FINDING SPACE TO PLAY

IN CITY OF PHOENIX ELEMENTARY SCHOOLS

A look at school policies and practices promoting physical activity through shared use within the 21 elementary school districts in the City of Phoenix, Maricopa County, Arizona.
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IN CITY OF PHOENIX ELEMENTARY SCHOOLS

Executive summary

Community use of school facilities is widely recognized as a way to promote physical activity and reduce the onset of chronic disease among residents, particularly in areas with limited public recreational spaces.

Arizona state law has specific provisions related to use of school property for public purposes that serve community interests.

In an effort to improve the overall health and reduce the onset of chronic disease of its residents, the Maricopa County Department of Health (MCDH) is working to identify opportunities to improve community access to public facilities for recreational use.

To investigate how shared use is being operationalized and implemented at the elementary school district level, MCDH contracted with Arizona-based non-profit agency Pima Prevention Partnership, in Tucson, AZ and the Public Health Law Center at William Mitchell College of Law in St. Paul, MN to examine community use of school facilities at the 21 elementary school districts in the City of Phoenix. This holistic research approach combined policy and website analysis with qualitative information gathering from school district representatives to analyze both written regulations, as well as micro-level implementation factors, to attain a well-rounded picture of actual utilization levels and processes.
What the data tells us

Arizona’s statute regarding community use of school facilities is very comprehensive and provides a solid platform for schools to develop policies that promote facilities use.

**Arizona schools have a powerful foundation for community use in the state’s comprehensive statute.**

A robust law thematically outlines community use of school property as a priority with very specific guidance on how it works.

The Arizona School Boards Association has taken the statute to the next level and created a facility use policy template that is comprehensive and meets best practice.

The Arizona School Board Association has created very comprehensive templates of shared use facility agreements that generally meet best practice standards and make it relatively easy for school districts to adopt and implement shared use policy.

*For all City of Phoenix elementary schools, community use of schools is coordinated at the district level.*

The templates provide step-by-step guidelines and procedures for shared use.

All 21 City of Phoenix elementary school districts have adopted facility use policies and implement and publicize them at varying levels depending on factors such as district size, staffing and level of commitment to shared use policy.

**16 of 21 the elementary school districts have opted to use the ASBA template for their facility use policy.**

School districts that have forged beyond the template and have expanded/enhanced their policies to fit school and community needs are implementing the most community use.

Schools that have added “barrier” items to the template, such as complicated fee structures, use restrictions, and heavy approval processes, are implementing the least community use.
While types of use are widely vary, at least half of current community use of school facilities and property is for physical activities - mostly youth sports leagues and clubs.

The spectrum of community recreational use runs from organized school sports to open playgrounds.

Community use of school facilities is also driven by the amount of available public parks and other facilities in a community – particularly in the smaller school districts.

The vast majority of district schools lock gates to prevent unscheduled use, although there is no reference to this practice in the statute or district policies.

Districts with high-levels of commitment to successfully implementing community use have the highest rates of use.

**Policy:** Complicated, costly fee structures and additional regulations seriously limit use, especially by smaller, less resourced user groups. Those districts who have expanded the template policies to simplify procedures for use and eased the burden of fee structures have the highest and most consistent use rates and most broad types of use.

**Staffing:** Housing community use coordination with staff from Operations-related departments often limits use, as scheduling is seen as a function rather than as an opportunity for community improvement. Districts that have placed this function in departments that have a community outreach component have the highest use rates and most broad types of use.

**Promotion:** Many school districts do not promote or publicize shared use on their websites. Districts with the highest use have websites that feature “Community” tabs linking browsers to scheduling, forms, etc.

**Partnership:** Many of the identified barriers to use for communities revolve around fees and regulations related to liability coverage. Districts with the highest and broadest use have active partnerships with city Recreation & Parks and other public agencies that have policies and resources to assist with this. They also have developed an active role for business and community groups in the decision-making processes for how shared use is implemented at the district level.
Identified best practices in community use by City of Phoenix elementary school districts

POLICY

- Expanded policies that go beyond the statute and template to allow maximum flexibility in accommodating facility use requests and increase utilization (Washington, Kyrene).

SHARED USE IMPLEMENTATION

- Avoiding extra barriers that stop or slow down use, such as lengthy approval processes and complicated fee structures.

- Creating facility use handbooks to communicate with the public about community use opportunities, fees and scheduling (Kyrene, Riverside, Washington).

- Coordinating community use through departments like Community Education or Enrichment Department – those that are more mission-driven– are assigned to be responsible for the function. This works in larger districts that are well-resourced (Kyrene, Madison, Washington), and may be more difficult for smaller districts.

- Partnering with a city/county through inter-governmental agreement in such areas as the provision of community liability coverage and promotion of facility use, policing (Kyrene, Madison, Washington).

- Creating strong partnerships with residential, government and business communities to encourage and facilitate community use (Kyrene, Madison, Washington).

- Involving community members in district workgroups related to review of facility use activities (Kyrene).

- Unlocking gates for unscheduled use (Tempe, Union; few schools in Alhambra, Kyrene and Washington).

PROMOTION

- Publicizing community use on the district website through a link that features community use information and “how to’s” with fillable forms and guides.

- Creating a web-based community use calendar (school-specific or district-wide) to expedite scheduling and communicate in real-time (Kyrene, Madison).
SO... WHAT WILL IT TAKE TO UNLOCK THE GATES?

Recommended next steps to promote physical activity through community use of school facilities in City of Phoenix elementary schools

IN THE POLICY ARENA

1. Consider adopting an Intergovernmental Agreement (IGA) like the one used by Washington Elementary School District to promote partnership with public agencies such as Recreation & Parks on such issues as liability coverage, grounds keeping, etc.

Sharing the burden of liability and maintenance may ease the burden on school districts and schools and encourage an open-gate policy for open spaces such as playgrounds. Intergovernmental agreements can also be used among the school districts to develop comprehensive scheduling process that goes beyond individual school district level use.

2. Create a formal policy for community involvement in the planning and/or decision making processes around facilities use.

This will enrich the policy and create joint responsibility with the community for community use issues such as costs, operations, scheduling, liability, risk management and maintenance. This may ease the burden to schools and encourage a more open-gate policy.

3. Develop a facilities use advisory committee or community education council.

Councils are an important way to relieve the burden of assessment and planning. By engaging invested individuals and community groups in the resource allocation, program develop and public relations, these groups can link community partners into the school district and problem-solve when issues arise.

4. Incorporate community use of school property concepts into comprehensive plan or other county/city planning documents.

As comprehensive plans and other county/city documents are developed, it is important to incorporate school district recreational use as a key community resource. Furthermore, highlighting
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intergovernmental challenges and opportunities could provide a roadmap for future collaborative efforts.

5. **Adjust fee disparities to promote consistent fees across user types.**

This will significantly increase use and provide opportunity for new types of users.

6. **Support development of facilities use handbooks.**

Documents that outline facilities use policies and procedures can be a useful way to communicate information to community groups and ensure all users have the same understanding of rules and responsibilities for use.

7. **Develop a recreational use toolkit.**

The Public Health Law Center has partnered with school groups and public health officials to develop a comprehensive set of resources relating to community use of school property. These toolkits are specific to Wisconsin and Minnesota, but could be adapted to fit the Arizona context. A key component of the toolkit is outreach and training for school administrators, which has resulted in identification of addition resources for both states.

**IN SHARED USE IMPLEMENTATION**

1. **Place facility use responsibility within the district department or with district personnel MOST ABLE to promote community use and create community partnerships.**

This level of proactive leadership will broaden district and school approaches to facility use.

2. **Encourage smaller, less resourced districts to follow the lead of larger districts in creating strong public partnerships.**

These relationships with public agencies and other high schools can help share in the burden of liability, risk management, costs, operations, scheduling, maintenance and promotion.

3. **Encourage smaller districts to partner with larger districts in areas including liability coverage options for users, online calendaring and promotion of shared use.**

The larger districts have more resources in terms of funding and staffing that can be leveraged by smaller districts in these areas.
4. **Reach out to the Arizona School Boards Association Insurance Trust (ASBAIT).**

This entity can provide umbrella coverage for smaller groups and individuals for whom current liability requirements are prohibitive.

5. **Conduct a recreational group assessment to determine what types of groups are missing in the user type categories, especially in low-use districts.**

School facilities are only one site for recreational opportunities. Communities can complete a comprehensive analysis of what other recreational facilities are available to the community for use. Furthermore, recreational programming should be assessed to identify gaps in recreational opportunities.

6. **Assess facility use in the high school districts.**

Expand analysis to include high school settings to determine how facilities use is structured and promoted, and whether there are best practices, lessons learned and partnership opportunities with elementary school districts. Part of this analysis could determine if different user groups are targeted for high school facilities use, such as recreational programming for adults.

7. **Explore how cities and Maricopa County can help publicize school districts as a community resource for physical activity opportunities.**

Maricopa county and the cities can assist in reaching out to community members and community organizations to facilitate use of school property. This could come in conjunction with highlighting schools as a valuable community resource that needs community support and investment.
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Introduction and purpose of the work

Arizona state law has specific provisions related to use of school property for public purposes that serve community interests.

To understand how this statute is being operationalized and implemented at the elementary school district level in the metropolitan City of Phoenix, Arizona-based non-profit agency Pima Prevention Partnership and the Public Health Law Center at William Mitchell College of Law undertook a multi-pronged research effort that combined policy analysis with qualitative information gathering from school district representatives. This approach was unique in that it analyzed both written regulations, as well as micro-level implementation factors to attain a well-rounded picture of actual utilization levels and processes.

The purpose of this research was to identify the current status of shared use policy and practice, identify best practices within elementary school district-specific contexts, and make recommendations to the County for improving public access to school facilities in the interest of promoting community health.

Specific objectives of the work were to:

1. Understand how community use of school facilities policies were being implemented in City of Phoenix, including factors that facilitated and hindered utilization.
2. Distinguish key elements for accessible and frequent public use based on the policies and practices of school districts with heavy community use.
3. Provide recommendations to the Maricopa County Department of Public Health for advancing the implementation of community use.

This study employed a mixed methods approach that involved document review, as well as a key informant survey and interview for 21 school districts. Specifically, the researchers conducted a policy analysis of district regulations and guidelines, a website analysis for community use information available in the public sphere, an online survey with district representatives about community use volume and philosophies, and a key informant interview with district representatives about each stage of the community use process and perceptions of benefit/risk. Researchers then analyzed written using legal analytical methods, and outlined the findings using a descriptive narrative summary. Furthermore, researchers completed a thorough school district website analysis, looking for mention of community use of school property during non-school hours, as well as determining whether parent and student handbooks outlined community recreational use. Online survey responses were aggregated for descriptive analysis of both numerical and categorical data, as well as used referentially to guide
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district-specific interviews. Semi-structured key informant interview responses were analyzed thematically by critical elements of implementation. The qualitative findings were levered to further interpret the implications of policy analysis findings, and provide practical recommendations about organizational structure and processes around community use.

**Policy Scan**
A comprehensive review of current facilities use/community recreational use policies of each of the 21 school districts to identify critical elements of best practice.

**Community Use Survey**
An online survey completed by district personnel responsible for facility use provided an overview of each district’s community use implementation, community use volume and philosophy (12 districts completed the survey process).

**Key Informant Interview with Key School Decision-makers about Community Use**
A telephone interview with district personnel school personnel responsible for facility use to provide more detail about different stages of the community use process (9 districts completed the interview process).

A total of 12 districts completed the online survey and 9 of those districts also completed the comprehensive Key Informant Interview.

**Website review**
A website analysis of all 21 districts identifying mention of community use of school property during non-school hours, as well as determining whether parent and student handbooks outlined community recreational use.

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**The School Districts**

Alhambra Elementary School District*
Balsz Elementary School District*+
Cartwright Elementary School District*+
Creighton Elementary School District
Fowler Elementary School District*+
Isaac Elementary School District
Kyrene Elementary School District*+
Laveen Elementary School District
Littleton Elementary School District*+
Madison Elementary School District*+
Murphy Elementary School District

Osborn Elementary School District
Pendergast Elementary School District
Phoenix Elementary School District
Riverside Elementary School District*+
Roosevelt Elementary School District*
Tempe Elementary School District*+
Tolleson Elementary School District
Union Elementary School District*
Washington Elementary School District*+
Wilson Elementary School District

* completed the Online Survey
+ completed the Key Informant Interview
MAP OF PHOENIX ELEMENTARY SCHOOL DISTRICTS
The districts

As illustrated in the map on the previous page, the 21 school districts in Maricopa County encompass a vast number of individual neighborhoods in the City of Phoenix; some very urban and densely populated, and others more rural and less populated. The socio-economics of the districts range widely as well; however, the majority of districts serve a significant number of low-income youth and families.

Key contextual factors about each the City of Phoenix Elementary School Districts helped identify commonalities in their adoption and/or implementation of shared use of school facilities.

LARGE DISTRICTS (15+ schools)

**Washington Elementary School District (32 schools)**

(WESD) serves a diverse population in north central Phoenix and east Glendale. The largest elementary school district in Arizona, WESD is comprised of 32 schools (18 K-6 schools, two K-5 schools, seven K-8 schools and five middle/junior high schools). While 75.65% of students across the district receive free or reduced food services, this percentage varies considerably between schools ranging from 20.65% to 86.59%.

Washington District completed both the online survey and key informant interview. The district is relatively advanced in its shared use policies; has a consistently high rate of shared use of its facilities with a broad spectrum of users.

**Kyrene Elementary School District (25 schools)**

Kyrene comprised of 25 schools (19 elementary and 6 middle schools) in south Phoenix with boundaries encompassing all of Ahwatukee and parts of Chandler, Guadalupe, Tempe and the Gila River Indian Reservation. Kyrene enrolls approximately 18,000 students in K-8 grades and serves over 400 preschool children. This district has the lowest overall rate or students receiving free or reduced food services at 27.56%.

Kyrene District completed both the online survey and key informant interview. The district is relatively advanced in its shared use policies; has a consistently high rate of shared use of its facilities with a broad spectrum of users.

**Tempe Elementary School District (23 schools)**

Tempe District is located in Tempe encompasses 23 schools including 13 elementary K-5; 5 specialty schools; 3 middle schools and 2 K-8 schools serving more than 12,015 students each year with 74.46% eligible for free and reduced food services.

Tempe District completed both the online survey and the key informant interview. The district promotes shared use and is the only district that has an unlocked gate policy allowing unscheduled use of playgrounds.
Roosevelt Elementary School District *(19 schools)*

Roosevelt is located in south central Phoenix and encompasses 19 schools including 17 K-8; 1 K-3 and 1 early childhood education center. District schools serve approximately 10,355 youth each year with 93.75% eligible for free and reduced food services.

Roosevelt District completed the online survey, but not the key informant interview. The district promotes shared use, and reported moderate levels of use amid strong liability concerns.

Alhambra Elementary School District *(15 schools)*

Alhambra is located in central Phoenix and encompasses 13 square miles within the cities of Phoenix and Glendale. Alhambra has 15 primary, middle, or elementary schools including a traditional school and a preschool center, and serves nearly 14,200 students in preschool through eighth grades. 2012 data revealed that 92.1% of students receive free or reduced-price food services, and nearly 26% are English language learners.

Alhambra District completed the online survey, but not the key informant interview. The district enacts shared use policies, does not actively promote use, and had low levels of scheduled use.

Phoenix Elementary School District *(15 schools)*

Phoenix District includes 15 schools with 14 serving preK-8th and one serving PreK-6th grades totaling more than 9,156 youth. Located in central Phoenix, 83.6% of students receive free or reduced food services.

Phoenix District did not complete the online survey or key informant interview, so details of this district’s shared use policy implementation are unknown.

**MID-SIZE DISTRICTS (7-14 schools)**

Pendergast Elementary School District *(13 schools)*

Pendergast located in west Phoenix includes 13 elementary schools serving 10,326 students. 66.83% of students receive free or reduced food services.

Pendergast District did not complete the online survey or key informant interview, so details of this district’s shared use policy implementation are unknown.
Cartwright Elementary School District (12 schools)

Cartwright district is located in west Phoenix, Arizona, serves over 19,000 students and has 12 elementary schools serving students in grades Kindergarten through 5th; 4 elementary schools serving students in grades Kindergarten through 8th, and 4 middle schools serving students in grades 6-8. 2012 data revealed 86.5% of students receive free or reduced food services.

Cartwright District completed both the online survey and key informant interview. The district enacts shared use policies; its relatively high rates of use are primarily for recreational activities by youth sports leagues, which can use outside areas for free without district staff supervision.

Isaac Elementary School District (11 schools)

Issac district encompasses 6.8 square miles in central Phoenix, Arizona and is responsible for 11 schools serving approximately 7,100 students. 88.94% of students receive free or reduced food services.

Issac District did not complete the online survey or key informant interview, so details of this district’s shared use policy implementation are unknown.

Creighton Elementary School District (9 schools)

Creighton district is located in central Phoenix and has 9 elementary schools serving 7,256 students. 89.55% of students receive free or reduced food services. There is significant variation in these rates among the schools in the district ranging from approximately 57% to 97%.

Creighton District did not complete the online survey or key informant interview, so details of this district’s shared use policy implementation are unknown.

Fowler Elementary School District (8 schools)

Fowler district is located in the west Valley has 8 schools, including five elementary schools, two middle schools, and a child care center with a total student enrollment of approximately 4,400. 85.66% of students receive free or reduced food services.

Fowler District completed both the online survey and key informant interview. While the district has shared use policies, they are seldom used; lack of community use was attributed to the area’s depressed economy and strong vandalism concerns.
**Madison Elementary School District (8 schools)**

Madison district located in north Phoenix encompasses 8 schools serving 6,151 students including 4 elementary schools; 3 middle schools and one K-8. 45.13% of students receive free or reduced food services.

Madison District completed both the online survey and key informant interview. The district is relatively advanced in its shared use policies; has a consistently high rate of shared use of its facilities with a broad spectrum of users.

**Laveen Elementary School District (7 schools)**

Laveen district is located in southwest Phoenix between the South Mountain Range and the Estrella Mountains. The district is in a growing rural, agricultural community with 7 kindergarten through eighth grade elementary schools including one traditional school and one STEM school. 75.3% of students receive free or reduced food services.

Laveen District did not complete the online survey or key informant interview, so details of this district’s shared use policy implementation are unknown.

**SMALL DISTRICTS (less than 7 schools)**

**Littleton Elementary School District (6 schools)**

Littleton district encompasses the area of southern Avondale west of Phoenix at the base of the Estrella Mountains and the confluence of the Agua Fria and Gila Rivers. The district has 6 schools serving over 5,300 students. 76.37% of students receive free or reduced food services.

Littleton completed both the online survey and key informant interview. The district has a straight-forward application of shared use policies with moderate levels of community use; youth sports leagues are the primary user groups.

**Osborn Elementary School District**

Osborn district includes 5 schools with 4 elementary and 1 middle school serving 6,246 students. Located in central Phoenix, 86.96% of the district’s students receive free or reduced food services.

Osborn District did not complete the online survey or key informant interview, so details of this district’s shared use policy implementation are unknown.
Balsz Elementary School District (5 schools)

Balsz district encompasses 5 schools located in east Phoenix serving almost 2,900 students. 91.6% of students receive free or reduced food services.

Balsz District completed both the online survey and key informant interview. The district has a straightforward application of shared use policies with relatively low levels of community use. User groups vary by school location dependent upon facility types.

Murphy Elementary School District (4 schools)

Murphy district is located in south central Phoenix has 4 elementary schools serving 2,553 students. 91.34% of students receive free or reduced food services.

Murphy District did not complete the online survey or key informant interview, so details of this district’s shared use policy implementation are unknown.

Tolleson Elementary School District (4 schools)

Tolleson district is located in west Phoenix serves 2,900 students in grades K-8 in 4 elementary schools. A total of 84.29% of students are eligible for free and reduced food services.

Tolleson District did not complete the online survey or key informant interview, so details of this district’s shared use policy implementation are unknown.

Wilson Elementary School District (3 schools)

Wilson district located in south central Phoenix serves 1,181 students in three schools; 1 Head Start; 1 K-3 and 1 elementary school. The district serves one of the city’s poorest populations with 96.88% of youth receiving free or reduced food services.

Wilson District did not complete the online survey or key informant interview, so details of this district’s shared use policy implementation are unknown.
**Riverside Elementary School District (2 schools)**

Riverside is a small rural district located in west Central Phoenix with two elementary schools – Riverside Traditional School and Kings Ridge Preparatory Academy serving 825 youth grades K-8. 93.28% of students receive free or reduced food services.

Riverside District completed both the online survey and key informant interview. The district has low levels of community use, and requires first-time user groups to meet with the school principal as part of the application process.

**Union Elementary School District (2 schools)**

Located on the west side of the City of Phoenix, Union is a small rural district has 2 two elementary schools: 1) Hurley Ranch Elementary (K-6); and 2) Dos Rios Elementary (K-8).

Union District completed the online survey, but not the key informant interview. While the district leaves playground areas open on weekdays after school, they have a low rate of scheduled community use and require Board approval for user groups.
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The assessment process

**Step One: Policy Scan**

A comprehensive review of available school district facilities use policy documents was conducted by expert staff from the Public Health Law Center, an entity widely recognized for its expertise in providing education and technical assistance on issues related to tobacco and public health. Public Health Law Center was charged with verifying the existing of policy within each school district and identifying critical elements of best practice and/or possible barriers to use.

The Public Health Law Center began the process by looking on the school district website. In some cases, school districts had a “school board” or “policy manual” link. General searches were conducted for the applicable sections that would apply to community use. We determined that “Section K – Community Relations” contained the most relevant policies.

It was then determined for consistency purposes, that when available, this website would be used to determine which policies were used by each school district. If a commonly-used document was not contained on the ASBA website, the school district website was reviewed for further clarification. In addition to school board policies, regulations, exhibits and applications, an analysis was conducted of how school districts discussed community use on their websites. This information is critical to determining gaps in community outreach about recreational opportunities on school property.

**Elements of policy scan included:**

- **General Information about Community Use** including how the district refers to the share lease/joint use/community use; existence of sample agreements for use and/or shared use; statement(s) of purpose and goals of the policy; specific listing of recreation as a permitted type of use; statement of educational needs taking priority over community use; and degree of focus on use of facilities for public interest versus commercial gain.

- **Process for facilities use** including identification of request approval process; requirement for formal use request; description of facility grounds and parts that can be utilized; existence of different policies regarding use of different facilities (indoor/outdoor, etc.); provision of information on how scheduling of facility use is implemented, how priority is given and the process used to communicate this; reasons to deny use or cancel permission; requirements for ongoing or continuous use; how conflicts in scheduling are handled between administration and user (mediated, arbitrated); distinction between authorization of use and endorsement of the activity; statement disallowing permits to be transferred; allowance and limitations of school equipment use; and requirement on equipment provided by using entity (storage, indemnity from loss, theft, damage).

- **Requirements of user** specific supervision requirements, including, but not limited to, supervisor age and number of supervisors, and need for lifeguard, custodial, and/or kitchen supervision; listing of prohibited activities such as drugs, alcohol, tobacco, gambling, etc.; process for use cancellation; and description of
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rental, custodial, and supervision costs to user, such as use by the hour, by the room or facility type, sliding scale, miscellaneous charges (snow plowing, damage deposit, bond payment, partial payment, and no fee/negotiable fee.

- **Liability issues** such as requirement of user liability insurance and/or proof of insurance and if district is named as an additional insurer; requirement of indemnification/hold harmless clauses with user responsible for damage/injuries; exceptions to liability insurance requirements; and requirements for parental waiver.

- **Intergovernmental collaboration policy** treating joint use differently when sharing with other governmental entities.

