Management Structure identifying
 - the proposed management body (e.g. via Trust, school, Council etc)
 - roles and responsibilities for parties involved in the management of the facility
 - staffing level identifying key staff
- all third party material including research obtained from other parties should be referenced in an appendix at the end of the proposal
 - contact details for the principal/key point of contact for the project (including name, position, daytime phone and fax numbers plus email address if applicable)

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