**STEP Two: Online Survey**

As a first step in the reconnaissance, an individual from each school district was identified and verified as the person most responsible for the coordination of shared use activities. With this information, school districts were contacted via email and telephone and requested to complete an online survey that provided an overview of their district’s community use implementation. A total of 12 of the 21 districts completed the survey, which took approximately 20 minutes.

The online survey consisted of 27 questions divided into five general categories:

1. **Administrative information** about the district and the person/position identified as the community use contact.
2. **Community utilization** of school facilities, including number and type of requests, approvals/denials, frequency of use, as well as factors that facilitated and hindered use.
3. **Documentation of community/facilities use policies** for staff and the public, as well as specific facilities and equipment available for community use.
4. **Liability** protections and concerns related to community use.
5. **District philosophy about community use**, such as the extent to which the district promoted use and community feedback about the process.

To ensure consistency and comparability of the information gathered, all survey questions had several response options from which the respondent could select all that applied (along with a seldom-used ‘Other’ option with space for a free response). The data was entered into a statistical program for descriptive analysis of response frequencies and numerical tendencies.
Step Three: Key Informant Interview

Telephone key informant interviews were designed to build on the information collected via policy scan and online survey and obtain more details about various stages of the community use process. Nine (9) of the 21 districts completed the interview, which lasted an average of 45 minutes.

Key Informant Interview Questions

1. What community groups or businesses use your school facilities through a community use policy? About how many of them use your facilities for the purposes of physical activity?
2. What is your process for handling requests for community use of school facilities? How do you keep records of requests?
3. Does your district have an operation plan that outlines the different parties’ responsibilities for community use of school facilities during non-school hours? (i.e., liability responsibilities, clean-up responsibilities, locking/unlocking responsibilities)
4. What is your district’s process for risk management related to community use of school facilities? (Risk Management team? Are you on it?)
5. How do you handle parking lot access for community groups using school facilities? Bathroom access? Water? Locker rooms?
6. What is the process for resolving conflicts that may arise during shared facility usage?
7. Do you have reciprocal use agreements with other organizations? If YES: What do those look like?
8. What if any spaces do schools in your district leave open for general community use before school hours? After school hours? On the weekend? During holidays? During summer break?
9. How much would it cost for you to leave school playgrounds open during non-school hours?
10. What kind of support for community use comes from district leaders?
11. What kind of support for community use comes from community members or groups?
12. What does your district view as the advantages of sharing its facilities with the community?
13. What does your district view as the disadvantages of sharing its facilities with the community?
14. What do you see as factors that help your district to share its facilities?
15. What do you see as factors that help community groups to share your facilities?
16. What do you see as factors that hinder your district from sharing its facilities?
17. What do you see as factors that hinder community groups from sharing your facilities?
18. If you could change the community use policy or its implementation, what would you change?
Finding space to play

**Step four: Website review**

The Public Health Law Center analyzed each school district website in five key areas outlined below. These are discussed in total throughout the document, and specific website analysis is provided in Appendix A.

1. **School board policies that are easy to find**

School board websites are an important tool for community members to view school board policies. In Arizona, there is a statewide website that lists the various school board policies. The analysis looked to determine whether it was easy to find the link to the statewide system ([http://lp.ctspublish.com/asba/public/lpext.dll?f=templates&fn=main-h.htm](http://lp.ctspublish.com/asba/public/lpext.dll?f=templates&fn=main-h.htm)). If it was not easy to find the policies (meaning it took multiple clicks from the main-page), it is listed in the table as “N”. If there are no policies linked to the website, it is listed as “NF” for “Not Found”.

2. **A Community tab**

School boards have a wealth of information on their web pages, but making them specific to community members can signal that communities are a key stakeholder in the school district affairs.

3. **Reference to community/recreational facility use**

We looked to determine whether the school district referenced community recreational use or facilities use on the website.

4. **A Community Use form**

We looked to determine whether the facilities use form was posted on the website separate and apart from the school board policy link.

5. **A handbook that references community use**

There are many written ways that school districts can communicate a dedication to community use. Another opportunity is to outline community use/facility use principles in the handbooks. This was not a very common option in Arizona.
A look at Arizona law regarding community use of school facilities

Arizona statute A.R.S. § 15-1105(A) guides community use of school property. This law provides much of the language used in the template policy used by 16 of the 21 districts.

Under this statute:

- School property, which includes school buildings, grounds, buses, and equipment, may be leased to any person, group or organization for any lawful purpose.

- School property may be used for recreational, educational, political, economic, artistic, moral, scientific, social, religious or other civic or governmental purpose that is in the interest of the community, including “extended day resource programs.”

“Extended day resource programs” are defined in the statute as:

“Activities offered on school property before or after school or at times when school is not customarily in session for children who are of the age required for kindergarten programs and grades one through eight. The program may be offered for children who are of the age required for a kindergarten program or for one grade or for any combination of kindergarten programs and grades. Activities may include physical conditioning, tutoring, supervised homework or arts activities.” § 15-1105(F).

In order to use the school property, users must get approval from “the governing board, or the Superintendent or chief administrative officer with the approval of the governing board.” § 15-1105(A).

- The school’s governing board, Superintendent or chief administrative officer may charge a reasonable use fee for the lease of the school property A.R.S. § 15-1105(A). A reasonable use fee means “an amount that is at least equal to the school district's cost for utilities, services, supplies or personnel that the school provides to the lessee pursuant to the terms of the lease.” § 15-1105(F).

Schools do not have to charge a use fee.

- According to the statute, if the school related group, student political organization, or any organization whose membership is open to the public, conduct activities that promote the “educational function” of the school district, the school can waive the fee.

- The determination is to be made in “good faith by the school district's governing board, or the Superintendent or chief administrative officer with the approval of the governing board.” § 15-1105(B).

- An “educational function” is defined in the statute as: “Uses that are directly related to the educational mission of the school district as adopted by the school district governing board and
Finding space to play

includes parent-teacher organizations, youth organizations and school employee organizations.” § 15-1105(F).

Arizona also has a law that outlines a Community School Program.

- Arizona Statute Section 15-1141 defines Community School Program as: “the involvement of people in the development of an educationally oriented community. The community school serves the purposes of academic and skill development for all citizens, furnishes supervised recreational and a vocational instruction, supplies remedial and supplemental education, furnishes meeting places for community groups and provides facilities for the dissemination of a variety of community related services, including extended day resource programs as defined in § 15-1105.”
A look at facilities use policy in City of Phoenix elementary school districts

All 21 elementary school districts in the City of Phoenix have adopted policies and actively implement community use.


Each school board has adopted a series of school board policies, school board regulations and exhibits, including the Community Use of School Facilities Agreements and rules regarding use.

Based on this searching methodology, the analysis of the policies was completed with the information fitting into five basic categories:

1. General: Community Use School Board Policy, Usually 1650
3. Rules: Community Use Exhibit, Community Use of School Facilities (the rules of use), Usually 1681
4. Application: Community Use Exhibit, Community Use of School Facilities, Request for Use of School Facilities (application form), Usually 1682
5. Fees: Community Use Exhibit, Community Use of School Facilities, School Facilities User Fees, Usually 1683 and/or 1684

Each of these agreements is described and analyzed in detail in the Appendix.

The chart on the following page synthesizes how each district is using these agreements.
## How Districts Utilize the Community Use Policies, Regulations, Exhibits, and Applications

### Interviewed School Policy Overview

<table>
<thead>
<tr>
<th>Policies#</th>
<th>Balsz</th>
<th>Cartwright</th>
<th>Fowler</th>
<th>Kyrene</th>
<th>Littleton</th>
<th>Madison</th>
<th>Riverside</th>
<th>Tempe</th>
<th>Washington</th>
</tr>
</thead>
<tbody>
<tr>
<td>Community Use of Facility Filing-K-1662</td>
<td>T – 1662</td>
<td>T-1662</td>
<td>TD – 1662</td>
<td>TD - 1661</td>
<td>TD - 1662</td>
<td>NP</td>
<td>T – 1662</td>
<td>TD - 1661</td>
<td>TD - 1661</td>
</tr>
<tr>
<td>Community Use of Facility App-K-1682</td>
<td>T - 1682</td>
<td>TD-1682</td>
<td>TD - 1681</td>
<td>TD – 1662,1681</td>
<td>TD-1681,1682</td>
<td>NP</td>
<td>TD</td>
<td>TD</td>
<td>TD</td>
</tr>
</tbody>
</table>

### Not interviewed School Policy Overview

<table>
<thead>
<tr>
<th>Policies#</th>
<th>Alhambra</th>
<th>Creighton</th>
<th>Isaac</th>
<th>Laveen</th>
<th>Murphy</th>
<th>Osborn</th>
<th>Pendergast</th>
<th>Phoenix</th>
<th>Roosevelt</th>
<th>Tolleson</th>
<th>Union</th>
<th>Wilson</th>
</tr>
</thead>
</table>

T: Template: The most common policy that districts use. A district that uses a template policy uses the exact language as any other district using a template policy.

NP: No Policy- This district does not have or use this policy in their district policies.

NT: Non- Template- The district policy includes the similar language to the template, but there are a few differences (usually additional clauses).
TD: Totally Different- The district uses a policy that is completely different from the template/non-template policy.

### Checklist for How City of Phoenix Elementary School District Shared Use Policies Meet Best Practice

<table>
<thead>
<tr>
<th>Policy/Rule/Regulation</th>
<th>Agreement</th>
<th>Policy/Rule/Regulation/Agreement</th>
<th>Not Found</th>
<th>Not analyzed</th>
</tr>
</thead>
<tbody>
<tr>
<td>Facilities open to community use</td>
<td>A general statement identifying school district support for community use of school property</td>
<td>Balsz 1650, Cartwright 1650, Fowler 1650, Kyrene 1650, Littleton 1650, Madison 1650, Riverside 1650, Tempe 1650, Washington 1650</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Recreational use is expressly permitted</td>
<td>Recreational use is identified in policy as one type of allowable community use; district-sponsored and school-related programs, events, and activities have first priority</td>
<td>Balsz 1650, Cartwright 1650, Fowler 1650, Kyrene 1650, Littleton 1650, Madison 1650, Riverside 1650, Tempe 1650, Washington 1650</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Cross-reference of policies</td>
<td>List policies, rules, regulations and forms that intersect for easy updating and cross-referencing</td>
<td>Balsz 1650, Cartwright 1650, Fowler 1650, Kyrene 1650, Littleton 1650, Madison 1650, Riverside 1650, Tempe 1650, Washington 1650</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Approval by school district</td>
<td>Indentified person(s) with authority to approve facility use permits and to sign any facility use agreements/forms on behalf of the district; include a signature line for district representative on each such agreement/form</td>
<td>Balsz 1662, 1682, Cartwright 1662, Fowler 1662, Kyrene 1661, 1662, 1681, Littleton 1662, 1681, Madison No, Riverside 1662, Tempe 1661, Washington 1661</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Approval by user</td>
<td>Includes a signature line for the representative of the user on each relevant agreement form.</td>
<td>Balsz 1682, Cartwright 1682, Fowler 1681, Kyrene 1681, 1682, Littleton 1681, 1682, Madison No, Riverside No, Tempe 1682, Washington No</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Who does scheduling</td>
<td>Specific person(s) identified to complete scheduling</td>
<td>Balsz No, Cartwright No, Fowler No, Kyrene No, Littleton No, Madison No, Riverside No, Tempe No, Washington No</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Changes in schedule</td>
<td>Process identified when changes/cancelations occur</td>
<td>Balsz 1681, Cartwright 1681, Fowler No, Kyrene 1662, Littleton 1681, Madison 1681, Riverside 1681, Tempe 1682, Washington No</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Priority of users/uses</td>
<td>List of who has priority of use (after school-related functions). Considerations include (1) non-commercial status/purpose, (2) user groups located in the district; (3) residents of the district are primary</td>
<td>Balsz 1681 - FCFS, Cartwright 1681 - FCFS, Fowler No, Kyrene 1662, Littleton No, Madison 1681 - FCFS, Riverside 1681 - FCFS, Tempe 1661, Washington No</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

1 Washington Elementary School District has a handbook cited in policy that outlines specifics contained in this checklist. As mentioned above, the handbook was not analyzed for this document.
<table>
<thead>
<tr>
<th>Best Practice</th>
<th>Summary of Best Practice</th>
<th>Balsz</th>
<th>Cartwright</th>
<th>Fowler</th>
<th>Kyrene</th>
<th>Littleton</th>
<th>Madison</th>
<th>Riverside</th>
<th>Tempe</th>
<th>Washington</th>
</tr>
</thead>
<tbody>
<tr>
<td>Time and place of each approved activity</td>
<td>Specific information on the time, site and specific area of the school/grounds that will be used for each approved activity.</td>
<td>1682</td>
<td>1682</td>
<td>1681</td>
<td>1662</td>
<td>1681</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
</tr>
<tr>
<td>Requirements for security</td>
<td>Any requirements for security for events; may be based on type of activity and number of participants/attendees.</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>1662</td>
<td>1681, 1682</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
</tr>
<tr>
<td>Security needs and plan</td>
<td>Specific plan for specific activity, including who will provide security</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>1681, 1682</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
</tr>
<tr>
<td>School district staff required</td>
<td>Requirements for school district staffing for events, including those required on-site during activity, including custodial and food service staff.</td>
<td>1681</td>
<td>1681, 1682</td>
<td>1662</td>
<td>1662</td>
<td>1661, 1682</td>
<td>1681</td>
<td>1681</td>
<td>1661, 1682</td>
<td>No</td>
</tr>
<tr>
<td>Requirements for custodial staff</td>
<td>Specifics on when custodial staff is needed and what roles and responsibilities of custodial staff are during the event.</td>
<td>No</td>
<td>1681</td>
<td>No</td>
<td>1662</td>
<td>1681, 1682</td>
<td>1681</td>
<td>No</td>
<td>1661</td>
<td>No</td>
</tr>
<tr>
<td>Custodial services plan</td>
<td>Specific plan for specific activity, including roles and responsibilities, for custodial staff and user of school facilities.</td>
<td>1682</td>
<td>1682</td>
<td>No</td>
<td>No</td>
<td>1681</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
</tr>
<tr>
<td>Requirements of food service staff</td>
<td>Specifics on when food service staff is needed and what roles and responsibilities of food service staff are during event, including why food service staff need to be present to comply with state and federal law and limits on use of kitchen equipment.</td>
<td>1681</td>
<td>1681</td>
<td>No</td>
<td>1662</td>
<td>1681, 1682</td>
<td>1681</td>
<td>1681</td>
<td>1661</td>
<td>No</td>
</tr>
<tr>
<td>Food service staff plan</td>
<td>Specific plan for specific activity, including roles and responsibilities for food service staff and user of school facilities, including limits on use of kitchen equipment.</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>1662</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>1661</td>
<td>No</td>
</tr>
<tr>
<td>Employees involved in security plan</td>
<td>Specifics on which school district employees, if any, may be involved in security; who should be contacted in event of security/safety concern.</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>1662</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
</tr>
<tr>
<td>Requirements for supervision</td>
<td>Define expectations for supervision of events; consider specifying a minimum ratio of supervision, possibility citing to other school policies (i.e. school field trip ratio requirements.)</td>
<td>1681</td>
<td>1681</td>
<td>1662</td>
<td>1662</td>
<td>1681</td>
<td>1681</td>
<td>1681</td>
<td>1661</td>
<td>No</td>
</tr>
<tr>
<td>Supervision plan for minors</td>
<td>Specific plan for supervision of minors for specific activity</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>1682</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
</tr>
<tr>
<td>What equipment/facilities are open to use</td>
<td>List of specific parts of the school, both inside and outside, that are available for general use without scheduling (such as playgrounds and open green space) and what are open for scheduled use / Best practice is to include hallways, classrooms, and all outdoor facilities for scheduling.</td>
<td>No</td>
<td>1681</td>
<td>1682</td>
<td>1682, 1683</td>
<td>1681</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
</tr>
<tr>
<td>List of facilities</td>
<td>If particular facilities are commonly requested, consider listing these in a “checklist” on an application/permit/agreement; leave an option for “other” if the list is not exhaustive.</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>1681</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
</tr>
<tr>
<td>Description of recreational</td>
<td>Specific description of the type of recreational activity planned for the facility</td>
<td>1682</td>
<td>1682</td>
<td>1681</td>
<td>1662, 1681</td>
<td>1681</td>
<td>No</td>
<td>No</td>
<td>1682</td>
<td>No</td>
</tr>
<tr>
<td>Best Practice</td>
<td>Summary of Best Practice</td>
<td>Balsz</td>
<td>Cartwright</td>
<td>Fowler</td>
<td>Kyrene</td>
<td>Littleton</td>
<td>Madison</td>
<td>Riverside</td>
<td>Tempe</td>
<td>Washington</td>
</tr>
<tr>
<td>--------------------------------------------------------</td>
<td>-----------------------------------------------------------------------------------------</td>
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<td>------------</td>
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<td>-----------</td>
<td>---------</td>
<td>-----------</td>
<td>-------</td>
<td>------------</td>
</tr>
<tr>
<td><strong>Time of community use</strong></td>
<td>List either generally or specifically the dates and times that community use is either normally available or normally restricted</td>
<td>No</td>
<td>Yes</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>Yes</td>
<td>No</td>
<td>No</td>
<td>No</td>
</tr>
<tr>
<td><strong>Upkeep of facilities and inspection</strong></td>
<td>List of roles and responsibilities for the school district and for users for upkeep and inspection, as well as a process for users to report problems to the school/school district</td>
<td>1681</td>
<td>1681</td>
<td>No</td>
<td>No</td>
<td>1662</td>
<td>1681</td>
<td>1681</td>
<td>1661</td>
<td>No</td>
</tr>
<tr>
<td><strong>Which ancillary facilities are included in access (toilet, parking)?</strong></td>
<td>List of which ancillary facilities are (may be) available with use, such as locker rooms, toilets, and parking; identify any restrictions for that use (e.g., use of such ancillary facilities is non-exclusive)</td>
<td>No</td>
<td>1681</td>
<td>No</td>
<td>No</td>
<td>1682</td>
<td>1681</td>
<td>1681</td>
<td>No</td>
<td>1681</td>
</tr>
<tr>
<td><strong>School district responsibility for materials and equipment</strong></td>
<td>Outline of school district roles and responsibility for materials and equipment.</td>
<td>No</td>
<td>1681</td>
<td>No</td>
<td>No</td>
<td>1662</td>
<td>1681</td>
<td>1682</td>
<td>No</td>
<td>1681</td>
</tr>
<tr>
<td><strong>User repair responsible and payment</strong></td>
<td>Outline of user roles and responsibility notifying of repairs, and responsibility and payment for damage caused during use.</td>
<td>No</td>
<td>1681</td>
<td>1662</td>
<td>1662</td>
<td>1681</td>
<td>1682</td>
<td>1681</td>
<td>No</td>
<td>1681</td>
</tr>
<tr>
<td><strong>Provisions addressing termination of agreements and/or cancellation of specific events</strong></td>
<td>On occasion, it may be necessary to terminate agreements/forms or to cancel events. Address conditions and procedures for termination/cancellation by the district and by the user.</td>
<td>1650, 1681</td>
<td>1650, 1681</td>
<td>1662</td>
<td>1662</td>
<td>1650</td>
<td>1681</td>
<td>1650, 1681</td>
<td>1661, 1682</td>
<td>1650</td>
</tr>
<tr>
<td><strong>Post facility use agreements/forms on website</strong></td>
<td>Process for posting the most recent versions of relevant documents on the district website, and where it will be posted.</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
</tr>
<tr>
<td><strong>Website section about community use</strong></td>
<td>Requirement for school district and individuals schools to have a portion of websites to be dedicated to information about community use</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
</tr>
<tr>
<td><strong>Community engagement plan</strong></td>
<td>Plan for community engagement to involve community members in underserved populations and organizations serving those community members to facilitate recreational use of school property during non-school hours</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
</tr>
<tr>
<td><strong>Community education advisory council</strong></td>
<td>Create and maintain a community advisory council or other working group to identify opportunity, overcome barriers and identify finding sources to support community use.</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
</tr>
<tr>
<td><strong>Cost of food service staff</strong></td>
<td>Specifics on what the hourly rate is for food service staff (if food service is an available use); consider allowance for sharing cost with other groups when multiple groups have overlapping use.</td>
<td>1683</td>
<td>1682</td>
<td>1682</td>
<td>1683</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>1683</td>
<td>1682</td>
</tr>
<tr>
<td><strong>Cost of custodian</strong></td>
<td>Specifics on what the hourly rate is for custodial staff; consider allowance for sharing cost with other groups when multiple groups have overlapping use.</td>
<td>1683</td>
<td>1683</td>
<td>1682</td>
<td>1682</td>
<td>1683</td>
<td>No</td>
<td>No</td>
<td>1683</td>
<td>1681, 1682</td>
</tr>
</tbody>
</table>
Finding space to play

<table>
<thead>
<tr>
<th>Best Practice</th>
<th>Summary of Best Practice</th>
<th>Balsz</th>
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<th>Madison</th>
<th>Riverside</th>
<th>Tempe</th>
<th>Washington</th>
</tr>
</thead>
<tbody>
<tr>
<td>Fee schedule by type of facility and class of organization</td>
<td>List of fee schedule and what the different users would pay. Many districts establish low fees or free use by, for example, non-profits providing recreational opportunities for school district community members, and higher fees for for-profit users. Ensure that classifications are lawful and nondiscriminatory.</td>
<td>1683</td>
<td>1683</td>
<td>1682</td>
<td>1682, 1683</td>
<td>1683</td>
<td>No</td>
<td>1683</td>
<td>1681</td>
<td>No</td>
</tr>
<tr>
<td>Fees for equipment</td>
<td>Fees for use of district equipment. Again, these fees may vary by the type/class of user.</td>
<td>No</td>
<td>No</td>
<td>1682</td>
<td>1682, 1683</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
</tr>
<tr>
<td>Fee waiver/reduction request process</td>
<td>Process for granting a fee waiver or reduction in fees where appropriate, who is in charge of granting request, and process for requesting fee waiver. Be careful that any fee waiver criteria are lawful and non-discriminatory. Highlight when users can request waiver of fees.</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
</tr>
<tr>
<td>Security costs</td>
<td>Specifics on what the hourly rate is for security staff (if provided by the school district) and other security costs.</td>
<td>No</td>
<td>No</td>
<td>1682</td>
<td>1682, 1683</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
</tr>
<tr>
<td>Risk management strategies</td>
<td>Outline risk management strategies that the school district requires to limit damages and injuries. Consult with district legal counsel and district insurers.</td>
<td>No</td>
<td>1682</td>
<td>1662</td>
<td>1662</td>
<td>1681, 1682</td>
<td>1681</td>
<td>No</td>
<td>1661</td>
<td>No</td>
</tr>
<tr>
<td>Insurance requirements</td>
<td>Outline the requirements for users to hold and provide proof of liability and/or property insurance, including dollar amount of insurance and situations where insurance requirements can be waived. Ensure that any insurance waiver criteria are lawful and nondiscriminatory and consistent with the district’s risk management goals.</td>
<td>1650, 1681, 1682</td>
<td>1650</td>
<td>1662</td>
<td>1682, 1681</td>
<td>1650, 1681, 1682</td>
<td>1650, 1681</td>
<td>1650, 1681</td>
<td>1661</td>
<td>No</td>
</tr>
<tr>
<td>Waiver process for insurance requirements</td>
<td>Outline process for requesting a waiver for insurance requirements.</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
</tr>
<tr>
<td>Requirement for participants to receive or sign and return any notices, waivers, etc.</td>
<td>If the district or state law (e.g., head injuries and concussions) requires participants to receive or sign and return specific notices, waivers, etc., then outline the requirement for the user and reporting requirements, as well as whether a template waiver will be provided.</td>
<td>1650, 1681</td>
<td>1650</td>
<td>1650, 1662</td>
<td>1662</td>
<td>1650</td>
<td>1650, 1681</td>
<td>1650, 1681</td>
<td>No</td>
<td>No</td>
</tr>
<tr>
<td>A list of all general rules and conditions relating to use of facilities</td>
<td>This list would address, e.g., prohibitions against alcohol, drugs and weapons; limitations on signs; etc.</td>
<td>1681</td>
<td>1681</td>
<td>1662</td>
<td>1662</td>
<td>1681, 1682</td>
<td>1681</td>
<td>1681</td>
<td>1661</td>
<td>No</td>
</tr>
<tr>
<td>Statement prohibiting advertising</td>
<td>Specific statement regarding limits on advertising during community use of school property.</td>
<td>1681</td>
<td>1681</td>
<td>No</td>
<td>1662</td>
<td>1681, 1682</td>
<td>1681</td>
<td>1681</td>
<td>1681</td>
<td>No</td>
</tr>
<tr>
<td>Statement about commercial gain</td>
<td>Outline limits for commercial gain during community use of school property.</td>
<td>1681</td>
<td>1681</td>
<td>1662</td>
<td>1682</td>
<td>1681, 1682</td>
<td>1681</td>
<td>1681</td>
<td>1681</td>
<td>No</td>
</tr>
</tbody>
</table>
How school community use policy is implemented

**Districts varied significantly in their implementation of facility and/or property community use.**

Assessment revealed that the size and socio-economics of school districts play a role in the level of scheduled community physical activity taking place at their facilities. For example:

- Madison District (Central Phoenix), fields and gymnasiums are scheduled every day for community use because the district’s geographic area includes few public fields and no high schools that have community space for use.
- Fowler District’s geographic area is seriously economically depressed, which has led to a decrease in parental or organizational support for Little Leagues and other clubs, which have migrated to no-cost spaces like churches.
- Tempe District closes certain schools completely during the summer to control utility costs, making these indoor facilities not available outside of the school year. This was described as simply as cost-saving measure.

**The factors that most impact the level of community use implementation include:**

- types of allowable use
- the request process
- fee structures
- liability
- staff responsibility for shared use coordination
- scheduling procedures
- the decision-making process
- district website
- other contextual factors such as geography of districts and socio-economics of communities

**Elements that are working well in how policy is implemented**

- Larger districts most often have partnerships with the Cities of Phoenix, Tempe, and Glendale, allowing for city meetings at school facilities and joint membership on community or business committees.
- Many districts have City programming at their schools, namely Phoenix Afterschool Centers (PAC). Washington District even has an intergovernmental agreement (IGA) with the City of Phoenix and does not charge the City for facility usage.
- Washington District also has an After School Safety Committee with a representative from the City.
Finding space to play

Barriers to implementation

A majority of districts identified through key informant interviews and online survey the following concerns as barriers to community use: safety, vandalism, liability, insurance, limited hours of availability, personnel availability, personnel and maintenance cost. Approximately half of the district respondents noted fighting/bullying, alcohol/drug use and limited space concerns as barriers. Few districts felt that socio-political controversy with user groups, lack of district support, or lack of community support were hindrances to community use during non-school hours. Specific examples include:

- **Limited availability of facilities** - In districts with high scheduled community use, limited available facilities became a barrier to additional use or use by new community groups. Similarly, type of use was influenced by limited facility amenities, such as lack of field lights, locker rooms, and auditoriums.

- **Lack of community awareness about availability** - Smaller districts noted that the lack of advertising related to community use may be a barrier to community members or groups knowing that it is an accessible option. Relatedly, districts without a Community Education or Enrichment department may not be structured to heavily promote community use.

- **Principals as gatekeepers to use approval** - Individual school principals are the initial gatekeepers for approving facility availability, and some districts mentioned that certain principals may be protective of their school spaces due to past problems with community users.

- **Vandalism** - All districts cited vandalism as a risk with unsupervised facility use, and varied in the degree to which they assumed this as a standard operating cost.

- **Cost of overhead or limited custodial/supervisory staff** - This was mentioned as a barrier by several districts.

- **User misconduct** - Some districts experienced problems from users in the form of rocks in the water fountains, landscape line damage, garbage, dog waste, high noise levels, and illegal parking in front of nearby residential houses. Districts mitigate these risks through staff supervision, locked gates, discussions with community user groups and school neighbors, usage hour limitations, and revisions to lease agreements.
### Key Implementation Components of Interviewed Elementary School Districts (9 districts in ascending order of community utilization)

<table>
<thead>
<tr>
<th>Elementary School District</th>
<th>Fowler</th>
<th>Balsz</th>
<th>Riverside</th>
<th>Tempe</th>
<th>Littleton</th>
<th>Cartwright</th>
<th>Madison</th>
<th>Washington</th>
<th>Kyrene</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Number of schools</strong></td>
<td>7</td>
<td>5</td>
<td>2</td>
<td>20</td>
<td>6</td>
<td>20</td>
<td>8</td>
<td>32</td>
<td>25</td>
</tr>
<tr>
<td><strong>Shared use contact position</strong></td>
<td>Facilities Manager</td>
<td>Business Manager</td>
<td>Finance Specialist</td>
<td>Executive Admin Assistant</td>
<td>Admin., Secretary, Operations Dept</td>
<td>Finance Executive Assistant</td>
<td>Director of Community Education</td>
<td>Enrichment and Facility Use Coord.</td>
<td>Assistant Director for Comm Education and Outreach Services</td>
</tr>
<tr>
<td><strong>Unscheduled use by community</strong></td>
<td>None – all facilities locked and gated</td>
<td>None – all facilities locked and gated</td>
<td>None – all facilities locked and gated</td>
<td>Sports fields and playgrounds are open outside of school hours on all days</td>
<td>None – all facilities locked and gated</td>
<td>None – all facilities locked and gated</td>
<td>All but one facility locked and gated; exception is for a school next to a park</td>
<td>Some campuses have open sports fields or playgrounds</td>
<td></td>
</tr>
<tr>
<td><strong>Frequency of scheduled use</strong></td>
<td>1-5 times/ month</td>
<td>1-5 times/ month</td>
<td>1-5 times/ month</td>
<td>6-10 times/ month</td>
<td>21-40 times/ month</td>
<td>21-40 times/ month</td>
<td>41+ times/ month</td>
<td>41+ times/ month</td>
<td></td>
</tr>
<tr>
<td><strong>Role of School</strong></td>
<td>Verify available space</td>
<td>Verify available space</td>
<td>Meet with potential user group; verify available space</td>
<td>Verify available space; coordinate amenities, personnel</td>
<td>Verify available space; coordinate amenities, personnel</td>
<td>Verify available space; coordinate amenities, personnel</td>
<td>Verify available space; schedule amenities and personnel</td>
<td>Verify available space</td>
<td></td>
</tr>
<tr>
<td><strong>Role of District</strong></td>
<td>Coordinate personnel, insurance/fees; arrange for first-time users to attend Board meeting for approval</td>
<td>Coordinate amenities, personnel, insurance/fees</td>
<td>Coordinate amenities, personnel, insurance/fees</td>
<td>Coordinate insurance/fees</td>
<td>Verify available space; coordinate amenities, personnel, insurance/fees</td>
<td>Coordinate insurance/fees</td>
<td>Coordinate insurance/fees; coordinate with other involved departments (i.e., Security)</td>
<td>Coordinate amenities, personnel, insurance/fees</td>
<td></td>
</tr>
<tr>
<td><strong>User groups</strong></td>
<td>City of Phoenix meetings; nothing on a regular basis</td>
<td>District/charter schools, Little Leagues, Girls Scouts</td>
<td>Athletic groups, charter schools, churches, HOAs, City of Phoenix</td>
<td>Boy/Girl Scouts, Boys &amp; Girls Club, Pascua Yaqui Tribe, for-profit Chess Club, church, PTAs, City of Tempe</td>
<td>Little Leagues, churches, HOAs</td>
<td>Youth Sports Leagues, City of Phoenix</td>
<td>Little Leagues, Boy/Girl Scouts, churches, City of Phoenix, PTOS, HOAs, non-profits, Diamondbacks, legislative group, real estate group, health providers</td>
<td>Youth Sports Leagues, Boy/Girl Scouts, churches, HOAs, for-profit groups, City of Phoenix, City of Glendale</td>
<td>Youth Sports Leagues, churches, PTOS, HOAs, Boy/Girl Scouts, City of Phoenix, City of Tempe</td>
</tr>
<tr>
<td><strong>Proportion of use for physical activity</strong></td>
<td>0-10%</td>
<td>10-20%</td>
<td>70-80%</td>
<td>50-60%</td>
<td>60-70%</td>
<td>80-90%</td>
<td>60-70%</td>
<td>40-50%</td>
<td>80-90%</td>
</tr>
<tr>
<td>Facilitators to use</td>
<td>Fowler</td>
<td>Balsz</td>
<td>Riverside</td>
<td>Tempe</td>
<td>Littleton</td>
<td>Cartwright</td>
<td>Madison</td>
<td>Washington</td>
<td>Kyrene</td>
</tr>
<tr>
<td>---------------------</td>
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<td>-------</td>
<td>-----------</td>
<td>-------</td>
<td>-----------</td>
<td>------------</td>
<td>---------</td>
<td>------------</td>
<td>--------</td>
</tr>
<tr>
<td>None</td>
<td>None</td>
<td>Straight-forward request process</td>
<td>Desire for more community involvement since it can help with student recruitment</td>
<td>District philosophy that schools are for student use and best interests of students</td>
<td>Positive word of mouth from users; recurring use scheduling option</td>
<td>District philosophy of community buildings for community use</td>
<td>District philosophy of civic responsibility to community; active parent base familiar with school campuses; visible in neighborhoods/businesses</td>
<td>District philosophy that schools should be a community hub and available for use</td>
<td>District philosophy that schools should be an inviting community hub</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Barriers to use</th>
<th>Fowler</th>
<th>Balsz</th>
<th>Riverside</th>
<th>Tempe</th>
<th>Littleton</th>
<th>Cartwright</th>
<th>Madison</th>
<th>Washington</th>
<th>Kyrene</th>
</tr>
</thead>
<tbody>
<tr>
<td>Low economy district; groups use other facilities for free or lower rates; overhead costs</td>
<td>Limited custodial and facilities management staff; no department responsible for promoting community use</td>
<td>Past misuse by community groups (i.e., left garbage)</td>
<td>None</td>
<td>Not all fields have lights; new groups may not be able to schedule recurring use since the space has already been booked by other community groups with recurring events</td>
<td>School principals protective of facilities; trash or vandalism</td>
<td>Active use, so limited availability for additional users; liability insurance is a problem for some organizations</td>
<td>Liability; sometimes neighbors complain</td>
<td>Facility limitations – unlit fields, no auditoriums or theaters</td>
<td></td>
</tr>
</tbody>
</table>
Types of allowable use
School facilities across districts are being utilized by a wide variety of community interests. The most common users of school property and facilities include:

- Sports Leagues - City leagues, Little Leagues, private sports clubs, and Pop Warner
- Civic and Youth-serving Associations (Boy Scouts, Girl Scouts, Boys & Girls Club)
- Tutoring Organizations
- Faith-based Organizations
- General Organizations - Parent Teacher Organizations/Associations (PTO/As), Homeowner’s Associations (HOAs)
- Public and private programs - City enrichment programs, summer camp programs
- Public agencies - City departmental meetings and trainings.
- Charter schools
- Native American Tribes
- Legislative Groups
- Business Groups (real estate, health care, engineering, etc.)
- Diamondback sports team

Use of facilities for physical activity
The school property and facilities used for physical activity include:

Outside
- Playing fields
- Basketball courts
- Tennis courts

Inside
- Gymnasium
- Cafeteria (these often have retractable basketball hoops for inside play)
- Multi-purpose rooms

*Most elementary school districts do not have locker room facilities.*

In most districts, sports equipment like volleyball nets and scoreboards are included in the facility rental fee. However, audio-visual equipment typically requires an additional fee, and sports balls are not available for community use.
Fee structure

Fees surfaced as one of the most critical factors in the types and frequencies of community use, and varied considerably across districts.

According to the Arizona statute, the school’s governing board, Superintendent or chief administrative officer may charge a reasonable use fee for the lease of the school property A.R.S. § 15-1105(A). A reasonable use fee means “an amount that is at least equal to the school district's cost for utilities, services, supplies or personnel that the school provides to the lessee pursuant to the terms of the lease.” § 15-1105(F).

The determination of fees is made in “good faith” by the school district's governing board or the Superintendent or chief administrative officer with the approval of the governing board.” § 15-1105(B). Many waivers are granted by way of school board policy and each district has assigned organization of fees into classes.

ASBA has the majority of the policies on its website. Some districts have two policies relating to fees. There is template language relating to goods and services contributed. This template language states that an individual or organization can contribute goods or services for the user fee. The district decides the fair market value of the trade, with the value of services rendered based on an hourly employee of the district performing a similar function. If there is a disagreement about the value, the district can refuse to accept the offer.

Elements that are working well in shared use fee structure

- Waiver of fees for non-profits providing recreational opportunities and governmental entities: Many school districts include groups that provide physical activity opportunities in their Category 1, a category where the rental fee is usually waived. This avoids the group or governmental entity needing to take the extra step of requesting a fee waiver. Examples of this include Alhambra, Balsz, Cartwright, Fowler, Littleton, Murphy, Pendergast, Riverside, Roosevelt, Tolleson, Washington, and Wilson districts.

The chart on the follow page details each district’s fee structure.
### Overview of fee structures for shared use of City of Phoenix elementary school facilities

<table>
<thead>
<tr>
<th>District</th>
<th>Fee Waiver for Category I</th>
<th>Category I Recreational Use Groups</th>
<th>Category II CAFETERIA</th>
<th>Category III CAFETERIA</th>
<th>Category II PLAYFIELD</th>
<th>Category III PLAYFIELD</th>
<th>Category II GYM</th>
<th>Category III GYM</th>
<th>Custodial hourly</th>
<th>Cafeteria hourly</th>
</tr>
</thead>
<tbody>
<tr>
<td>Alhambra</td>
<td>Yes</td>
<td>Arizona Youth Soccer Org, Little League Program</td>
<td>$40/hour</td>
<td>$65/hr</td>
<td>$10-20/hr</td>
<td>$15-30/hr</td>
<td>N/A</td>
<td>N/A</td>
<td>$25</td>
<td>Not listed</td>
</tr>
<tr>
<td>Balsz</td>
<td>Yes</td>
<td>Athletic leagues, park and recreation department</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
<td>$45</td>
<td>$45</td>
</tr>
<tr>
<td>Cartwright</td>
<td>Yes</td>
<td>Little League Programs, Arizona Youth Soccer Organizations, Phoenix Parks and Recreation</td>
<td>$10-15/hr</td>
<td>$15-25/hr</td>
<td>$10-15/hr</td>
<td>$15-25/hr</td>
<td>$15/hr</td>
<td>$25/hr</td>
<td>$25</td>
<td>Not listed</td>
</tr>
<tr>
<td>Creighton</td>
<td>Yes</td>
<td>No</td>
<td>$30-45/hr ($15-20 for additional hr)</td>
<td>$40-70/hr ($22-35 for additional hr)</td>
<td>$15-20/hr ($7.50-10 for additional hr)</td>
<td>$20-30/hr ($10-15 for additional hr)</td>
<td>$85/hr ($42 for additional hr)</td>
<td>$160/hr ($80 for additional hr)</td>
<td>Not listed</td>
<td>Not listed</td>
</tr>
<tr>
<td>District</td>
<td>Fee Waiver for Category I</td>
<td>Category I Recreational Use Groups</td>
<td>Category II CAFETERIA</td>
<td>Category III CAFETERIA</td>
<td>Category II PLAYFIELD</td>
<td>Category III PLAYFIELD</td>
<td>Category II GYM</td>
<td>Category III GYM</td>
<td>Custodial hourly</td>
<td>Cafeteria hourly</td>
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</tr>
<tr>
<td>Fowler</td>
<td>Yes</td>
<td>Little League programs, Arizona Youth Soccer Org.</td>
<td>$50-90/hr</td>
<td>$100-150/hr</td>
<td>$15/hr</td>
<td>$40/hr</td>
<td>$50/hr</td>
<td>$75/hr</td>
<td>$25</td>
<td>$25</td>
</tr>
<tr>
<td>Issac</td>
<td>Yes</td>
<td>No</td>
<td>$20-52/hr</td>
<td>$26-70/hr</td>
<td>$15/hr</td>
<td>$20/hr</td>
<td>$57/hr</td>
<td>$77/hr</td>
<td>$25 - overtime only</td>
<td>Not listed</td>
</tr>
<tr>
<td>Kyrene</td>
<td>Yes</td>
<td>No</td>
<td>Not listed</td>
<td>Not listed</td>
<td>$0-5/hr</td>
<td>$20-30/hr</td>
<td>$0-30/hr</td>
<td>$30/hr</td>
<td>$0-30</td>
<td>Not listed</td>
</tr>
<tr>
<td>Laveen</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
</tr>
<tr>
<td>Littleton</td>
<td>Yes</td>
<td>Little League Program, Arizona Youth Soccer Organization</td>
<td>$100/hr; ASBA $40-60</td>
<td>$100/hr</td>
<td>$20/hr</td>
<td>$30/hr</td>
<td>$100/hr</td>
<td>$150/hr</td>
<td>$0-24</td>
<td>$0-34</td>
</tr>
<tr>
<td>Madison</td>
<td>Yes</td>
<td>No</td>
<td>$20-30/hr</td>
<td>$20-40/hr</td>
<td>$3/hr</td>
<td>$15/hr</td>
<td>$20-30</td>
<td>$30-40/hr</td>
<td>$25</td>
<td>Not listed</td>
</tr>
<tr>
<td>Murphy</td>
<td>Yes</td>
<td>Arizona Youth Soccer Organization, Phoenix Parks and Recreational Programs</td>
<td>$10-15/hr</td>
<td>$15-25/hr</td>
<td>$10-15/hr</td>
<td>$15-25/hr</td>
<td>$15/hr</td>
<td>$25/hr</td>
<td>Not listed</td>
<td>Not listed</td>
</tr>
<tr>
<td>Osborn</td>
<td>Yes</td>
<td>No</td>
<td>$25-50/ four hours</td>
<td>$37.50-$75/ four hours</td>
<td>$0-6/ four hours</td>
<td>$0-12/ four hours</td>
<td>$87.50/ four hours</td>
<td>$175/ four hours</td>
<td>Not listed</td>
<td>Not listed</td>
</tr>
<tr>
<td>District</td>
<td>Fee Waiver for Category I Recreational Use Groups</td>
<td>Category I CAFETERIA</td>
<td>Category II CAFETERIA</td>
<td>Category III PLAYFIELD</td>
<td>Category II PLAYFIELD</td>
<td>Category III GYM</td>
<td>Category II GYM</td>
<td>Custodial hourly</td>
<td>Cafeteria hourly</td>
<td></td>
</tr>
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<td></td>
</tr>
<tr>
<td>Pendergast</td>
<td>Yes</td>
<td>Not listed</td>
<td>Not listed</td>
<td>Not listed</td>
<td>Not listed</td>
<td>Not listed</td>
<td>$15</td>
<td>Not listed</td>
<td>Not listed</td>
<td></td>
</tr>
<tr>
<td>Phoenix</td>
<td>Yes</td>
<td>No</td>
<td>$42-76/hr</td>
<td>$65-109/hr</td>
<td>$23-176/hr</td>
<td>$35-224/hr</td>
<td>$65-104/hr</td>
<td>$100-150/hr</td>
<td>$25-45</td>
<td>Not listed</td>
</tr>
<tr>
<td>Riverside</td>
<td>Yes</td>
<td>Little League Program,</td>
<td>$90/three hours</td>
<td>$150/three hours</td>
<td>Not listed</td>
<td>Not listed</td>
<td>Not listed</td>
<td>Not listed</td>
<td>$25</td>
<td>$25</td>
</tr>
<tr>
<td>Roosevelt</td>
<td>Yes</td>
<td>Arizona Youth Soccer Organization, Little League Program</td>
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Liability

**Liability is a major concern for school district administrators.**

Liability can take many forms. Generally speaking, liability can be defined as legal responsibility for another person’s injury or damages. State and federal law serve as sources of potential liability for school districts. As school districts consider allowing community use of its facilities for recreational activities, risk management is part of the decision making process. This is because there is a possibility that someone who is using a school facility might suffer an injury and bring a claim against the district (or its officers, employees, or agents) is arguably the district’s most significant liability concern.

The standards for holding someone liable are often determined by state law, and differ depending on what and who caused the injury. Typically, for a person to be held liable for someone else’s injuries, an injured person must first prove that the accused had a legal responsibility to protect him or her from harm (otherwise known as “duty of care”). Then, the injured person has to show that the accused party failed to protect him or her (or “breached” the duty of care) and as a result, was injured in an expected (or “foreseeable”) manner. The duty an individual or entity has to meet is defined by law. If an individual or entity has immunity from a certain legal requirement, this immunity can be used as a defense against a lawsuit and provide a basis to have the lawsuit dismissed by a court.


The general expectation is that one will act reasonably toward others. What is considered reasonable, however, depends on the circumstances. Failure to act with as much care as an ordinary, reasonable person in a given situation would is considered negligence. However, there are situations where a person or entity is held to a higher or lower standard. Under Ariz. Rev. Stat. Ann. § 12-820.01, public entities shall be granted immunity when exercising administrative functions involving the determination of “fundamental governmental policy.”

Although this immunity applies to schools, it only covers the act of making a policy decision, not carrying out that decision.
Therefore, school districts may not be able to use governmental immunity in situations where injuries result from recreational activities on school property as a result during non-school hours. (See for example, Schabel v. Deer Valley Unified Sch. Dist. No. 97, 186 Ariz. 161, 920 P.2d 41 (Ct. App. 1996) (holding immunity only applied to decision to have playground equipment, not in failure to provide cushioning material under swing).

The American Heart Association (AHA), with legal technical assistance of the Public Health Law Center, advocates for the community recreational use of school facilities and supports policies directed at the state and local levels that encourage increased physical activity opportunities on school property. The AHA and several other researchers have found that the fear of liability is a key perceived barrier to allowing community use of school property during non-school hours.

To respond to this real or perceived fear, the AHA is promoting policy and advocacy efforts that seek to remove barriers, including liability where necessary and feasible, to the shared use of school recreational facilities. This effort is focused on injuries that occur during non-school hours.

In Arizona, this effort took the form of updating the Arizona’s recreational use statute, Recreational A.R.S. § 33-1551. In 2012, the AHA added the definition of “park” to the current recreational use statute. “Park” is defined to include “outdoor school grounds that are open to recreational users, excluding swimming pools and other aquatic features.” A.R.S. § 33-1551(c)(3). This coverage applies only in outdoor spaces. Furthermore, the immunity protection is limited to situations where the space is available for free use by the public. There are other limitations to the recreational use immunity statute that are not discussed. It is unclear whether the school districts involved in the Maricopa County analysis knew of this new law, and whether the new law would have an impact on unlocking the playgrounds.

The AHA has been successful in other statewide efforts in clarify liability laws injuries that occur during indoor and outdoor use of school property, regardless of the fees charged for the use. For sample language used in successful state efforts, please visit:
Another important factor in the liability discussion is the use of intergovernmental agreements. Arizona law authorizes local governments to contract with one another for cooperative services, to jointly exercise powers, or to form another entity. A.R.S. § 33-1551. This is a very useful tool in the context of recreational use of public spaces, and the contract can be used to outline who is responsible for insurance, risk management and liability issues. In addition, other barriers to recreational use (such as costs, maintenance and staffing) can be addressed by these agreements. For a useful analysis of how school districts and city park and recreation departments use this legal mechanism, please reference the City of Scottsdale’s auditor’s report on this topic, found here:


Requesting use of school facilities

All districts have a well-developed process for requesting use of school facilities.

While facility use requests are handled at the district level, facility availability is confirmed with each school’s administrative staff (i.e., Principal, Office Manager). In some cases, the district Facilities Department also confirms space availability as it relates to any ongoing maintenance and/or safety activities or issues.

For most of the scheduled use among all districts, custodian presence is required. About half the districts surveyed scheduled the facilities personnel, while the other half placed this responsibility at the school-level.

Elements that are working well

- **Madison District** recently implemented a public web-based calendar (*School Dude*) for scheduled use by schools and community groups; community groups create an account and submit requests online. This is not outlined in the written school board policy.

- **Kyrene District** has three distinct times per year when *seasonal* scheduling opens (the windows do not close, but organizations are booked on a first-come first-served basis).
This allows for better planning by user groups. The district is also developing a software system to centralize scheduling, booking, billing, and revenue-tracking.

- **Tempe District** is the only district respondent that keeps all school playgrounds and fields open outside of school hours for unscheduled community use; Kyrene District keeps some school playgrounds and fields open for unscheduled use.

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**Barriers to Use**

- Requiring additional steps in the request process, such as requiring first time user groups to attend the School Board Meeting and/or meet with the principal to request approval.

- Not having the request process easily accessible on either the website or on the school district website. If a user does not know how to submit the request form or who to request the school form, this limits accessibility to the school property.

- The process outlined by the school board policy in some districts was different than the process outlined in the key informant interviews.

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**Staff responsibility for community use**

Multiple district departments and staff positions are involved in implementing community use policies, and district-level departments play a key role in the final approval of community use requests for liability purposes.

Custodial staff are most often present during community use activities for oversight and maintenance purposes; they serve as the on-site contact person for user groups.

In six districts, a Facilities, Operations, or Business department led community use implementation, and they structured it largely as a logistical matter of facilities accommodations, grounds maintenance, and custodial scheduling. In three districts - Kyrene, Madison, and Washington - a Community Education or Enrichment department led community use implementation, and framed it as a matter of mission for facilities to be accessible for the benefit of its students outside of school hours.

All districts require staff supervision for indoor use, and a majority require staff presence for outside use as well. This is most often a custodian who is on-site before the scheduled activity to open the facility, during the activity to address any facility issues and ensure security, and afterwards to clean up and lock the facility.

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The greatest substantive difference between districts was the department that housed responsibility for community use policy implementation. This tended to correlate with the district’s level of scheduled community use.
In one smaller district - Riverside - custodians also function as bus drivers, which slightly limits staff supervision availability, particularly during holidays. In the largest district – Washington - part-time staff such as crossing guards or reading aides are qualified to supervise certain community use activities, thus reducing the burden on custodial staff.

**Elements that are working well in staffing**

- Housing responsibility for activities related to shared use within a Community Education-type department, which creates a greater level of investment by the district in community outreach (*Kyrene, Madison, Washington*).
- Cross-training and cross-utilization of staff from various areas of school operations allows schools to staff shared use activities with less burden to just the custodial staff and increases the school’s potential for leasing space (*Riverside, Washington*).
Scheduling
Scheduling is primarily handled at the district level for each of its elementary schools. However, both the school facility and district have copies of the facility use agreements.

Initial approval for scheduling takes place formally or informally at the school site requested to verify that the facility is available for the specified times and dates. All districts noted that availability conflict with a previously scheduled school event or other community group activity was the primary reason for not booking a community use request.

The main elements of scheduling community use of school facilities include:

- Scheduling for one-time or recurring use;
- School versus district roles in scheduling; and
- Method of sharing the schedule with school staff and community members.

Elements that are working well in scheduling

- Requirement of user fees payment prior to use, but not prior to scheduling.

- Operating community use scheduling out of a Community Education or Enrichment department within the district, where the commitment to community involvement is a central objective.

  Kyrene, Madison and Washington districts indicated being at or near capacity for community use of school facilities and operate this way.

- Giving community use priority to entities/individuals that have rented the facilities in the past, as well as to those that directly involve district students.

  Kyrene, Madison and Washington districts indicated being at or near capacity for community use of school facilities and operate this way.

- Using shared Outlook calendars to log scheduled use.

  Madison District recently transitioned to a public calendar online using a platform called School Dude, in which

The majority of current community use requests across districts are for recurring use over a period of time and for indoor facility use.
the district, schools and community users can create their own events on the calendar and community events can be approved through this portal. This system eliminated lag in posting scheduled usage, as well as burden on office managers to update a shared calendar.

Kyrene District is currently building an electronic system to centralize scheduling, billing, and accounting related to shared use. Kyrene is one of the districts with the highest intensity of shared use, with scheduling occurring out of its Community Education department.

- **Allowing for unscheduled use of all outdoor school facilities outside of school hours.**

Tempe was the only district respondent that openly allowed for unscheduled use of all outdoor school facilities outside of school hours.

Kyrene District indicated that some district schools were in neighborhoods without a nearby park, so these schools leave their fields and playgrounds open for unscheduled use based on community need.

Among the other districts that deliberately locked and gated school grounds outside of school hours, most mentioned liability, vandalism, and health safety concerns as the motivation.

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**Identified barriers to scheduling**

- School events take precedence, and this includes the school’s need for parking lot access or security. If the desired facility is not available at the requested time, district-level staff may work with the community group to arrange a different facility.

- Proof of a $1 million liability insurance policy naming the school as additionally insured is required for all formal community use approvals, and this is always verified by a district-level department before official scheduling.
Finding space to play

Approval process

Per district policies, decision-making regarding community use of any school facility/property is ultimately made at the district level and communicated with the schools, with varying levels of school involvement in decision-making along the way.

Decision-making factors for approval of facilities use requests generally include:

- Type of use requested
- Assessment of risk to the district
- Identification of organizational class of use
- Fee structure.

Type of Use Requested

Reasons for formal denial of requests often revolve around the request to host adult events that do not meet use regulations, such as a party; 2) past problems with a specific user group; and/or 3) inability to secure staffing for the specific type of requested use.

Assessment of Risk to the District

Decisions regarding risk mitigation are also made at the district level, often by the Facilities/Operations department. Large district respondents had more formal bodies for risk management. Kyrene District (25 schools) indicated district and community groups that regularly look at liability issues and policies, along with the Arizona School Boards Association Insurance Trust (ASBAIT) that insures public school districts. Washington District (32 schools) has a Security Team that advises on risk management in terms of what information community users should have (such as emergency exit locations), and guidelines for safe community use activities—such as no petting zoos, and a requirement that specialty equipment (like a jumping castle) be assembled by a licensed company.

Determination of Organizational Class of Use

User groups are classified by the districts to assist in determining appropriate fee structure. District-level staff determine the fee-schedule class into which the community groups fit. Decisions regarding organizational class and fee structures are all approved by districts’ governing boards, most often with input from the Facility and/or Finance department.

Most districts describe the necessity of fees as essential to cover costs of utilities, maintenance, and personnel overtime, but not as a source of profit. Districts varied in the regularity and
formality with which organizational classes and facility fees were reviewed or revised. Some districts reviewed them annually, others every three years or on an ad hoc basis. Some districts reviewed fees by conducting market comparisons, and others did so with community and business partners.

### Elements that are working well in the approval process

- Communicating about facility availability and requirements (i.e., fees, insurance) with the potential community user group *prior* to formal application. This gives the requesting user an opportunity to make sure the request meets district policy.

  *Two of the nine districts interviewed required that a new potential community user group meet with the school principal (Riverside District) or School Board (Fowler District) to solicit approval.*

- Offering the facilities for free to organizations serving all students and youth sports leagues.

  *Two of the nine districts interviewed indicated that student- or youth-serving groups could use certain recreational facilities free of charge (Cartwright, Riverside).*
Use of district website to promote community use

Websites are useful tools to communicate with community members interested in using school facilities because they allow: 1) community members the opportunity to review school board policies, regulations and forms; 2) districts to communicate important information.

Districts indicated that they most frequently publicized community use through their website and networking with community groups. Written guidance about community use is most often found in website content, lease agreements, request for use forms, and employee procedures; less frequently, it is documented in School Wellness Policies and a Facility Use Handbook. Revenue generation and cost sharing were noted by less than half of the district respondents as drivers for shared use.

The majority of districts endorsed the following factors as important in encouraging community use in their district:

- public service
- collaboration with community sports program
- partnerships with community groups
- meeting community health and physical activity needs
- building relationships with students’ families
- lack of recreational activities in the area
- providing a safe environment for activity,
- building community support for school financial activities
- policy requirement

Elements that are working well in website promotion of shared use

- Districts with the highest and broadest rates of shared use have a specific webpage dedicated to community use. This webpage outlines the school districts commitment to community use, has forms and scheduling processes clearly identified, has other policies, regulations, forms and handbooks readily accessible, and/or have a calendar of use clearly displayed.

- School districts could do more to promote the times of available use and the specific school facilities that are available (such as playgrounds).
### Overview of School District Website Promotion of Community Use

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Kyrene Elementary School District:
An example of a website effectively promoting shared use

Key features of this effective website include:

- Its reference “Community” under its “Programs and Services” link on the homepage.

- The “facilities rental” link option under the “Programs and Services” link that outlines how to get a request form and also has a link to “User Guide that outlines details of facility rentals.

- Links of this page on the vertical navigation bar, that link to a “how to rent facilities” page, an FAQ about renting facilities, a user guide and district map.

- The policies are accessible to the public through the “Parents” or “Governing Board” links.

The 2012-2013 “Kyrene Family Handbook”, which references recreational use on page 12, under the “after hours” paragraph.

*Kyrene After Hours* is the premier program for middle school students. This exciting and fun experience will provide a safe and enriching place for middle school students to be before or after school. Activities may include: video games, cooking projects, recreation style games such as air hockey, sports, fine arts, service learning projects and homework time. This program is offered during the school year, summers, and during some school closure days. [www.kyrene.org](http://www.kyrene.org)
Findings and Recommended Next Steps

Examination of shared use policy and implementation in the City of Phoenix elementary school districts revealed some important key findings that set the stage for further shared use efforts.

Finding #1: Arizona school districts benefit from very strong statutory support for community use of school facilities. Additionally, the state’s school board association has done a very good job at creating template policies and agreements that make the implementation of shared use by school districts very straightforward.

Recommended Next Steps

1. **Consider adopting an Intergovernmental Agreement (IGA)** like the one used by Washington Elementary School District to promote partnership with public agencies such as Recreation & Parks on such issues as liability coverage, grounds keeping, etc.  
   *Highly feasible for all districts.*

2. **Create a formal policy for community involvement** in the planning and/or decision making processes around facilities use to richen the policy and create joint responsibility with the community for community use issues such as costs, operations, scheduling, liability, risk management and maintenance.  
   *Highly feasible for large districts; moderately feasible for medium/small districts.*

3. **Develop a facilities use advisory committee or community education council** to relieve the burden of assessment and planning. By engaging invested individuals and community groups in the resource allocation, program develop and public relations, these groups can link community partners into the school district and problem-solve when issues arise.  
   *Highly feasible for large districts and districts with a community education department (see Kyrene for template); slightly feasible for medium/small districts.*

4. **Incorporate community use of school property concepts into comprehensive plans or other county/city planning documents.** As comprehensive plans and other county/city documents are developed, it is important to incorporate school district recreational use as a key community resource. Furthermore, highlighting intergovernmental challenges and opportunities could provide a roadmap for future collaborative efforts.  
   *Moderately feasible for all districts.*

5. **Adjust fee disparities to promote consistent fees** across user types to significantly increase use and provide opportunity for new types of users.  
   *Highly feasible for large districts; moderately feasible for medium/small districts.*
6. **Support policy that promotes development of facilities use handbooks** outlining facilities use policies and procedures can be a useful way to communicate information to community groups and ensure all users have the same understanding of rules and responsibilities for use. *Highly feasible for all districts (see Washington for template).*

7. **Develop a recreational use toolkit** as a comprehensive set of resources relating to community use of school property. A key component of the toolkit is outreach and training for school administrators, which has resulted in identification of additional resources for both states. *Highly feasible for all districts (see Washington for template).*

**Finding #2:** Larger districts tend to have higher rates of shared use and broader ranges of users because they have leadership that supports shared use; are better resourced in terms of funding for website promotion, janitorial staff, etc., and tend to place responsibility for shared use implementation within divisions that already have a community relations focus.

**Recommended Next Steps**

1. **Place facility use responsibility within the district department or with district personnel most able to promote community use** and create community partnerships. This level of proactive leadership will broaden district and school approaches to facility use. *Moderately feasible for large/medium districts; slightly feasible for small districts.*

2. **Conduct a recreational group assessment** to determine what types of groups are missing in the user type categories, especially in low-use districts. School facilities are only one site for recreational opportunities. Communities can complete a comprehensive analysis of what other recreational facilities are available to the community for use. Furthermore, recreational programming should be assessed to identify gaps in recreational opportunities. *Moderately feasible for all districts.*

3. **Assess facility use in the high school districts.** Expanding analysis to include high school settings will determine how facilities use is structured and promoted, and whether there are best practices, lessons learned and partnership opportunities with elementary school districts. Part of this analysis could determine if different user groups are targeted for high school facilities use, such as recreational programming for adults. *Moderately feasible for all districts.*

**Finding #3:** Smaller districts tend to have the greatest concern about liability and burden to the district from community use, most notably due to limited resources.
**Finding space to play**

**Recommended Next Step**

1. **Encourage smaller, less resourced districts to follow the lead of larger districts in creating strong public partnerships.** These relationships with public agencies and other high schools can help share in the burden of liability, risk management, costs, operations, scheduling, maintenance and promotion.  
   *Moderately feasible in districts where community use is administered by director or executive staff; slightly feasible in districts where community use is administered by mid-level management staff.*

2. **Encourage smaller districts to partner with larger districts** in areas including liability coverage options for users, online calendaring and promotion of shared use. The larger districts have more resources in terms of funding and staffing that can be leveraged by smaller districts in these areas.  
   *Feasibility dependent on geographic proximity of districts and inter-district agreements.*

**Finding #4:** Promotion of shared use is directly linked to the rates of types of usage. Those districts whose websites feature a use component and who have developed easy-to-use calendaring systems have the highest rates of use.

**Recommended Next Steps**

1. Explore how cities and Maricopa County can help publicize school districts as a community resource for physical activity opportunities. Public agencies can assist in reaching out to community members and community organizations to facilitate use of school property. This could come in conjunction with highlighting schools as a valuable community resource that needs community support and investment.

2. Determine how shared use works into Maricopa County’s land use planning efforts, including its comprehensive planning, master plan, land use and zoning efforts.

Recommended Next Steps

1. Clarify or provide liability protection for schools when recreational use of the property is allowed. The American Heart Association and other statewide advocates could incorporate the sample language used in other cities, such as Mississippi or Minnesota, to clarify liability laws for both indoor and outdoor facilities regardless of fees, during non-school use.

2. Identify opportunities to connect community recreational use of school property and the Arizona Statewide Comprehensive Outdoor Recreation Plan priority. The Arizona SCORP was updated in 2013, and has several identified opportunities to connect school property and this statewide plan (i.e. on page 50) (http://www.azparks.gov/SCORP/index.html).

3. Provide incentives for shared use in school construction. It is important to financially support appropriations for state level reporting of shared use programs as well as incentives to support intergovernmental construction of facilities that incorporate shared use concepts. schools to promote shared use agreements. For example, Washington passed a bill to convene a work group to provide to produce a report outlining how joint use works within the school construction assistance program; offer options to accommodate joint use within existing rules relating to the school construction assistance program; and offer other ways to accommodate joint use of public school facilities.

4. **Reach out to the Arizona School Boards Association Insurance Trust (ASBAIT).** This entity can provide umbrella coverage for smaller groups and individuals for whom current liability requirements are prohibitive.

5. Require the creation of state-level toolkits and local dissemination plans to local communities.

6. Commission studies through state workgroups to assess barriers and determine solutions.
Appendix 1:
Analysis of the Community Use of Facilities Agreement
The Community Use of School Facilities Agreement

16 of the 21 school districts use a policy template developed by the Arizona School Board Association [ASBA]. Three of the school districts – Tempe, Washington and Roosevelt- use the template, but have changed it slightly. Two districts – Osborn and Phoenix - have different policies.

1. General: Community Use School Board Policy, Usually 1650

Analysis of the policy template reveals that it is drawn in large part from the state statute; has very strong language supporting community use, and lists recreational use as one of the purposes for use. Specific examples of this include:

- The template language referring to “reasonable fee” and “education function” mirrors the language of the statute.
- The template allows for the Superintendent to determine when uncompensated use is appropriate and to recommend a fee schedule, including groups that fit into the uncompensated use list.
- The template outlines the proof of liability insurance.

In addition to those pieces of drawn from the statute, the template also discusses scheduling and outlines that use cannot interfere with school-sponsored activity. Finally, the template cross references the law relating to medical marijuana and board policies relating to interscholastic sports, concussion and head injury guidelines and information.

There are two sections from the law not included in the template:

- Section 15-1105(C) relating to when a use cannot be denied or charged different fees based on “the person, group or organization's beliefs, expression of beliefs or exercise of the rights of association that are protected under the laws of this state, the Constitution of Arizona, the laws of the United States or the United States Constitution.”

- Section 15-1105 (E) outlining where the fees must go, notably to the county treasurer for the civic center school fund of school district.

Generally, the written process of how to request use can be found in school board regulation K-1662, Community Use of School Facilities: Filing Procedures for Use of Equipment/Facilities. The policies do not list a specific person who approves use. The template regulation requires the request to be made at least two weeks in advance. The principal of the school reviews the form for completeness and determines whether or not the facility is available, and then forwards to the district. It is the district representative that determines costs, insurance and other requirements. The principal then goes over the form with the requested user, including that the applicant knows the fees being charged. The policy states that fees and proof of liability insurance are required one week prior to use. The policy also outlines that the additional costs will be billed to the lessee. The template for that regulation is used by 11 schools and three schools do not have a policy.

3. Rules: Community Use Exhibit, Community Use of School Facilities (the rules of use), Usually 1681

Many schools use a template exhibit outlining the rules of use, K-1681, called “Community Use of School Facilities.” The template states that a school district employee must be on site during the event, special wages apply to use of the kitchen and that those wages are paid for by the district. It also states organizations must obtain prior approval to sell, give, exhibit or display items. It also reiterates that organizations must have $1,000,000 in liability insurance and that the school district has a right to charge a $500 cash bond. Scheduling is done on a first come, first serve basis, but school-sponsored events trump other events, even if events have been scheduled. The form state that the use of keys is discouraged, but if issued, users need to follow “District key-control procedures.” These are all items that are reflected in the template policy and/or regulation. Finally, the form states that future use may be denied if the rules are violated. The form has a signature line for the organization, and has check boxes for specific needs (like custodial staff). Twelve school districts use the template. In general, there is no specific process to ensure users obtain copies of the rules, as the template agreement does not reiterate or specifically require the rules be provided to the user. Five districts do not have the regulation, (Fowler [but covered information in 1662], Osborn. Phoenix, Tempe, and Washington.)

4. Application: Community Use Exhibit, Community Use of School Facilities, Request for Use of School Facilities (application form), Usually 1682

There is also a template agreement form, with is exhibit K-1682, “Request for Use of School Facilities.” The template is very basic. It has the name of the organization, the facility requested, the purpose of the use, the specific location, the dates and times, and the event admission charge (with specifics and proceeds information). The form has information for the school district representative relating to rental fee information, recommendations for approval and information about the denial. It has a signature line and a timeframe for submission. Finally, the agreement
has a checklist for the user relating to services, such as whether custodial services are needed, when to open and close the building, how much time is needed for clean-up, when custodial staff needs to be at the event, and the estimated number of hours. **Eight school districts use the template; four districts don’t have a form, and eight diverge from the template.**

5. **Fees: Community Use Exhibit, Community Use of School Facilities, School Facilities User Fees, Usually 1683 and/or 1684**

According to the Arizona statute, the school’s governing board, superintendent or chief administrative officer may charge a reasonable use fee for the lease of the school property A.R.S. § 15-1105(A). A reasonable use fee means “an amount that is at least equal to the school district's cost for utilities, services, supplies or personnel that the school provides to the lessee pursuant to the terms of the lease.” § 15-1105(F).

Schools do not have to charge a use fee. According to the statute, if the school related group, student political organization, or any organization whose membership is open to the public, conduct activities that promote the “educational function” of the school district, the school can waive the fee. The determination is to be made in “good faith by the school district's governing board, or the superintendent or chief administrative officer with the approval of the governing board.” § 15-1105(B). Many waivers are granted by way of school board policy. Each district has assigned organization into classes.

ASBA has the majority of the policies on its website. Some districts have two policies relating to fees. There is template language relating to goods and services contributed. This template language states that an individual or organization can contribute goods or services for the user fee. The district decides the fair market value of the trade, with the value of services rendered based on an hourly employee of the district performing a similar function. If there is a disagreement about the value, the district can refuse to accept the offer.

Many school districts use a template format, outlining Class designation (with examples of which organizations fit into which classes). The second part assigns the hourly fees based on different spaces. Finally, the last section uses the template language relating to goods and services contributed. It appears that Tolleson Elementary School District uses the template, because it was not filled out completely (the fees do not have dollar amounts assigned).

6. **Equipment: School Board Policy on Authorized Use of School-Owned Materials and Equipment, Usually 1800**

Community use policies were identified in one other section of the school board websites. Under Section E, supportive services, school districts use a school board policy about the authorized use of school-owned materials and equipment, numbered E-1800. The template states that school equipment can be used as long as it does not cost the school money. It is the superintendent who is responsible for issuing procedures to implement the policy. In addition, the policy specifically
states that the district cannot be in competition for a local business providing the same equipment. The rental fees are either charged or waived as necessary, and the dollars are deposited into the civic center fund. Finally, the template requires full reimbursement for equipment for lost and damaged during use. Seventeen schools use the template.

7. Websites

The Public Health Law Center also looked at individual school district websites to determine whether the school districts have community use information easily accessible on the website, including the application form. Other innovative practices to promote community use were also identified, such as interactive calendars, community use handbooks, and other items specifically created by individual school districts.

Websites are useful tools to communicate with community members interested in using school facilities. Websites allow the community members the opportunity to review school board policies, regulations and forms. It also allows the schools to communicate important information through other written means, such as website content and student, teacher and/or parent handbooks.

Each school district website was analyzed for five key areas:

- School board policies are easy to find the website: School board websites are an important tool for community members to view school board policies. In Arizona, there is a statewide website that lists the various school board policies. The analysis looked to determine whether it was easy to find the link to the statewide system ([http://lp.ctspublish.com/asba/public/lpext.dll?f=templates&fn=main-h.htm](http://lp.ctspublish.com/asba/public/lpext.dll?f=templates&fn=main-h.htm)). If it was not easy to find the policies (meaning it took multiple clicks from the main-page), it is listed in the table as “N”. If there are no policies linked to the website, it is listed as “NF” for “Not Found”.
- Community tab on the website: School boards have a wealth of information on their web pages, but making them specific to community members can signal that communities are a key stakeholder in the school district affairs. The analysis looked to determine whether there was a “Community” tab on the website.
- Reference community/recreational facility use: We looked to determine whether the school district referenced community recreational use or facilities use on the website.
- Community Use form on the website: We looked to determine whether the facilities use form was posted on the website separate and apart from the school board policy link.
- Handbooks reference community use: There are many written ways that school districts can communicate a dedication to community use. Another opportunity is to outline community use/facility use principles in the handbooks. This was not a very common option in Arizona.
Appendix 2: District Overviews
Appendix 2: District Overviews

Alhambra Elementary School District

Policy

1. General: Community Use School Board Policy, Usually 1650

Alhambra uses the template policy. It uses the words “leasing” and “renting” in referring to the use. Sixteen of the school districts use the template. The template is drawn in large part from the language of the state statute outlined above. This template has very strong language supporting community use, and lists recreational use as one of the purposes for use. The template talks about the “reasonable fee” and “education function,” mirroring the language of the statute. The template allows for the superintendent to determine when uncompensated use is appropriate and to recommend a fee schedule, including groups that fit into the uncompensated use list. Finally, it outlines the proof of liability insurance. In addition to those pieces of drawn from the statute, the template discusses scheduling and outlines that use cannot interfere with school-sponsored activity. Finally the template cross references the law relating to medical marijuana and board policies relating to interscholastic sports, concussion and head injury guidelines and information.


Alahmbra uses the template. The policy does not list a specific person who approves use. The template regulation requires the request to be made at least two weeks in advance. The principal of the school reviews the form for completeness and determines whether or not the facility is available, and then forwards to the district. It is the district representative that determines costs, insurance and other requirements. The principal then goes over the form with the requested user, including that the applicant knows the fees being charged. The policy states that fees and proof of liability insurance are required one week prior to use. The policy also outlines that the additional costs will be billed to the lessee.

3. Rules: Community Use Exhibit, Community Use of School Facilities (the rules of use), Usually 1681

Alhambra uses the template language. The template states that a school district employee must be on site during the event, special wages apply to use of the kitchen and that those wages are paid for by the district. It also states organizations must obtain prior approval to sell, give, exhibit or display items. It also reiterates that organizations must have $1,000,000 in liability insurance and that the school district has a right to charge a $500 cash bond. Scheduling is done on a first come, first serve basis, but school-sponsored events trump other events, even if events have been scheduled. The form state that the use of keys is discouraged, but if issued, users need to follow “District key-control procedures.” These are all items that are reflected in the template.
policy and/or regulation. Finally, the form states that future use may be denied if the rules are violated. The form has a signature line for the organization, and has check boxes for specific needs (like custodial staff).

4. **Application: Community Use Exhibit, Community Use of School Facilities, Request for Use of School Facilities (application form), Usually 1682**

Alhambra uses the template. It has the name of the organization, the facility requested, the purpose of the use, the specific location, the dates and times, and the event admission charge (with specifics and proceeds information). The form then has information for the school district representative relating to rental fee information, recommendations for approval and information about the denial. It has a signature line and a timeframe for submission. Finally, the agreement has a checklist for the user relating to services, such as whether custodial services are needed, when to open and close the building, how much time is needed for clean-up, when custodial staff needs to be at the event, and the estimated number of hours.

5. **Fees: Community Use Exhibit, Community Use of School Facilities, School Facilities User Fees, Usually 1683 and/or 1684**

The district has two policies that outline fees: K-1683 (School Facilities User Fees) and K-1684 (School/District Facilities User Fees). The policies are repetitive in the information provided. K-1683 is more general, and K-1684 lists named rooms. Alhambra has three categories (called “classes”) for use: district mission related use, non-profit organizations, and commercial or profit-making organizations. The policy outlines use of specific spaces (classrooms, cafeteria, multipurpose room, and Sierra computer lab), as well as the other named spaces (Alhambra Board Room, Estrella, Esperanza, Americana, Madrid, Valencia, Coronado, and courtyard.) Finally, the chart outlines the outdoor play fields, with and without lights. There is no listing for gyms. Category I is waived for all use. The policy states that when custodians are required to work beyond the normal workday, including weekends and holidays, a $25 per hour fee is required. There is no mention of a fee waiver for Class 1. There is also language that the charges shall apply whether or not the school is open for evening school purposes, and regardless of the number of different groups using the facilities. This is unique language. K-1684 also notes that additional charges may be needed for custodial or technology personnel.
### Finding space to play

<table>
<thead>
<tr>
<th>Class I: District Mission Related Use</th>
<th>Class II: Non-Profit Organizations</th>
<th>Class III: Commercial or profit-making organizations</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Group whose activities promote educational function of the district</td>
<td></td>
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<tr>
<td>• School-sponsored activities</td>
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<td>• Teacher Organizations</td>
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<tr>
<td>• School clubs</td>
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<tr>
<td>• PTA/Organization</td>
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<td>• Boy scouts</td>
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<td>• Booster Clubs</td>
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<td>• Girl scouts</td>
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<td>• Arizona Youth Soccer Organization</td>
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<td>• Little League Program</td>
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<tr>
<td>• Student political organizations</td>
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<td>• Community College</td>
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<tr>
<td>• Civic organizations</td>
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<td>• Community Concerts</td>
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<tr>
<td>• Educational organizations</td>
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<tr>
<td>• Churches</td>
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<td>• Government organizations</td>
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<td>• Recitals</td>
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<tr>
<td>• Service organizations</td>
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<td>• Cultural organizations</td>
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<td></td>
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<tr>
<td>• Extended day resource programs</td>
<td></td>
<td></td>
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<tr>
<td>• Commercial or profit-making organizations</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

6. **Equipment: School Board Policy on Authorized Use of School-Owned Materials and Equipment, Usually 1800**

Alhambra uses the template. The template states that school equipment can be used as long as it does not cost the school money. It is the superintendent who is responsible for issuing procedures to implement the policy. In addition, the policy specifically states that the district cannot be in competition for a local business providing the same equipment. The rental fees are either charged or waived as necessary, and the dollars are deposited into the civic center fund. Finally, the template requires full reimbursement for equipment for lost and damaged during use.

**Implementation**

For the 2012-2013 school year, Alhambra indicated a total of 22 community use requests and approvals, of which 20 were for indoor facilities, 5 for recreational use, and 3 were for recurring use. The District’s Business office houses shared use responsibility, and estimated that school facilities were used 1-5 times per month by community groups during non-school hours. Unscheduled use is possible at some of the district’s 15 school sites where playground and/or sports fields are not contained within locked fences. Informal means were used to publicize community use (networking) and train employees (case-specific guidance from supervisors). The shared use contact person noted that while the district was not proactive, it readily accepted community use requests. The following factors were cited as ‘very important’ to the district in encouraging community use: cost sharing, public service, building partnerships with community
groups, building relationships with students’ families, building community support for school financial initiatives, and policy requirement. The following factors were cited as ‘very important’ barriers to community use: facilities safety concerns, incivilities, insurance, priority of use issues, staffing, and cost of personnel.

**Website**

Alhambra Elementary School District website is found here: [http://alhambraesd.schoolfusion.us/modules/cms/announce.phtml?sessionid=d159efe6258330e7350474a583c3c464](http://alhambraesd.schoolfusion.us/modules/cms/announce.phtml?sessionid=d159efe6258330e7350474a583c3c464)

Alhambra has a “community” link located under the “departments” link on the vertical navigation bar and in the horizontal navigation bar located under the homepage banner, but no linked pages from either link reference community/recreational facility use. The policies are not very accessible and require searching the website in detail to find them. The website does not appear to reference community/recreational facility use. Parent, student and teacher handbooks were not found. Searches for community use, facilities use, and facility use did not result in links to documents.
Finding space to play

Balsz Elementary School District

Policy

1. General: Community Use School Board Policy, Usually 1650

Balsz uses the template policy. It uses the words “leasing” and “renting” in referring to the use. Sixteen of the school districts use the template. The template is drawn in large part from the language of the state statute outlined above. This template has very strong language supporting community use, and lists recreational use as one of the purposes for use. The template talks about the “reasonable fee” and “education function,” mirroring the language of the statute. The template allows for the superintendent to determine when uncompensated use is appropriate and to recommend a fee schedule, including groups that fit into the uncompensated use list. Finally, it outlines the proof of liability insurance. In addition to those pieces of drawn from the statute, the template discusses scheduling and outlines that use cannot interfere with school-sponsored activity. Finally the template cross references the law relating to medical marijuana and board policies relating to interscholastic sports, concussion and head injury guidelines and information.


Balsz uses the template. The policy does not list a specific person who approves use. The template regulation requires the request to be made at least two weeks in advance. The principal of the school reviews the form for completeness and determines whether or not the facility is available, and then forwards to the district. It is the district representative that determines costs, insurance and other requirements. The principal then goes over the form with the requested user, including that the applicant knows the fees being charged. The policy states that fees and proof of liability insurance are required one week prior to use. The policy also outlines that the additional costs will be billed to the lessee.

3. Rules: Community Use Exhibit, Community Use of School Facilities (the rules of use), Usually 1681

Balsz uses the template language. The template states that a school district employee must be on site during the event, special wages apply to use of the kitchen and that those wages are paid for by the district. It also states organizations must obtain prior approval to sell, give, exhibit or display items. It also reiterates that organizations must have $1,000,000 in liability insurance and that the school district has a right to charge a $500 cash bond. Scheduling is done on a first come, first serve basis, but school-sponsored events trump other events, even if events have been scheduled. The form state that the use of keys is discouraged, but if issued, users need to follow “District key-control procedures.” These are all items that are reflected in the template policy.
Finding space to play

and/or regulation. Finally, the form states that future use may be denied if the rules are violated. The form has a signature line for the organization, and has check boxes for specific needs (like custodial staff).

4. Application: Community Use Exhibit, Community Use of School Facilities, Request for Use of School Facilities (application form), Usually 1682

Balsz uses the template. It has the name of the organization, the facility requested, the purpose of the use, the specific location, the dates and times, and the event admission charge (with specifics and proceeds information). The form then has information for the school district representative relating to rental fee information, recommendations for approval and information about the denial. It has a signature line and a timeframe for submission. Finally, the agreement has a checklist for the user relating to services, such as whether custodial services are needed, when to open and close the building, how much time is needed for clean-up, when custodial staff needs to be at the event, and the estimated number of hours.

5. Fees: Community Use Exhibit, Community Use of School Facilities, School Facilities User Fees, Usually 1683 and/or 1684

Balsz uses the template. The template states that school equipment can be used as long as it does not cost the school money. It is the superintendent who is responsible for issuing procedures to implement the policy. In addition, the policy specifically states that the district cannot be in competition for a local business providing the same equipment. The rental fees are either charged or waived as necessary, and the dollars are deposited into the civic center fund. Finally, the template requires full reimbursement for equipment for lost and damaged during use. Seventeen schools use the template.

Balsz has one fee policy, K-1683. It has a different title than other school districts, “Renter Classifications and Fee Schedule.” Balsz has four categories for use: Class I is not named, Class II is 501(C)3 non-profits, Class III is 501(C)3 status and does not meet Class II conditions, and Class IV. There is a lengthy discussion under each Class definition about which organizations are included. Class I is generally organizations serving the district’s school-age children, governmental entities conducting business within the district, and groups providing training for school personnel. The fee policy specifically mentions that Parks and Recreation Department of the City of Phoenix is in Class I when reciprocal agreements have been executed. There seems to be overlap in the listed groups under Class I and Class II (“athletic leagues” in Class I and “community sports leagues” in Class II). Class II is only for those that involve the district’s school-age students. Adult programming would be under Class III. For Class III, there is a notation that contracts for facility rentals may not be for more than three months, although this
may be specific to political organization use. There is also a note that classrooms, computer rooms, and media center are not available unless district staff is present. Class IV entities are not charged a fee if the proceeds are being donated to the district or a public charity.

The policy outlines use of specific spaces (classrooms, multipurpose room without kitchen, library, computer room, activity center and other special classroom). It also outlines school personnel by Class designation based on custodian/security and food service. The policy notes that more time may be needed for clean-up, and that ½ hour before and after the event will be needed during non-school hours. On weekends or holidays, a minimum of three hours will be charged for district personnel. Overtime is charged outside of the 40 hour/week. There is no listing for gyms or fields. Category I is waived for all use, but not for staff-time.

Finally, the policy has the language relating to goods and services contributed.

<table>
<thead>
<tr>
<th>Class I</th>
<th>Class II : 501(c)3 non-profits</th>
<th>Class III : 501(c)3 status and does not meet Class II conditions</th>
<th>Class IV</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Staff and Student Groups and Clubs</td>
<td>• YMCA</td>
<td>• Rotary</td>
<td>• Commercial, profit-making individuals and organizations</td>
</tr>
<tr>
<td>• school teams</td>
<td>• Community Sports Leagues</td>
<td>• Thunderbirds</td>
<td></td>
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<tr>
<td>• Parent council</td>
<td>• National or state athletics</td>
<td>• Kiwanis</td>
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<tr>
<td>• PTA/PTO</td>
<td>organizations</td>
<td>• Jaycees</td>
<td></td>
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<tr>
<td>• Booster Clubs</td>
<td>• Non-profit performing arts</td>
<td>• Federal, state and local business (not official business)</td>
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<tr>
<td>• Athletic Leagues</td>
<td>groups</td>
<td>• Nonprofit groups conducting training for non-district staff</td>
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<tr>
<td>• Boy’s and Girl Scouts of America</td>
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<tr>
<td>• Campfire Girls</td>
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<td>• Athletic leagues,</td>
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<td>• Region and state activities</td>
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<tr>
<td>• School sponsored class reunions</td>
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<tr>
<td>• State music organizations</td>
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<tr>
<td>• Units or elected officials of federal, state, and local government</td>
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<tr>
<td>• local civic groups</td>
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<tr>
<td>• homeowners associations</td>
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<tr>
<td>• Parks and Recreation Department</td>
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<tr>
<td>• Arizona Department of Education</td>
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<tr>
<td>• County Training Sessions</td>
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<tr>
<td>• Elections</td>
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</tbody>
</table>

Balsz uses the template. The template states that school equipment can be used as long as it does not cost the school money. It is the superintendent who is responsible for issuing procedures to implement the policy. In addition, the policy specifically states that the district cannot be in competition for a local business providing the same equipment. The rental fees are either charged or waived as necessary, and the dollars are deposited into the civic center fund. Finally, the template requires full reimbursement for equipment for lost and damaged during use.

Implementation

For the 2012-2013 school year, Balsz indicated a total of 22 community use requests and 20 approvals, of which 4 were for recurring use, and approximately 10-20% were for purposes of physical activity. The District’s Business office houses shared use responsibility, and estimated that school facilities were used 1-5 times per month by community groups during non-school hours. The Business Office secretary uses a spreadsheet to track and schedule community use. User groups include other schools in the district, charter schools, little leagues, Girl Scouts, and City programs. Although the district schools are located within an area of four square miles, use varied greatly between sites due to location and facilities—for example, one school’s track field was used almost every after-school weekday, and another school was used every weekend by a rugby team. While request forms are available online, the district representative said there can be a substantial amount of back-and-forth communication with the user group to determine their exact facility/equipment needs. Unscheduled use is not possible at the district’s school sites, as playground and sports fields are locked and gated during non-school hours. Liability was cited as the central barrier here, as the district’s insurance carrier felt there was too much risk of injury liability for unsupervised use. The district indicated that they did not publicize community use nor train employees about shared use, largely because they have limited maintenance staff and do not have a “Community Department that goes out and encourages it or can manage it.” The shared use contact person noted that while the district was not proactive, it readily accepted community use requests. The following factors were cited as ‘very important’ to the district in encouraging community use: public service, revenue generation, collaboration with community sports programs, meeting community health and physical activity needs, providing a safe environment to be active, lack of other recreational facilities in the area, building partnerships with community groups, building relationships with students’ families, and building community support for school financial initiatives. The following factors were cited as ‘very important’ barriers to community use: liability concerns for unsupervised use, insurance, limited hours of availability, staffing, cost of personnel, limited space/facilities, and cost of maintenance.
**Website**


Balsz does not have a “community” link and does reference community/recreational facility use. The policies are fairly accessible and easy to find on the website. The website does not appear to reference community/recreational facility use anywhere. The student/parent handbook does not discuss community use. There is a before and after school tab which lists programming, including Phoenix Parks & Recreation After-School Program. There was not a search function, so word searches could not be completed.
Finding space to play

Cartwright Elementary School District

Policy

1. General: Community Use School Board Policy, Usually 1650

Cartwright uses the template policy. It uses the words “leasing” and “renting” in referring to the use. Sixteen of the school districts use the template. The template is drawn in large part from the language of the state statute outlined above. This template has very strong language supporting community use, and lists recreational use as one of the purposes for use. The template talks about the “reasonable fee” and “education function,” mirroring the language of the statute. The template allows for the superintendent to determine when uncompensated use is appropriate and to recommend a fee schedule, including groups that fit into the uncompensated use list. Finally, it outlines the proof of liability insurance. In addition to those pieces of drawn from the statute, the template discusses scheduling and outlines that use cannot interfere with school-sponsored activity. Finally the template cross references the law relating to medical marijuana and board policies relating to interscholastic sports, concussion and head injury guidelines and information.


Cartwright uses the template. The policy does not list a specific person who approves use. The template regulation requires the request to be made at least two weeks in advance. The principal of the school reviews the form for completeness and determines whether or not the facility is available, and then forwards to the district. It is the district representative that determines costs, insurance and other requirements. The principal then goes over the form with the requested user, including that the applicant knows the fees being charged. The policy states that fees and proof of liability insurance are required one week prior to use. The policy also outlines that the additional costs will be billed to the lessee.

3. Rules: Community Use Exhibit, Community Use of School Facilities (the rules of use), Usually 1681

Cartwright has made small changes to the template. The template states that a school district employee must be on site during the event, special wages apply to use of the kitchen and that those wages are paid for by the district. It also states organizations must obtain prior approval to sell, give, exhibit or display items. It also reiterates that organizations must have $1,000,000 in liability insurance and that the school district has a right to charge a $500 cash bond. Scheduling is done on a first come, first serve basis, but school-sponsored events trump other events, even if events have been scheduled. The form state that the use of keys is discouraged, but if issued, users need to follow “District key-control procedures.” These are all items that are reflected in
the template policy and/or regulation. Finally, the form states that future use may be denied if the rules are violated. The form has a signature line for the organization, and has check boxes for specific needs (like custodial staff). In addition, Cartwright incorporated rules to respond to specific problems they had on site, including excess noise is not allowed, time for use is limited to 7 a.m. to 9 p.m., and outlining parking procedures. In addition, Cartwright requires that for any event for more than two hours must either rent port-a-potties or pay for custodial services. Cartwright’s regulation also outlined that two consecutive past-due payments could result in suspension. Finally, Cartwright has established a unique process regarding problem resolution. It outlines a process for complaints (three levels), and is the only school district to have this procedure.

4. Application: Community Use Exhibit, Community Use of School Facilities, Request for Use of School Facilities (application form), Usually 1682

Cartwright has most of the components of the template, but titled the document “Community Use of School Facilities, Request for Use of School Facilities.” The information of the template is more organized and user friendly. The last section that outlined rules and responsibilities is different. It has several additional terms, relating to indemnification (paragraph on indemnification of the school district), insurances (more information on insurance requirements), authority (statement confirming signatory has authority), independent contractor (labels as an independent contractor relationship), and termination (can be done by the district.) After these components, there is a signature line. Next, there is entire paragraph on compliance, having an entire paragraph with applicable rules and policies. Then the organization has to sign under section one that it has read all the policies and will follow those policies. This section also has information relating to the athletic program. Under this portion of the agreement, have information relating to interscholastic sports policy and “Concussion in Youth Sports” information. Also, ties to concussion law AZ 15-341. This has the signature line for compliance section as well. The final portion has the checklist of needs and is more a tool for needed services. Specifically it has needed services/facilities (custodian, cook, special equipment – specifically listed out, keys).

5. Fees: Community Use Exhibit, Community Use of School Facilities, School Facilities User Fees, Usually 1683 and/or 1684

Cartwright has 3 categories for use, but only the first is named, “District Mission related use”. The policy outlines use of specific spaces (classroom, computer lab, library, cafeteria, Atkinson Middle School Pavilion, and Training Center.) It also lists specific recreational spaces (gymnasium and outdoor playfields). It also outlines school personnel by Food Services and custodial, and has specific paragraphs under each Class discussing charges. But, each paragraph has the same language. There is $25/hour fee for custodian outside of the normal working hours, and a minimum of ½ hour before and after the event will be charged. The principal can also charge $25/hour for the custodian during working hours. Furthermore, the policy requires a four
hour minimum for the training center. The training center and kitchen may have additional fees. Category I fees are waived, but not for custodial staff. The policy also has the information about contribution of goods and services.

<table>
<thead>
<tr>
<th>Class I: District Mission related use</th>
<th>Class II :</th>
<th>Class III :</th>
</tr>
</thead>
<tbody>
<tr>
<td>School-Sponsored Activities</td>
<td>Community College</td>
<td>Commercial</td>
</tr>
<tr>
<td>Teacher Organizations</td>
<td>Community Concerts</td>
<td>Profit-making</td>
</tr>
<tr>
<td>PTA/PTO Organizations</td>
<td>Churches</td>
<td>Private organization</td>
</tr>
<tr>
<td>School Clubs</td>
<td>Recitals</td>
<td></td>
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<tr>
<td>Booster Clubs</td>
<td>Cultural Organizations</td>
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<tr>
<td>Girl Scouts</td>
<td>Civic Organizations</td>
<td></td>
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<tr>
<td>Boy Scouts</td>
<td>Educational Organizations</td>
<td></td>
</tr>
<tr>
<td>Little League Programs</td>
<td>Government Organizations</td>
<td></td>
</tr>
<tr>
<td>Arizona Youth Soccer Organization</td>
<td>Service Organizations</td>
<td></td>
</tr>
<tr>
<td>Phoenix Parks and Recreation</td>
<td>Extended Day Resource Programs</td>
<td></td>
</tr>
</tbody>
</table>


Cartwright uses the template. The template states that school equipment can be used as long as it does not cost the school money. It is the superintendent who is responsible for issuing procedures to implement the policy. In addition, the policy specifically states that the district cannot be in competition for a local business providing the same equipment. The rental fees are either charged or waived as necessary, and the dollars are deposited into the civic center fund. Finally, the template requires full reimbursement for equipment for lost and damaged during use.

**Implementation**

For the 2012-2013 school year, Cartwright indicated a total of 60 community use requests and 54 approvals, of which two-thirds were for outdoor facilities, 35 were for recurring use, and approximately 90% were for recreational activities. The District’s Finance office houses shared use responsibility, and estimated that school facilities were used every day—21-40 times per month—by community groups during non-school hours. Use requests and schedules are tracked via spreadsheet. User groups are mainly comprised of youth sports leagues (which do not have to pay a fee), and afterschool City programs (PAC) are conducted at 4 of the district’s 20 schools. Unscheduled use is not possible at the district’s school sites, as playground and sports fields are locked and gated during non-school hours. District personnel supervision is only
Finding space to play

required for indoor events; outdoor user groups may be given keys to open the lot’s gates, or a custodian may open and close the lot before and after scheduled use. The district indicated that they publicized community use via website, and employee training about shared use was informal (case-specific guidance from supervisors). The shared use contact person noted that while the district was not proactive, it readily accepted community use requests. While there is a Governing Board philosophy that school buildings are community buildings, the district acknowledged that individual school principals can act as gatekeepers against community use, especially if they have had negative experiences with user groups in the past. The following factors were cited as ‘extremely or very important’ to the district in encouraging community use: public service, administrative efficiency, collaboration with community sports programs, meeting community health and physical activity needs, providing a safe environment to be active, lack of other recreational facilities in the area, building partnerships with community groups, building relationships with students’ families, building community support for school financial initiatives, and policy requirement. The following factors were cited as ‘extremely or very important’ barriers to community use: facilities safety concerns, incivilities, violent crime, liability concerns for supervised and unsupervised use, insurance, priority of use, limited hours of availability, limited space/facilities, fighting and bullying, and drug/alcohol use.

Website

Cartwright Elementary School District website can be found here: http://cartwright.schoolfusion.us/?sessionid=628d50fa133677d4335436973e3fe7e6&t

Cartwright does not have a “community” link that references community/recreational facility use. There is a policy link, but it just links to the ASBA policy. The website does not appear to reference community/recreational facility use anywhere. The student/parent handbook does not discuss community/recreational use.
Creighton Elementary School District

**Policy**

1. **General: Community Use School Board Policy, Usually 1650**

Creighton uses the template policy. It uses the words “leasing” and “renting” in referring to the use. Sixteen of the school districts use the template. The template is drawn in large part from the language of the state statute outlined above. This template has very strong language supporting community use, and lists recreational use as one of the purposes for use. The template talks about the “reasonable fee” and “education function,” mirroring the language of the statute. The template allows for the superintendent to determine when uncompensated use is appropriate and to recommend a fee schedule, including groups that fit into the uncompensated use list. Finally, it outlines the proof of liability insurance. In addition to those pieces of drawn from the statute, the template discusses scheduling and outlines that use cannot interfere with school-sponsored activity. Finally the template cross references the law relating to medical marijuana and board policies relating to interscholastic sports, concussion and head injury guidelines and information.

2. **Procedural: Community Use Regulations, Filing Procedures for Use of Equipment/Facilities, Usually 1662**

Creighton uses the template. The policy does not list a specific person who approves use. The template regulation requires the request to be made at least two weeks in advance. The principal of the school reviews the form for completeness and determines whether or not the facility is available, and then forwards to the district. It is the district representative that determines costs, insurance and other requirements. The principal then goes over the form with the requested user, including that the applicant knows the fees being charged. The policy states that fees and proof of liability insurance are required one week prior to use. The policy also outlines that the additional costs will be billed to the lessee.

3. **Rules: Community Use Exhibit, Community Use of School Facilities (the rules of use), Usually 1681**

Creighton uses the template language. The template states that a school district employee must be on site during the event, special wages apply to use of the kitchen and that those wages are paid for by the district. It also states organizations must obtain prior approval to sell, give, exhibit or display items. It also reiterates that organizations must have $1,000,000 in liability insurance and that the school district has a right to charge a $500 cash bond. Scheduling is done on a first come, first serve basis, but school-sponsored events trump other events, even if events
have been scheduled. The form state that the use of keys is discouraged, but if issued, users need
to follow “District key-control procedures.” These are all items that are reflected in the template
policy and/or regulation. Finally, the form states that future use may be denied if the rules are
violated. The form has a signature line for the organization, and has check boxes for specific
needs (like custodial staff).

3. **Application: Community Use Exhibit, Community Use of School Facilities, Request for Use of School Facilities (application form), Usually 1682**

Creighton has an agreement called: “Lease Permit for Use of School Facilities and Equipment.”
It lists out facility requested, it requires that the principal certifies availability, and for the
checkbox for facilities, it also includes showers/restrooms, playground area (lights/no lights),
custodian requested and key number. In addition the template, it requires the estimated number
of people, begin/end date, custodian name, telephone and emergency telephone, that the person
in charge be 21 years or older and need Arizona driver’s license. It also outlines special
equipment requested. The rules and regulations are as in 1681, and also includes: no glass on
fields, refreshments with prior approval of physical plant services office, extra fees for extra
clean-up, carry agreements while using campus, and details on key process. Finally, the
agreements outlines class definitions and fees, as outlined in 1683.

4. **Fees: Community Use Exhibit, Community Use of School Facilities, School Facilities User Fees, Usually 1683 and/or 1684**

Creighton uses the basic template. Creighton has three categories for use. The policy outlines
use of specific spaces (classroom, cafeteria, library, and district office). It specifically outlines
recreational spaces (gymnasium and playfields). It also specifically lists out League fees
(waived for Class I and $375/person for Classes II and III). In addition, Class II and III have a
charge for the first hour, and then lower rates (nearly half) for additional hours. It does not
specifically outline hourly costs for school personnel. Category I is waived for all use, but
nothing about personnel fees. The policy has language relating to contributed goods and services.

<table>
<thead>
<tr>
<th>Category I</th>
<th>Category II</th>
<th>Category III</th>
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<tbody>
<tr>
<td>• School-sponsored activities</td>
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<td>• School Clubs</td>
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<td>• Boy Scouts</td>
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<td>• Girl Scouts</td>
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<td>• Teacher Organizations</td>
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<td>• PTA/Organizations</td>
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<td>• Booster clubs</td>
<td>• Community college</td>
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<td>• Community concerts</td>
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<td>• Churches</td>
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<td>• Recitals</td>
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<td>• Cultural organizations</td>
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<td>• Civic organizations</td>
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<td>• Educational orgs</td>
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<td>• Government organizations</td>
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<td></td>
<td>• Service organizations</td>
<td></td>
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<tr>
<td></td>
<td>• Extended day resource programs</td>
<td>• Commercial or profit making organizations</td>
</tr>
</tbody>
</table>
5. **Equipment: School Board Policy on Authorized Use of School-Owned Materials and Equipment, Usually 1800**

Creighton uses the template. The template states that school equipment can be used as long as it does not cost the school money. It is the superintendent who is responsible for issuing procedures to implement the policy. In addition, the policy specifically states that the district cannot be in competition for a local business providing the same equipment. The rental fees are either charged or waived as necessary, and the dollars are deposited into the civic center fund. Finally, the template requires full reimbursement for equipment for lost and damaged during use.

**Implementation**

Creighton did not complete the online survey nor key informant interview.

**Website**

Creighton Elementary School District Homepage webpage is found here: [http://www.creightonschools.org/](http://www.creightonschools.org/)

Creighton does have a “community education” and a “community newsletter” link, however, neither reference community/recreational facility use. The policies are accessible and require little searching to find. One simply has to go to the “Governing Board” link and then a link to “district policies” appears as an option. There is a community education website, and on that page, there is a link to partnership. These partnerships include governmental entities, such as the City of Phoenix/Walking School Bus. The website does not appear to reference community/recreational facility use anywhere. Student/parent handbook were not found on the website. Using the search term “facilities use” did come up with additional items. There was a link to Physical Plant Services. Furthermore, there are links to individual school sites. It appears that information relating to use may be on the school-specific facility. For example, Lafayette School has a specific page about the role that community use played in the foundation of the school. Furthermore, there was an equipment use form found.
Fowler Elementary School District

Policy

1. General: Community Use School Board Policy, Usually 1650

Fowler uses the template policy. It uses the words “leasing” and “renting” in referring to the use. Sixteen of the school districts use the template. The template is drawn in large part from the language of the state statute outlined above. This template has very strong language supporting community use, and lists recreational use as one of the purposes for use. The template talks about the “reasonable fee” and “education function,” mirroring the language of the statute. The template allows for the superintendent to determine when uncompensated use is appropriate and to recommend a fee schedule, including groups that fit into the uncompensated use list. Finally, it outlines the proof of liability insurance. In addition to those pieces of drawn from the statute, the template discusses scheduling and outlines that use cannot interfere with school-sponsored activity. Finally the template cross references the law relating to medical marijuana and board policies relating to interscholastic sports, concussion and head injury guidelines and information.


Fowler diverges from the other districts. Fowler requires groups have prior approval by the school district (discussed more below). In addition, requests are made the principal, and the principal approves and schedules the event. The policy also states that rental fees, including employee fees, are made payable to the district and must be made in advance to the use. Fowler then uses 1662 in order to outline rules relating to use. This information is discussed in the next section.

3. Rules: Community Use Exhibit, Community Use of School Facilities (the rules of use), Usually 1681

As mentioned above, Fowler uses one policy to cover the procedure for use and the rules of use. Fowlers uses some of the rules outlined in the template for rules (1681), but also adds additional requirements for users. The rules include a requirement that users must confine activities to the facilities rented. It also requires an inventory of all contents and conditions of the facilities before and after use, and keys can’t be issued to outside organizations, except scouting and recreation leaders for particular rooms. The rules have language requiring that the user indemnify and hold the district harmless for injury or damages. It outlines the requirement for insurance, and that users are responsible for unusual wear and tear and/or damage to the school property. The rules state that organizations may be required to sign a Title IX complaint form and a hold-harmless
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agreement. The rules also say use is limited during irrigation runs or prolonged rains. Kitchen staff must be present during use. The policy allows the board to cancel an agreement, and also says that failure to comply with the rules may result in cancellation of existing or future agreements.

Similar to the template rules, users are required to take responsibility for behaviors of attendees and must provide competent adult supervision for the activity. As in the template, there is no gambling, alcohol or tobacco use. No use for profit-making enterprises. Finally, no equipment can be attached to the facility.

4. Application: Community Use Exhibit, Community Use of School Facilities, Request for Use of School Facilities (application form), Usually 1682

Fowler uses number 1681, but is titled “Organization Application for Use of School Facilities.” It generally uses the template, asking the purpose of the meeting, group size, time and date, type of space requested, specific organization officer, district personnel and equipment needed, and fees to be assessed. The application asks for insurance. The application diverges from the template in that it specifically added that users have to observe the rules, that the organization must take full responsibility for injuries, must pay fees and have insurance. Finally, Fowler’s agreement has a space to sketch the space for the arrangement. It does not have a checklist for custodial time or other services needed.

5. Fees: Community Use Exhibit, Community Use of School Facilities, School Facilities User Fees, Usually 1683 and/or 1684

Fowler has one policy, but it is a different number than other school districts, K-1682. Fowler has three categories for use. The policy outlines use of specific spaces (classroom, library, computer lab, and cafeteria). It also outlines that school personnel are required when using the specialized computer lab and gymnasium in the middle school. There is also a list with specific recreational spaces (gymnasium at the middle school and outdoor playfields). There are a three hour minimums for Class II and III. Category I is waived for all use. The fees also outline equipment fees (overhead projector, microphone, and TV/VCR) for $25/hour. The policy also outlines that a deposit may be required for equipment. There is also a $25/hour fee for all district staff for all categories. For a regular workday, it is $25/hour, but for a non-workday, there is a four hour minimum. Finally, the policy has the language about contributed goods and services.

<table>
<thead>
<tr>
<th>Category I</th>
<th>Category II</th>
<th>Category III</th>
</tr>
</thead>
<tbody>
<tr>
<td>• School-sponsored activities</td>
<td>• Community colleges or Universities (NOT at the request of or in partnership with the District)</td>
<td>Commercial or profit-making organizations</td>
</tr>
<tr>
<td>• School clubs</td>
<td>• Civic organizations</td>
<td></td>
</tr>
<tr>
<td>• Boy scouts</td>
<td>• Educational organizations</td>
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<tr>
<td>• Girl scouts</td>
<td>• Community concerts</td>
<td></td>
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<tr>
<td>• Little league programs</td>
<td>• Churches</td>
<td></td>
</tr>
<tr>
<td>• School-sponsored day care partnered with district</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>


Finding space to play

- Tolleson Union High School District Activities (incidental costs only)
- Teacher Organizations
- P.T.O. Organizations
- Booster clubs
- Arizona Youth Soccer Organization
- Community Colleges and Universities (at the request of or in partnership with the District)
- Recitals
- Cultural organizations
- Other Arizona public school districts
- Extended day resource programs
- Service organizations
- Governmental organizations
- Educational organizations
- Civic organizations


Fowler uses the same as the template, but adds two additional guidelines. The template states that school equipment can be used as long as it does not cost the school money. It is the superintendent who is responsible for issuing procedures to implement the policy. In addition, the policy specifically states that the district cannot be in competition for a local business providing the same equipment. The rental fees are either charged or waived as necessary, and the dollars are deposited into the civic center fund. The template requires full reimbursement for equipment for lost and damaged during use. Seventeen schools use the template. Finally, the two additional bullets are that no mechanical equipment to community, but in limited circumstances can be loaned to the school employees. The policy also specifically allows rental of desks, tables and chairs.

Implementation

For the 2012-2013 school year, Fowler indicated a total of 12 community use requests and 10 approvals, of which all were for indoor use, none were for recurring use, and approximately 0-10% were for purposes of physical activity. The District’s Facilities office houses shared use responsibility, and estimated that school facilities were used 1-5 times per month by community groups during non-school hours.

Low community usage was explained in terms of Fowler being a low economy district with other no-cost community use locations (i.e., churches) available for meetings, and high school facilities available for youth sports leagues. The most consistent user group seemed to be City departments that requested space for community meetings. Paper copies of the user request form and lease agreement were used to track and schedule community use. First time community user groups are required to bring their request to the School Board for approval. Unscheduled use is not possible at the district’s school sites, as playground and sports fields are locked and gated during non-school hours.
The district indicated that they did not publicize community use, and employee training about shared use was informal (case-specific guidance from supervisors). The shared use contact person noted that the district was concerned about community use, largely due to cost of overhead and potential damage to property. The following factors were cited as ‘extremely or very important’ to the district in encouraging community use: public service, meeting community health and activity needs, providing a safe environment to be active, building partnerships with community groups, building relationships with students’ families, and building community support for school financial initiatives. The following factors were cited as ‘extremely or very important’ barriers to community use: facilities safety concerns, incivilities, violent crime, liability concerns for supervised and unsupervised use, insurance, lack of community, staffing, cost of maintenance, and drug/alcohol use.

**Website**

Fowler Elementary School District Homepage is found here: [http://www.fesd.org/](http://www.fesd.org/)

Fowler does not have a “community” link that references community/recreational facility use on the website. The district policies are not accessible to the public. The website does not appear to reference community/recreational facility use anywhere. It does have a “facilities” link; however there is nothing under the link that references community/recreational use. There was nothing in the student or parent code of conduct that referenced or discussed community/recreational use of facilities. Searches for facilities use, facility use and community use did not produce information about recreational opportunities on school property.
Policy

1. General: Community Use School Board Policy, Usually 1650

Isaac uses the template policy. It uses the words “leasing” and “renting” in referring to the use. Sixteen of the school districts use the template. The template is drawn in large part from the language of the state statute outlined above. This template has very strong language supporting community use, and lists recreational use as one of the purposes for use. The template talks about the “reasonable fee” and “education function,” mirroring the language of the statute. The template allows for the superintendent to determine when uncompensated use is appropriate and to recommend a fee schedule, including groups that fit into the uncompensated use list. Finally, it outlines the proof of liability insurance. In addition to those pieces of drawn from the statute, the template discusses scheduling and outlines that use cannot interfere with school-sponsored activity. Finally the template cross references the law relating to medical marijuana and board policies relating to interscholastic sports, concussion and head injury guidelines and information.


Isaac uses the template. The policy does not list a specific person who approves use. The template regulation requires the request to be made at least two weeks in advance. The principal of the school reviews the form for completeness and determines whether or not the facility is available, and then forwards to the district. It is the district representative that determines costs, insurance and other requirements. The principal then goes over the form with the requested user, including that the applicant knows the fees being charged. The policy states that fees and proof of liability insurance are required one week prior to use. The policy also outlines that the additional costs will be billed to the lessee. In addition to the template, Isaac added in that athletic fields need to be requested four weeks in advance.

3. Rules: Community Use Exhibit, Community Use of School Facilities (the rules of use), Usually 1681

Isaac uses the template language. The template states that a school district employee must be on site during the event, special wages apply to use of the kitchen and that those wages are paid for by the district. It also states organizations must obtain prior approval to sell, give, exhibit or display items. It also reiterates that organizations must have $1,000,000 in liability insurance and that the school district has a right to charge a $500 cash bond. Scheduling is done on a first come, first serve basis, but school-sponsored events trump other events, even if events have been
Finding space to play

4. **Application: Community Use Exhibit, Community Use of School Facilities, Request for Use of School Facilities (application form), Usually 1682**

Isaac uses the template. It has the name of the organization, the facility requested, the purpose of the use, the specific location, the dates and times, and the event admission charge (with specifics and proceeds information). The form then has information for the school district representative relating to rental fee information, recommendations for approval and information about the denial. It has a signature line and a timeframe for submission. Finally, the agreement has a checklist for the user relating to services, such as whether custodial services are needed, when to open and close the building, how much time is needed for clean-up, when custodial staff needs to be at the event, and the estimated number of hours.

5. **Fees: Community Use Exhibit, Community Use of School Facilities, School Facilities User Fees, Usually 1683 and/or 1684**

Isaac has one policy, K-1683. It has four categories for use. The policy states that classifications are subject to District definition and exceptions are made on a case-by-case basis. The policy also states Parks/Recreation Programs need separate agreement. The policy outlines use of specific spaces (classroom, music/band/strings, art, science lab, cafeteria/kitchen, media center, computer lab, and board room). It also lists recreational spaces (gymnasium, weight room, and sports field.) It also outlines school personnel costs by regular time and overtime. There are no charges for custodian during regular time, but $25/hour for overtime. Certified teachers are paid $25, and $10 for security. The chart states that users must contact nutritional services for food service worker costs. Category I is waived for all use, but not for school personnel. The policy also has language about contributed goods and services.

<table>
<thead>
<tr>
<th>Category I: District fees related to use</th>
<th>Category II: Non-profit/student related</th>
<th>Category III : Non-profit/student related</th>
<th>Class IV: Commercial and/or profit-making individuals or organizations</th>
</tr>
</thead>
<tbody>
<tr>
<td>• School-sponsored activities</td>
<td>• Teacher Organizations</td>
<td>• Community college</td>
<td>• None specifically listed</td>
</tr>
<tr>
<td>• Staff and student groups</td>
<td>• Booster clubs</td>
<td>• Community concerts</td>
<td></td>
</tr>
<tr>
<td>• School teams</td>
<td>• Boys/girls scouts</td>
<td>• Churches</td>
<td></td>
</tr>
<tr>
<td>• School-related groups (PTO, PTSO, PTA,</td>
<td>• Little League Program</td>
<td>• Recitals</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Non-profit performing</td>
<td>• Cultural organizations</td>
<td></td>
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<tr>
<td></td>
<td>• Boys/girls clubs</td>
<td>• Political organization</td>
<td></td>
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<tr>
<td></td>
<td>• Community sports</td>
<td></td>
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</tbody>
</table>
Finding space to play

<table>
<thead>
<tr>
<th>Units of state and federal governments for benefit of community</th>
</tr>
</thead>
<tbody>
<tr>
<td>Staff development activities providing job related training classes for District Personnel</td>
</tr>
<tr>
<td>School clubs</td>
</tr>
<tr>
<td>Parent councils</td>
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<tr>
<td>and District approval</td>
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<tr>
<td>Arizona Youth Soccer Organization</td>
</tr>
<tr>
<td>YMCA</td>
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<tr>
<td>National or state educational or employee organizations</td>
</tr>
<tr>
<td>State, county, and federal educational institutions</td>
</tr>
<tr>
<td>Units of federal, state, and local government or local civic groups</td>
</tr>
</tbody>
</table>

6. **Equipment: School Board Policy on Authorized Use of School-Owned Materials and Equipment, Usually 1800**

Isaac uses the template. The template states that school equipment can be used as long as it does not cost the school money. It is the superintendent who is responsible for issuing procedures to implement the policy. In addition, the policy specifically states that the district cannot be in competition for a local business providing the same equipment. The rental fees are either charged or waived as necessary, and the dollars are deposited into the civic center fund. Finally, the template requires full reimbursement for equipment for lost and damaged during use.

**Implementation**

Isaac did not complete the online survey nor key informant interview.

**Website**

Isaac Elementary School District Homepage can be found here: [http://www.isaacschools.org/](http://www.isaacschools.org/)

Isaac does not have a “community” link that references community/recreational facility use on the website. The district policies are fairly accessible to the public. One can go to the “Governing Board” link and a drop down will appear with a link to “Governing Board Policy and information.” One can also go to the “parent resources” link and a “District policies and procedures” link will show up as a drop down option. The website does not appear to reference community/recreational facility use anywhere, including under its “forms” section. There is nothing in the 2013-2014 “Certified Handbook” that references or discusses community/recreational use of facilities.
Policy

1. General: Community Use School Board Policy, Usually 1650

Kyrene uses the template policy. It uses the words “leasing” and “renting” in referring to the use. Sixteen of the school districts use the template. The template is drawn in large part from the language of the state statute outlined above. This template has very strong language supporting community use, and lists recreational use as one of the purposes for use. The template talks about the “reasonable fee” and “education function,” mirroring the language of the statute. The template allows for the superintendent to determine when uncompensated use is appropriate and to recommend a fee schedule, including groups that fit into the uncompensated use list. Finally, it outlines the proof of liability insurance. In addition to those pieces of drawn from the statute, the template discusses scheduling and outlines that use cannot interfere with school-sponsored activity. Finally the template cross references the law relating to medical marijuana and board policies relating to interscholastic sports, concussion and head injury guidelines and information.


Kyrene uses regulation the number 1661 for the process information. It specifically allows the facility or school to approve the request, rather than just check for availability as in the template. Then, once the facility or school approves the request, the district is responsible for the rest of the process, including notifying the applicant if the request is denied. The information is the same as in the template, but is framed differently, including providing examples of the requirements of the process. Insurance has to be provided two weeks prior to the event. An invoice confirming approval and fees is sent by the district.

3. Rules: Community Use Exhibit, Community Use of School Facilities (the rules of use), Usually 1681

Kyrene’s 1681 is a lease form that has the rules included, but does not have a specific regulation on the rules. Information in the lease is discussed below.
4. **Application: Community Use Exhibit, Community Use of School Facilities, Request for Use of School Facilities (application form), Usually 1682**

Kyrene has two forms. The basic form is numbered 1681, “Community Use of School Facilities: Request for Use. It is a user-friendly form to request use. There is general user information. It also requires that requests be made 10 days prior, but payment also due 10 days prior. There is also a nonrefundable $15 fee, and a $25 fee if cancel without 5 days notice. Unlike other forms, this allows for a credit card number on the form. There is a chart for specifics on use – date/times, school, space, age group, number of participants, if outdoor, and restrooms needed. There are also specifics on activity, number of kids, whether serving children in the district and what percentage that is, and equipment needed.

Kyrene has a very different lease agreement, “Community Use of School Facilities: Lease Agreement Use Agreement for Categories IIA, IIB, IIC, III, and IV” – called K-1662 (which is filing procedures for other districts). This document is very heavy with legal information. The document uses different numbers than other districts, and is 11 pages. There are no specifics on the specific event use. The specifics are on a separate form to request use. There is no cross reference in this document. The first paragraph lists out all the district policies, but lists only the letters, rather than the numbers. The agreement has an indemnification section, and it is a very dense paragraph. The agreement lists out the mandatory insurance agreement. The agreement requires a right to release if default or agreement terminated, as well as there being no right to assign the use or sublet. The agreement allows for a deposit for $250. There are several sections on specifics on what cannot do (i.e. fireworks, obstruction of doorways, posting flyers). There are several more sections on liability/legal responsibility, including liability for lessee property (another waiver), that the relation is not employee relationship with district, information about lost or misplaced articles/abandoned equipment, requirement to get any permits or licenses needed, information on possible need to provide security, and requirement to observe all laws, including copyright approval. In additional, the agreement has language on objectionable performances, specifics on advertising (very specific on how users can advertise an event), information on suspension or termination of use, conflicts of interest (citing to 38-511). The agreement provides priority is to be given to district activities, and can cancel (preferably not without a 48 hour notice). Later in the agreement, states district can consider rescheduling upon the request of additional groups with one week notice. In later section, it states 24 hours minimum notice to reschedule for school activity. The agreement has information on cancellation and default language. The agreement outlines specific terms of use (a static list) which talks about supervision, taking care of facility, and the rules (although different than the rules policy). There are specific paragraphs on kitchen use and information relating to storage. The last three pages is “lessee agrees”, which has to do with the billing and care of the facility. It also outlines specifics on concessions and sale of items during event, and does not all for glass or excessive loudness. The agreement specifically states disagreements need to go to arbitration,
based on ARS 12-1518 and 12-133. At the end, says that fees due 10 days prior to use, which differs from other statements of timeline.

5. Fees: Community Use Exhibit, Community Use of School Facilities, School Facilities User Fees, Usually 1683 and/or 1684

Kyrene has a complicated category structure. There is a user guide that outlines how the categories are outlined, and how the board monitors organizations. On the website, the policy is listed as K-1682, but other policies found are split into two policies (K-1683 and K-1684). The categories are split different ways depending on which policy. Kyrene has the most complicated system for group categorization. Class I has either four or five subcategories, with 23 specific groups listed just in Class I. Class II is broken into four to six subgroups, including “sports,” and has 29 specific groups. There is considerable overlap in the categories. For example, child care groups are listed in several of the subcategory. Class III and IV have either no subcategories or two subcategories (depending on which policies being analyzed), with each having seven specific groups listed. Category IV relates to for-profit and the catch-all for any groups not fitting the other categories.

The policy outlines use of specific spaces (classroom, MPR Elementary and Middle School, library, and computer lab). The policy also lists recreational spaces (gymnasium, elementary and middle school fields and courts, and field lights) It also outlines additional costs for custodial staff, restrooms, and chiller/heater start-up cost). The fees are also complicated, with the schedule being split to fees on school days until 8:30 p.m. and the fees on school closure days (weekends, holidays, and after 8:30pm), on the policies listed in K-1684. But, level of distinction is not reflected in the fee chart found on the ASBA website (K1682). Fees are generally waived for all Class I groups, except for other hourly fees. Fee policy specifically states that groups must provide proof of insurance.

In K-1682, has an “other hourly fees” that lists out custodial fees, childcare, field lights, parking lots and restrooms. These are waived for Class 1. The policy also has “special equipment fees”, including podium, wireless handheld microphones, VCR/monitor, overhead projectors, electronic scoreboards and equipment, public address system, and seating set-up. In addition, K-1682, there are other fees listed: cancellation or penalty fees ($25), change processing fee ($15/change), insufficient funds fees ($25/occurrence), storage fee ($1/square foot/month), 2 acres vacant land ($65/day, not to exceed 90 days). Child care programs are listed separately. This policy has the consolidated goods and services fees.

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### Category I:

- **Class ED**
- Category I(A) - Class EC
- Category I(B) - Class EC
- Category I(C) - Class EC
- Category I(D) - Class EC

<table>
<thead>
<tr>
<th>PTA</th>
<th>PTO</th>
<th>Boosters</th>
<th>Election Voting</th>
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</tbody>
</table>

- Kyrene sponsored
- Community Schools programs (Supplemental Education)
- Student-initiated groups or clubs or councils
- District-sponsored staff groups or clubs or events
- District-sponsored school-teams, approved camps/clinics.
- Teacher organizations
- Professional development programs for KSD employees provided by KSD
- School-sponsored activities

- Volunteer* groups serving Kyrene (*receive no financial gain/benefit).
- Organizations directly associated with KSD
- Site councils or parent-teacher organizations
- PTO, PTSO
- Native American Parent Advisory Committee
- PTA
- Boosters

- Foundations
- A 501(c)3 organization whose mission is to benefit the KSD

- Elections
- Maricopa County Elections Department

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### Category II(A)-Class EC

- Boy Scouts
- Girl Scouts
- ASU
- NAU
- Rotary
- Kiwanis
- Jaycees

- Youth serving (directly and indirectly).
- Non-profit youth organizations (not paid and do)

- Youth serving
- Nonprofit child-care that meets the educationa l function of KSD (as)

- National or state educational organizations providing services for instructional purposes
- Youth serving
- Nonprofit youth organizations not meeting the

- Youth-Serving Athletic Leagues, Enrichmen t Classes
- Enrichmen t Classes

- Child Care Programs

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ED = Organizations associated with the Kyrene School District and civic activities held without charge to the public
- Kyrene Community Schools Foundation
- not derive a financial benefit
- Groups providing educational services at the request of the District for a fee to the participants who are ninety percent (90%) KSD.
- Nonprofit, nonschool-sponsored youth service organizations
- Adult service organizations.
- determine by evaluation
- Child-care
- Ahwatukee YMCA
- Kid Zone
- volunteer group criteria in IIA.
- Youth-serving organizations
- Public agency, parks/recreation, governmental agency
- Sports groups
- Child-care that does not meet the educational function of KSD (as determined by evaluation).
- Little Leagues (Ahwatukee Little League [ALL], Mountain Pointe Pony League [MPPL], Southeast Valley [SEV]), Arizona Youth Soccer Organization (AYSO).
- Sport camps, clubs, instruction, theatre or music groups or clubs.

| Category II (A) Class ED - Non-Profit Youth Civic-Service Organizations serving current Kyrene students, Institutions of Higher Learning (when jointly sponsored by the District) and Non-Profit Adult Service Organizations |
| Category II E(B) - Youth Programs provided by cities, towns & non-profit organizations |
| Category II(C)-Class ED: Child Care Programs |

<table>
<thead>
<tr>
<th>Category III-Class EC</th>
<th>Category III-Class ED</th>
<th>Category IV-Class EC</th>
<th>Category IV-Class ED</th>
</tr>
</thead>
<tbody>
<tr>
<td>• HOA Rotary, Kiwanis</td>
<td>• Non Profit Civic or Religious Organizations</td>
<td>• Profit making</td>
<td>• commercial or profit-making organizations</td>
</tr>
<tr>
<td>• Churches</td>
<td>• Homeowners' Associations</td>
<td>• Any organization not falling into other categories</td>
<td>• Charter Schools</td>
</tr>
<tr>
<td>• ASU, NAU</td>
<td>• Institutions of higher learning (when self-</td>
<td>• Commercial organizations or individuals</td>
<td>• Any organization not falling into Categories I, II or</td>
</tr>
<tr>
<td></td>
<td>determine)</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Kyrene uses the template. The template states that school equipment can be used as long as it does not cost the school money. It is the superintendent who is responsible for issuing procedures to implement the policy. In addition, the policy specifically states that the district cannot be in competition for a local business providing the same equipment. The rental fees are either charged or waived as necessary, and the dollars are deposited into the civic center fund. Finally, the template requires full reimbursement for equipment for lost and damaged during use.

**Implementation**

For the 2012-2013 school year, Kyrene indicated a total of 140 community use requests and approvals, of which over half were for outdoor facilities (81), the vast majority (133) were for recurring use, and approximately 80-90% involved physical activities. The District’s Community Education and Outreach Department houses shared use responsibility, and estimated that school facilities were used every day—41 or more times per month—by community groups during non-school hours. Use requests and schedules are tracked via electronic records; individual schools manage their own use calendars, and the district is in the process of developing a software system for scheduling, booking, billing, and tracking revenue. User groups are diverse, including youth sports organizations, churches, Boy/Girl Scouts, PTOs, HOAs, and the Cities of Phoenix, Tempe, and Chandler.

Kyrene District, as well as the City, run programs for children and adults at school sites before school, after school, and on the weekends. All non-district users pay fees for facility use. Unscheduled use is possible at some of the district’s school sites where playground and sports fields areas are not locked and gated during non-school hours. District personnel supervision is only required for indoor events; for outdoor use, staff is only required to lock and unlock the area before and after the scheduled activity. Due to heavy use requests, the district opens three different season-based ‘windows’ for requests each year; the window never closes, it just marks the beginning of a first-come first-serve reservation policy. A web-based calendar where user groups could see availability and submit requests online was noted as a potential improvement to shared use implementation. The district indicated that they publicized community use via website, and trained employees about shared use at staff meetings, on-the-job training, and
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through direct supervisory guidance on case-by-case bases. The Governing Board’s philosophy is that school buildings should be a community hub and inviting to people.

The following factors were cited as ‘extremely important’ to the district in encouraging community use: public service, administrative efficiency, collaboration with community sports programs, meeting community health and physical activity needs, providing a safe environment to be active, lack of other recreational facilities in the area, building partnerships with community groups, building relationships with students’ families, building community support for school financial initiatives, and policy requirement. The following factors were cited as ‘extremely or very important’ barriers to community use: incivilities, liability concerns for supervised and unsupervised use, insurance, priority of use, lack of support from school or district, limited hours of availability, and limited space/facilities.

Website

Kyrene Elementary School District Homepage is found here: [http://www.kyrene.org/Page/1](http://www.kyrene.org/Page/1). Kyrene does reference “community” under the “programs and services” link on the homepage. There is a “facilities rental” link option under the “programs and services” link. The facilities rental link tells how to get a request form and also has a link to “User Guide”, which outlines details of facility rentals. There are also links available of this page, located on the vertical navigation bar, that link to, “how to rent facilities” page, and FAQ about renting facilities, a user guide and district map.

The district policies are fairly accessible to the public. One must go to the “parents” link and click on it. Once under the “parents” link, there is a link for the “board policy Manual,” which brings a user directly to the district policies. One can also access the policies by going to the “governing board” link under “administration” link on the homepage. Once under the “governing board” link there is an option for “Policy Manual,” which brings a user directly to the district policies. Lastly, the 2012-2013 “Kyrene Family Handbook” references recreational use on page 12, under the “after hours” paragraph. It states as follows:

Kyrene After Hours is the premier program for middle school students. This exciting and fun experience will provide a safe and enriching place for middle school students to be before or after school. Activities may include: video games, cooking projects, recreation style games such as air hockey, sports, fine arts, service learning projects and homework time. This program is offered during the school year, summers, and during some school closure days. [www.kyrene.org](http://www.kyrene.org)

Kyrene’s page also has a Community Education and Outreach page, which includes a customer survey, found here: [http://www.kyrene.org/Page/1253](http://www.kyrene.org/Page/1253).

Community Use of District Facilities: [http://www.kyrene.org/Page/1148](http://www.kyrene.org/Page/1148)
Finding space to play

Facility Use User Guide:

Facility Use Request Form:
1. **General: Community Use School Board Policy, Usually 1650**

Laveen uses the template policy. It uses the words “leasing” and “renting” in referring to the use. Sixteen of the school districts use the template. The template is drawn in large part from the language of the state statute outlined above. This template has very strong language supporting community use, and lists recreational use as one of the purposes for use. The template talks about the “reasonable fee” and “education function,” mirroring the language of the statute. The template allows for the superintendent to determine when uncompensated use is appropriate and to recommend a fee schedule, including groups that fit into the uncompensated use list. Finally, it outlines the proof of liability insurance. In addition to those pieces of drawn from the statute, the template discusses scheduling and outlines that use cannot interfere with school-sponsored activity. Finally the template cross references the law relating to medical marijuana and board policies relating to interscholastic sports, concussion and head injury guidelines and information.

2. **Procedural: Community Use Regulations, Filing Procedures for Use of Equipment/Facilities, Usually 1662 -**

Laveen uses the template. The policy does not list a specific person who approves use. The template regulation requires the request to be made at least two weeks in advance. The principal of the school reviews the form for completeness and determines whether or not the facility is available, and then forwards to the district. It is the district representative that determines costs, insurance and other requirements. The principal then goes over the form with the requested user, including that the applicant knows the fees being charged. The policy states that fees and proof of liability insurance are required one week prior to use. The policy also outlines that the additional costs will be billed to the lessee.

3. **Rules: Community Use Exhibit, Community Use of School Facilities (the rules of use), Usually 1681**

Laveen uses the template language. The template states that a school district employee must be on site during the event, special wages apply to use of the kitchen and that those wages are paid for by the district. It also states organizations must obtain prior approval to sell, give, exhibit or display items. It also reiterates that organizations must have $1,000,000 in liability insurance and that the school district has a right to charge a $500 cash bond. Scheduling is done on a first come, first serve basis, but school-sponsored events trump other events, even if events have been scheduled. The form state that the use of keys is discouraged, but if issued, users need to follow “District key-control procedures.” These are all items that are reflected in the template policy.
and/or regulation. Finally, the form states that future use may be denied if the rules are violated. The form has a signature line for the organization, and has check boxes for specific needs (like custodial staff).

4. **Application: Community Use Exhibit, Community Use of School Facilities, Request for Use of School Facilities (application form), Usually 1682**

Laveen uses the template. It has the name of the organization, the facility requested, the purpose of the use, the specific location, the dates and times, and the event admission charge (with specifics and proceeds information). The form then has information for the school district representative relating to rental fee information, recommendations for approval and information about the denial. It has a signature line and a timeframe for submission. Finally, the agreement has a checklist for the user relating to services, such as whether custodial services are needed, when to open and close the building, how much time is needed for clean-up, when custodial staff needs to be at the event, and the estimated number of hours.

5. **Fees: Community Use Exhibit, Community Use of School Facilities, School Facilities User Fees, Usually 1683 and/or 1684**

Laveen did not have the fees listed on the website or in the policies.

6. **Equipment: School Board Policy on Authorized Use of School-Owned Materials and Equipment, Usually 1800**

Laveen uses the template. The template states that school equipment can be used as long as it does not cost the school money. It is the superintendent who is responsible for issuing procedures to implement the policy. In addition, the policy specifically states that the district cannot be in competition for a local business providing the same equipment. The rental fees are either charged or waived as necessary, and the dollars are deposited into the civic center fund. Finally, the template requires full reimbursement for equipment for lost and damaged during use.

**Implementation**

Laveen did not complete the online survey nor key informant interview.

**Website**

Laveen Elementary School District Website can be found here: [http://www.laveeneld.org/](http://www.laveeneld.org/)

Laveen has a “Facilities” tab. It has a link to “rental Contract Information.” This link provides phone information of how to get the information, rather than links to school board agreements. The district policies are not accessible to the public. The website does not appear to reference community/recreational facility use anywhere. It does have a link for intramural sports, but the link does not provide any information about facilities use. Student/parent handbook were not found on the website. Searches for facilities use, facility use, or community use did not result in additional information.
Littleton Elementary School District

Policy

1. General: Community Use School Board Policy, Usually 1650

Littleton uses the template policy. It uses the words “leasing” and “renting” in referring to the use. Sixteen of the school districts use the template. The template is drawn in large part from the language of the state statute outlined above. This template has very strong language supporting community use, and lists recreational use as one of the purposes for use. The template talks about the “reasonable fee” and “education function,” mirroring the language of the statute. The template allows for the superintendent to determine when uncompensated use is appropriate and to recommend a fee schedule, including groups that fit into the uncompensated use list. Finally, it outlines the proof of liability insurance. In addition to those pieces of drawn from the statute, the template discusses scheduling and outlines that use cannot interfere with school-sponsored activity. Finally the template cross references the law relating to medical marijuana and board policies relating to interscholastic sports, concussion and head injury guidelines and information.


Littleton also has a different process than the template. The policy states that the requestor enters into a “binding contract” with the district, which contains the responsibilities of each party, the period of time the agreement is in effect, the payment due, and terms of the payment. The forms are downloaded from the school district website, and then are provided to the school site principal or district office. The director or principal shall review the submitted request for necessary information and appropriate signatures. The principal must provide the district with a reason if denied. The District business office verifies costs, evidence of insurance and other requirements. The principal must notify the user of approval, and any internal work orders needed to render services. The principal also has to get a signature confirming the costs. Payments in must be received in advance, and the user also has to provide insurance one week prior to the event.

3. Rules: Community Use Exhibit, Community Use of School Facilities (the rules of use), Usually 1681

Littleton uses a different structure for the rules exhibit, and uses bolded headings to communicate the information. The language states that outside organizations requesting use of facilities will be granted only if it is of benefit to the community and residents. Similar to the template, it then outlines insurance requirements ($1,000,000) and submitted in advance to the school district. The supervision section outlines that organization must provide supervision of
the event, school district personnel must be present, and a security guard paid for by the user must be present for activities held after normal school hours. The language also outlines requirements for custodial services. There is also language about fees. The policy then lists the rules for use. It includes information about not fundamentally altering the premises (nails, painting, etc.) It also states no alcohol or tobacco use, and no food and drinks in the classrooms. There is information relating to school-related groups, including the process to request for use. The requests must be submitted by a school employee. There are specific rules for school-related activities: follow fire/safety rules, arrive/depart during specific times of use, assume responsibility for injuries and damages, and insurance requirements. In addition, there are requirements for decorations and making alterations to the premises. There are specific requirements for security (one security officer for up to 100 people, and two security officers for events with more than 100 people. Finally the language specifically states use is not for profit. Then, this policy is used as the application, specifically titled as “Part of Application.” The application has a group/organization list. It states that the responsible party must be at least 21 years old, and requires her to have a driver’s license number. The basic terms of the agreement includes dates and times for use, purpose of use, estimated number of people, and specific list of schools/facilities requesting for use. The application has the template language for the checklist of needs. It has a district approval line, and a fees section, including that Class IA have no charge. The application only has Class IB and II, so it appears this application is not for other categories. The language states that fees must be paid in money order or cashier’s check, and must be paid 14 days prior to use.

4. Application: Community Use Exhibit, Community Use of School Facilities, Request for Use of School Facilities (application form), Usually 1682

Littleton uses 1682 to outline the rules of use. It starts specifically with liability and that users are responsible for any insurance and damages. Unique language includes that for grants over $50,000, the request will be reviewed by administration. After that information, the rules are listed out with bullets. It does not follow the template, although has many of the same components. The user cannot interfere with student educational programs. A school district employee must be on duty unless prior arrangements are made. It requires supervision, and prohibits alcohol or tobacco. It prohibits items being sold on school premises. Wages are paid by school district, not user. Cafeteria use may require other fees. Issuing keys is discouraged, but if no alternative, then principal can issue and retrieve keys. There is language that users must follow rules and regulations. As with 1681, it requires users to arrive/depart as specified and that users assume responsibility for all injuries and damages. Users are required to pay fees, and as in the template, the district can charge $500 deposit. It reiterates insurance requirements and security officer requirements (1 for less than 100 people, and 2 for more than 100). Finally, there is no advertising the event until final approval. Unique to Littleton is that users must sign the rules. There is signature line below.
5. **Fees: Community Use Exhibit, Community Use of School Facilities, School Facilities User Fees, Usually 1683 and/or 1684**

Littleton uses the template format. Littleton has three categories for use. Class I is split between Class IA and Class IB: no charge for district mission related use or cost reimbursement for district mission related use below. This distinction is not made in the policy found on the district website, but is what is found on the ASBA website. Those two policies are different.

For the policy found through website review, not the ASBA, the policy outlines use of specific spaces (classroom, cafeteria/kitchen, high school commons area, computer lab, and stage). It also outlines specific recreational spaces (gymnasiums, football stadium and other outdoor playing fields). The policy also states that an employee will be present during the time the facility is being rented. Payment for these services in excess of the rental fee will be paid at the time of application, but it does not list the amount. Fees are waived if employees are already on duty. As for space rent, Category I fees are waived in the policy found on the district website, but not on the ASBA website. The policy on the ASBA website charges for IB and Class II, and has a split for the policy on the ASBA website, the costs are different. The rental facilities are also different. The spaces available for rental include classroom, library/media center, technology, cafeteria, playground (with and without lights), and “miscellaneous”. And, the costs are split by refundable deposit, hourly rental and personnel/services (required for Class II only.) The website policy only outlines Class I and II, and not Class III. Class IB is waived for Classrooms, but not for Library/media centers, technology, cafeteria, playground without lights, and the parking lot, but not for other facilities. Class I is charged a refundable deposit, including $75 for playground with field lights, and $40 without.

For the chart listed below, the groups are listed, but Class I is split between A and B.

<table>
<thead>
<tr>
<th>Category IA: District Mission related use</th>
<th>Category I: Cost reimbursement for district related use</th>
<th>Category II</th>
<th>Category III</th>
</tr>
</thead>
<tbody>
<tr>
<td>• School-sponsored activities</td>
<td>• Boy Scouts</td>
<td>• Community College</td>
<td>• Commercial or profit-making organizations</td>
</tr>
<tr>
<td>• School clubs</td>
<td>• Girl Scouts</td>
<td>• Community concerts</td>
<td></td>
</tr>
<tr>
<td>• School booster clubs</td>
<td>• Little League Program</td>
<td>• Churches</td>
<td></td>
</tr>
<tr>
<td>• Teacher Organizations</td>
<td>• Arizona Youth Soccer Organization</td>
<td>• Recitals</td>
<td></td>
</tr>
<tr>
<td>• PTA/Organizations</td>
<td>• Pop Warner Football</td>
<td>• Cultural Organizations</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Civic Organizations</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Educational Organizations</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Government organizations</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Service organizations</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Extended day resource programs</td>
<td></td>
</tr>
</tbody>
</table>

Littleton uses the template. The template states that school equipment can be used as long as it does not cost the school money. It is the superintendent who is responsible for issuing procedures to implement the policy. In addition, the policy specifically states that the district cannot be in competition for a local business providing the same equipment. The rental fees are either charged or waived as necessary, and the dollars are deposited into the civic center fund. Finally, the template requires full reimbursement for equipment for lost and damaged during use.

Implementation

For the 2012-2013 school year, Littleton indicated a total of 40 community use requests and 38 approvals, of which about half were for indoor use, 25 were for recurring use, and approximately 50-60% involved physical activity.

The District’s Operations Department houses shared use responsibility, and estimated that school facilities were used 6-10 times per month by community groups during non-school hours. A shared Outlook calendar is used to manage community use events, and the Operations Administrative Secretary as the only person with add/edit capabilities. A spreadsheet is used for financial management and logistical tracking of community use, and this is shared with the Board at monthly meetings. Recurring users can opt for weekly, monthly, or yearly invoice payment plans.

Little leagues are the primary user groups, but churches and HOAs also regularly lease facility space. Unscheduled use is not possible at the district’s school sites, as playground and sports fields are locked and gated during non-school hours, and border alarm systems are activated. The presence of district staff is required during all indoor and outdoor community use to provide access to the space, address any facilities issues that arise, and ensure that the space is left in a condition ready for student use.

The district indicated that they publicized community use via website and networking with community groups; on-the-job training about shared use was provided for relevant employees, and additional training occurred via topics at staff meetings. The shared use contact person noted that while the district was not proactive, it readily accepted community use requests. The following factors were cited as ‘extremely or very important’ to the district in encouraging community use: public service, collaboration with community sports programs, providing a safe environment to be active, building partnerships with community groups, building relationships with students’ families, and building community support for school financial initiatives. The following factors were cited as ‘extremely or very important’ barriers to community use: facilities safety concerns, incivilities, liability concerns for supervised and unsupervised use, insurance, limited hours of availability, staffing, cost of personnel, cost of maintenance, fighting and bullying, and drug/alcohol use.
Finding space to play

**Website**

Littleton Elementary School District Homepage can be found here: [http://www.littletonaz.org/](http://www.littletonaz.org/)

Littleton has a “community” link option at the home page. However, the link does not reference community/recreational facilities use. The district policies are fairly accessible to the public. One must go to the “About us” link and click on the “governing board” dropdown option. Once under the “governing board” link, there is an option for the “board policy Manual,” which brings a user directly to the district policies. Student/parent handbook information was not found on the website. Further, there is nothing in the “Athletic Handbook” that references or discusses community/recreational use of facilities. Under the “departments tab” link on the horizontal navigation bar there is an “operational services” link that links to a page describing community use of school facilities. It provides a link to a use of facility application, operational services staff and contacts, and outline of the purpose of the Operational Services department.

The application contains facilities available for lease, including fields, parking lots and playgrounds, fee estimate and organization classification, and user agreement list. The placement of this information is a bit confusing, as the visitor of the website would have to know that the operational services department addresses community use of facilities. On no other Maricopa County district website has there been such a department mentioned so the placement of this information is inconsistent.

Operational Services Department, Community Use of School Facilities: [http://www.littletonaz.org/index.cfm?pID=7495](http://www.littletonaz.org/index.cfm?pID=7495)


Policy

1. General: Community Use School Board Policy, Usually 1650

Madison uses the template policy. It uses the words “leasing” and “renting” in referring to the use. Sixteen of the school districts use the template. The template is drawn in large part from the language of the state statute outlined above. This template has very strong language supporting community use, and lists recreational use as one of the purposes for use. The template talks about the “reasonable fee” and “education function,” mirroring the language of the statute. The template allows for the superintendent to determine when uncompensated use is appropriate and to recommend a fee schedule, including groups that fit into the uncompensated use list. Finally, it outlines the proof of liability insurance. In addition to those pieces of drawn from the statute, the template discusses scheduling and outlines that use cannot interfere with school-sponsored activity. Finally the template cross references the law relating to medical marijuana and board policies relating to interscholastic sports, concussion and head injury guidelines and information.


There is no policy.

3. Rules: Community Use Exhibit, Community Use of School Facilities (the rules of use), Usually 1681

Madison uses the template language. The template states that a school district employee must be on site during the event, special wages apply to use of the kitchen and that those wages are paid for by the district. It also states organizations must obtain prior approval to sell, give, exhibit or display items. It also reiterates that organizations must have $1,000,000 in liability insurance and that the school district has a right to charge a $500 cash bond. Scheduling is done on a first come, first serve basis, but school-sponsored events trump other events, even if events have been scheduled. The form state that the use of keys is discouraged, but if issued, users need to follow “District key-control procedures.” These are all items that are reflected in the template policy and/or regulation. Finally, the form states that future use may be denied if the rules are violated. The form has a signature line for the organization, and has check boxes for specific needs (like custodial staff).
4. **Application: Community Use Exhibit, Community Use of School Facilities, Request for Use of School Facilities (application form), Usually 1682**

There is no application.

5. **Fees: Community Use Exhibit, Community Use of School Facilities, School Facilities User Fees, Usually 1683 and/or 1684**

Madison has four categories for use, but there are no specific groups listed for each of the categories. The policy outlines use of specific spaces (classrooms, school parking lots, conference room, board room, library, and cafeteria/kitchen). The fees structure also outlines the fees for recreational spaces (athletic fields and PE building, both for the lower and upper grades.) The form also lists the charges for specific equipment (computer, projector, screen microphones). The policy also outlines a utility charge for classrooms and field lights, as well as a chiller/heater startup fee. There is also a flat fee per day for the restrooms. The policies also outline fees for specific school district staff, including facilities representative and technology staff. The facilities use fee is waived for Category I, but Category I is still charged staff time, utilities and restroom fees. Fees are not listed on the Arizona School Board Association website, but are listed on the website.

6. **Equipment: School Board Policy on Authorized Use of School-Owned Materials and Equipment, Usually 1800**

Madison uses the template. The template states that school equipment can be used as long as it does not cost the school money. It is the superintendent who is responsible for issuing procedures to implement the policy. In addition, the policy specifically states that the district cannot be in competition for a local business providing the same equipment. The rental fees are either charged or waived as necessary, and the dollars are deposited into the civic center fund. Finally, the template requires full reimbursement for equipment for lost and damaged during use.

**Implementation**

For the 2012-2013 school year, Madison indicated that school facilities were used 21-40 times per month by community groups, and approximately 60% of the use was for purposes of physical activity. The exact number of requested and scheduled activities was not available because the district changed from a spreadsheet to online tracking system half-way through the school year. The District’s Community Education Department houses shared use responsibility, and recently implemented an online facilities management system (*School Dude*) through which community organizations can create an account and request use to be approved first at the school-level and then by the district. Prior to this, the district used a shared Outlook calendar, but it could be challenging to keep it up-to-date at all times. User groups include sports organizations, non-profits, Boy/Girl Scouts, churches, PTOs, HOAs, health providers, legislative groups,
government agencies, and the City of Phoenix; additionally, the district conducts before and after school programming for 50 weeks out of the year. The shared use representative noted that Madison lies within Central Phoenix where there are few public fields and no high schools that have community space for use; thus, gyms and fields are in high demand by community users. Facility usage has been growing each year, and the district attributes this to an active parent base that is regularly on school campuses, and high visibility of schools in neighborhood and business districts. Utilities fees must be paid by all users, with the exception of district activities and City of Phoenix meetings held for the public good. Unscheduled use is not possible at the district’s school sites, as playground and sports fields are locked and gated during non-school hours. The presence of district staff is required during all indoor and outdoor community use, per Board policy. The district indicated that they publicized community use via website, and trained employees about shared use at staff meetings, on-the-job training, and through direct supervisory guidance on case-by-case bases. The shared use contact person noted that the district was proactive about promoting community use, which was framed as part of the district’s civic responsibility. The following factors were cited as ‘extremely or very important’ to the district in encouraging community use: public service, collaboration with community sports programs, meeting the community’s health and physical activity needs, providing a safe environment to be active, lack of recreational facilities in the area, building partnerships with community groups, building relationships with students’ families, building community support for school financial initiatives, and policy requirement. The following factors were cited as ‘extremely or very important’ barriers to community use: liability concerns for supervised and unsupervised use and insurance.

Website

Madison Elementary School District Homepage is found here: http://www.madisonaz.org/

Madison has a “community” link option at the home page. There is a dropdown option for “Facilities Usage” under the “community” link. If you click on the facilities usage link, it brings you to the district policy regarding the use of school facilities and specifically mentions sporting and recreational activities as one of the uses they encourage through the use of their facilities. This page also provides contact information to request information on community use of school facilities. Unique to this webpage compared to other district community shared use pages, they provide a link to a dynamic community calendar that can be accesses to reserve facilities, search for scheduled events based on organization class, time of event, facility being used, and search for type of event. This service is a product called “community use” and is offered by a company named School Dude, an educational enterprise asset solutions and management company.

The district policies are fairly accessible to the public. One must go to the “About us” link and click on the “district policies” dropdown option. Once under the “district policies” link, there is an option for the “board policies,” which brings a user directly to the district policies. There is nothing in the 2013-2014 “Parent Handbook” that references or discusses community/recreational use of facilities.
Facilities Usage: http://www.madisonaz.org/community/facilities-usage/

Community Use Dynamic Public Calendar:
https://www.communityuse.com/SOA.NET/Controllers/PageController.aspx?productid=MC&pageid=CalendarMonth

Fee Schedule:

School Dude: Community Use product website:
http://www.schooldude.com/Solutions/Products/CommunityUse

District Policies: http://www.madisonaz.org/about-us/district-policies/
Finding space to play

Murphy Elementary School District

Policy

1. General: Community Use School Board Policy, Usually 1650

Murphy uses the template policy. It uses the words “leasing” and “renting” in referring to the use. Sixteen of the school districts use the template. The template is drawn in large part from the language of the state statute outlined above. This template has very strong language supporting community use, and lists recreational use as one of the purposes for use. The template talks about the “reasonable fee” and “education function,” mirroring the language of the statute. The template allows for the superintendent to determine when uncompensated use is appropriate and to recommend a fee schedule, including groups that fit into the uncompensated use list. Finally, it outlines the proof of liability insurance. In addition to those pieces of drawn from the statute, the template discusses scheduling and outlines that use cannot interfere with school-sponsored activity. Finally the template cross references the law relating to medical marijuana and board policies relating to interscholastic sports, concussion and head injury guidelines and information.


Murphy uses the template, with slight modification. The policy does not list a specific person who approves use. The template regulation requires the request to be made at least two weeks in advance. The difference is that instead of going to the principal, the request is made directly to the District. The principals are supposed to forward all requests to the districts. The districts have the responsibility to check with the various campuses and departments on use availability. The district notifies the user of approval, and of conditions imposed on use. The district is also responsible for having the applicant sign for the fees and conditions. Lack of liability insurance will cancel the agreement. The other form of the template are the same. The policy states that fees and proof of liability insurance are required one week prior to use. The policy also outlines that the additional costs will be billed to the lessee.

3. Rules: Community Use Exhibit, Community Use of School Facilities (the rules of use), Usually 1681

Murphy uses the template language. The template states that a school district employee must be on site during the event, special wages apply to use of the kitchen and that those wages are paid for by the district. It also states organizations must obtain prior approval to sell, give, exhibit or display items. It also reiterates that organizations must have $1,000,000 in liability insurance and that the school district has a right to charge a $500 cash bond. Scheduling is done on a first
come, first serve basis, but school-sponsored events trump other events, even if events have been scheduled. The form state that the use of keys is discouraged, but if issued, users need to follow “District key-control procedures.” These are all items that are reflected in the template policy and/or regulation. Finally, the form states that future use may be denied if the rules are violated. The form has a signature line for the organization, and has check boxes for specific needs (like custodial staff).

4. **Application: Community Use Exhibit, Community Use of School Facilities, Request for Use of School Facilities (application form), Usually 1682**

Murphy uses “Community Use of School Facilities: External Request for Use of School Facilities, 1682. The agreement uses language on what the organization agrees to: indemnification, insurance, acceptance of full responsibility, observe rules and regulations, fire and safety regulations, full responsibility for damage, proceeds not for commercial nature, full responsibility for injuries, and no subversive meetings. The agreement also outlines the process for fees and Organizational waivers and insurance. Finally, the checklist is the same as template, except there is information on the cook and special equipment (scoreboard, kitchen, concession, stage, shop).

5. **Fees: Community Use Exhibit, Community Use of School Facilities, School Facilities User Fees, Usually 1683 and/or 1684**

Murphy’s fee schedule is listed on the ASBA website. Murphy has three categories for use. The policy outlines use of specific spaces (classroom, computer lab, and cafeteria/kitchen). It also outlines recreational spaces (gymnasium and playfields). There is no mention on the cost of the school personnel. Category I is waived for all use. The policy lists the goods and services contributed language.

<table>
<thead>
<tr>
<th>Category I: District Mission related use</th>
<th>Category II</th>
<th>Category III</th>
</tr>
</thead>
<tbody>
<tr>
<td>• School-sponsored activities</td>
<td>• Community college</td>
<td>• Commercial or profit-making</td>
</tr>
<tr>
<td>• School clubs</td>
<td>• Community concerts</td>
<td>organizations</td>
</tr>
<tr>
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<td>• Churches</td>
<td></td>
</tr>
<tr>
<td>• Girl scouts</td>
<td>• Recitals</td>
<td></td>
</tr>
<tr>
<td>• Little League Program</td>
<td>• Cultural organizations</td>
<td></td>
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<td>• Booster clubs</td>
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</tr>
<tr>
<td>• Arizona Youth Soccer Organizations</td>
<td>• Service organizations</td>
<td></td>
</tr>
<tr>
<td>• Phoenix Parks and Recreation Programs</td>
<td>• Extended day resource programs</td>
<td></td>
</tr>
</tbody>
</table>

7. **Equipment: School Board Policy on Authorized Use of School-Owned Materials and Equipment, Usually 1800**
Finding space to play

Murphy uses the template. The template states that school equipment can be used as long as it does not cost the school money. It is the superintendent who is responsible for issuing procedures to implement the policy. In addition, the policy specifically states that the district cannot be in competition for a local business providing the same equipment. The rental fees are either charged or waived as necessary, and the dollars are deposited into the civic center fund. Finally, the template requires full reimbursement for equipment for lost and damaged during use.

**Implementation**

Murphy did not complete the online survey nor key informant interview.

**Website**

Murphy School District Website Homepage is found here: [http://www.msdaz.org/](http://www.msdaz.org/)

Murphy does not have a “community” link option at the home page. The district policies are not accessible to the public. Under the “Governing Board” link there was a link to the district policies. However, it was labeled “AZ school board association”, rather than policy manual. Student/parent handbook was not found on the website.
Osborn Elementary School District

Policy

1. General: Community Use School Board Policy, Usually 1650

Osborn has a very short policy compared to a page and a half with the template. It states that the purpose of community use is education, elections and civic welfare. It states that there can be no corporate gain, and that the fees are set by the Superintendent. The policy also grants the Superintendent the authority to set the fees and establish rules and regulation over use. It cites to 15-1105, including specifically requiring insurance.


Osborn has a regulation 1662. The policy outlines that the use go to the principal, who then certifies the availability and ensures the basic form is completed. The principal then forwards the appropriate information to the director of finance: copy of signed rental agreement, copy of proof-of-insurance, hold-harmless agreement, and signed time sheet for custodial/cafeteria payment. The fee collected is sent to the business office. If negotiated fees is necessary, the fees are paid directly to the director of finance. The business office provides application forms, policy information and procedure information. The regulation also states that special events, long-term rentals and multisite usage must go through the director of finance. The regulation outlines specifics about insurance and supervision. It lays out responsibility for the organization to provide supervision during the event, but also the responsibility for the district to provide supervision of facility. Finally, the regulation has a specific process for determining the fee status of organizations and the fees of those groups. This information is contained in a separate policy in the other school districts.

3. Rules: Community Use Exhibit, Community Use of School Facilities (the rules of use), Usually 1681

Osborn has rules and its agreement under 1681. The list of rules is discussed in this section, and the overview of the agreement is discussed in the next section. The document is titled “Rental Agreement for the use of Facilities and Fields” It starts out outlining the conditions that must be met prior to use of the facilities. The prohibitions start the list: no smoking, alcohol or refreshments. Lights have to be out at the specified time. The facilities must be left in the same condition as prior to use, and programs involving speakers, plays or “amusements” must have prior approval. The conditions also state that the school board can cancel the event within 24 hours of the performance, and can do this by advertising in the daily newspaper. Kitchen rental must include kitchen staff, and auditorium or cafeteria rentals include district-employee
Finding space to play

custodians. The Osborn Middle School Gym requires the principal’s designee to be on duty for the entire event. Insurance requirements are discussed, the user has to sign a “hold harmless” agreement, and the user assumes liability for damages. Finally, users are required to provide for the supervision of minors during the event. This list then has a signature line for the responsible party to sign. The rest of the document is discussed in the next section.

Under the agreement and hold-harmless section, there is more information about the use of athletic facilities. Under the “Use of Athletic Facilities” portion, the language says that community service groups (as “identified and approved by the Osborn District governing board”), on a “fee-free” basis, can use facilities as long as Osborn personnel are not required outside of their regular work time. This use is allowed under the following conditions: rental agreement is signed, payment for field lights is required (with staff time paid for, if staff not already on duty), proof of insurance provided prior to use, hold-harmless agreement signed, individuals held responsible for damages and cleanup, and no alcoholic beverages. This portion does not have a signature line.

The last portion of the 1681 document is titled: “Osborn Middle School Gymnasium Rental Agreement.” It has yet another list of rules that are specific to that site. Those rules include no food and drink in the facility, all equipment provided by the organization, one entrance opened for rental functions, only tennis or athletic shoes on the floor, report any damage to district employee, Osborn Middle School gets all concessions, and no dressing rooms or lockers on site. There is no signature line in this portion.

4. Application: Community Use Exhibit, Community Use of School Facilities, Request for Use of School Facilities (application form), Usually 1682

Osborn uses 1681 for both the rules and the agreement. The rules list is discussed in the previous section. The “Rental Agreement for Use of Facilities and Fields” has the user group requesting the facility, the facility to be used, including school, the purpose of the rental, and the rental date/time. It has a space for Osborn personnel to be available, with a rate/hour (blank to be filled in). It requires the insurance carrier information, including policy number. It has a place to calculate fees – facility fee, custodial fee, cafeteria fee and other fee. The organization then signs the agreement. Then, under this portion, there is language about holding the district harmless from any injuries or damages that occur in the evening, including workers compensation and unemployment. The organization has to sign again under this version. The other rules specific to community groups and the Osborn Middle School gym are discussed above.

5. Fees: Community Use Exhibit, Community Use of School Facilities, School Facilities User Fees, Usually 1683 and/or 1684

Osborne’s fee schedule is on the ASBA website, and is listed in another policy, K-1662. Osborne has three categories for use, listed as “groups”. Group 1 is the “non-fee status,” and is for situations where the majority of participants must be District students, staff or residents. The
policy outlines facilities for use (classrooms, auditorium, cafeteria, media center and board room.) It also outlines specific recreational spaces (middle school gym and athletic field). The policy also outlines that when custodial or other services are required beyond the normal schedule or workload of the District staff, the services will be provided by District employees. There is an additional requirement for supervision when renting the middle school gym, in addition to the custodian ($25/hour). The policy outlines that food service staff is required, but does not list a rate. The policy also suggests that additional supervision may be required, but again, does not list a rate. Fees are waived for Group 1. The policy does not have the goods and services contributed language.

<table>
<thead>
<tr>
<th>Group 1: non-fee status</th>
<th>Group 2: preferred-fee status</th>
<th>Group 3: fee status</th>
</tr>
</thead>
<tbody>
<tr>
<td>Any community group or organization directly affiliated with any District school as a support organization and/or any organization specifically concerned with activities or events that directly relate to District students in an educational or recreational capacity. The majority participants must be District students, staff members, or residents.</td>
<td>Any civic or governmental agency that operates on a nonprofit basis in order to conduct events or activities directly related to the District and/or for the educational benefit of its students or community: YMCA, city of Phoenix, county, state, and like organizations.</td>
<td>Any individual or organization that wishes to conduct events or activities on the District facilities that are not related to the District, the community, or the students.</td>
</tr>
</tbody>
</table>

6. **Equipment: School Board Policy on Authorized Use of School-Owned Materials and Equipment, Usually 1800**

Osborne uses the template. The template states that school equipment can be used as long as it does not cost the school money. It is the superintendent who is responsible for issuing procedures to implement the policy. In addition, the policy specifically states that the district cannot be in competition for a local business providing the same equipment. The rental fees are either charged or waived as necessary, and the dollars are deposited into the civic center fund. Finally, the template requires full reimbursement for equipment for lost and damaged during use.

**Implementation**

Osborn did not complete the online survey nor key informant interview.

**Website**

Osborn Elementary School District Website is found here: [http://www.osbornnet.org/](http://www.osbornnet.org/)
Osborn has a “community” tab in the horizontal navigation bar under the page banner. This “community” tab has a pull-down menu with a link entitled “facility rentals”. This links to a page with a brief description the facilities available, which include a gymnasium and outdoor fields. No policies or further documentation are offered or provided as a link on this page. The page visitor is instructed to contact the appropriate staff for facility use inquiries, contacts for whom are provided via a name, phone number and e-mail listed at the bottom of this page. There is also a broken “facility rental” link under the vertical navigation frame on the home page. Under the “parents” tab on the horizontal navigation bar, there is a link to afterschool programs and district programs -that include organizations and programs with a recreational emphasis (ballet, equine therapy, afterschool sports). There is a link titled “District Policy Manual” located on the vertical navigation frame on the home page. The linked page provides the visitor with instructions and a direct link to access to the district policy manual via a third party site administrated by the Arizona School Boards Association (ASBA). This page provides easy access to all district policy manuals. Under the districts “Community Use of School Facilities” KF-RB 1662 document, there is mention of preference for organizations whose activities include recreation. There is no reference of a student/parent handbook. Overall, the presence of a page dedicated to the advertisement of facilities available to the public including gymnasiums and fields is helpful.

- Facility Rental Information: [http://www.osbornnet.org/community/facility-rentals.htm](http://www.osbornnet.org/community/facility-rentals.htm)
Policy

1. General: Community Use School Board Policy, Usually 1650

Pendergast uses the template. It uses the words “leasing” and “renting” in referring to the use. Sixteen of the school districts use the template. The template is drawn in large part from the language of the state statute outlined above. This template has very strong language supporting community use, and lists recreational use as one of the purposes for use. The template talks about the “reasonable fee” and “education function,” mirroring the language of the statute. The template allows for the superintendent to determine when uncompensated use is appropriate and to recommend a fee schedule, including groups that fit into the uncompensated use list. Finally, it outlines the proof of liability insurance. In addition to those pieces of drawn from the statute, the template discusses scheduling and outlines that use cannot interfere with school-sponsored activity. Finally the template cross references the law relating to medical marijuana and board policies relating to interscholastic sports, concussion and head injury guidelines and information.


Pendergast does not have a policy about the process.

3. Rules: Community Use Exhibit, Community Use of School Facilities (the rules of use), Usually 1681

Pendergast uses the template language. The template states that a school district employee must be on site during the event, special wages apply to use of the kitchen and that those wages are paid for by the district. It also states organizations must obtain prior approval to sell, give, exhibit or display items. It also reiterates that organizations must have $1,000,000 in liability insurance and that the school district has a right to charge a $500 cash bond. Scheduling is done on a first come, first serve basis, but school-sponsored events trump other events, even if events have been scheduled. The form states that the use of keys is discouraged, but if issued, users need to follow “District key-control procedures.” These are all items that are reflected in the template policy and/or regulation. Finally, the form states that future use may be denied if the rules are violated. The form has a signature line for the organization, and has check boxes for specific needs (like custodial staff).
4. Application: Community Use Exhibit, Community Use of School Facilities, Request for Use of School Facilities (application form), Usually 1682

Pendergast does not have a policy.

5. Fees: Community Use Exhibit, Community Use of School Facilities, School Facilities User Fees, Usually 1683 and/or 1684

Pendergast’s policy is not listed on the ASBA website, and information can only be found through the website. Pendergast has three categories for use. The policy outlines specific space for use (1/2 room, full room, courtyard and room determined by district). There are no specific recreational areas identified. The policy only identifies custodial personnel, and requires that there be one custodian for every 75 people. This fees policy is unique in that it specifically recognizes private parties in the structure, and has a notation about wedding receptions. Category I is waived for all use, but it is unclear if it is waived for personnel.

<table>
<thead>
<tr>
<th>Category I: No Charge for District Mission related use</th>
<th>Category II</th>
<th>Category III</th>
</tr>
</thead>
<tbody>
<tr>
<td>• District sponsored activities</td>
<td>• Community College</td>
<td>• Commercial, Profit Making Organizations</td>
</tr>
<tr>
<td>• Teacher organizations</td>
<td>• Civic Organizations</td>
<td>• Private parties</td>
</tr>
<tr>
<td>• School clubs</td>
<td>• Community Concerts</td>
<td></td>
</tr>
<tr>
<td>• PTA/Organizations</td>
<td>• Educational Organizations</td>
<td></td>
</tr>
<tr>
<td>• Boy Scouts</td>
<td>• Governmental Organizations</td>
<td></td>
</tr>
<tr>
<td>• Girl Scouts</td>
<td>• Extended Day Resource Programs</td>
<td></td>
</tr>
<tr>
<td>• Booster Clubs</td>
<td>• Recitals</td>
<td></td>
</tr>
<tr>
<td>• Youth Sports Organizations</td>
<td>• Service Organizations</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Cultural Organizations</td>
<td></td>
</tr>
</tbody>
</table>


Pendergast uses the template. The template states that school equipment can be used as long as it does not cost the school money. It is the superintendent who is responsible for issuing procedures to implement the policy. In addition, the policy specifically states that the district cannot be in competition for a local business providing the same equipment. The rental fees are either charged or waived as necessary, and the dollars are deposited into the civic center fund. Finally, the template requires full reimbursement for equipment for lost and damaged during use. Pendergast also adds one additional item about that use will not be for commercial purposes.

Implementation

Pendergast did not complete the online survey nor key informant interview.

Website

Pendergast Elementary School District Home Page is found here: [http://www.pesd92.org/](http://www.pesd92.org/)
Its “Community” link has a dropdown menu on the horizontal navigation bar under the school banner, but no mention of shared use of facilities. There is a link under this tab that advertises the availability of the Pendergast Learning Center as a resource for community learning programs, but does mention recreational facilities like gyms, fields or playgrounds. A fee schedule for the learning center’s facilities with organization class type, type of facilities available, and insurance forms are linked on the left side of the page. This page has the layout and language of promoting community shared use of facilities, but it is difficult to find because it is only provided under the link for the Pendergast Learning Center. There is no link to the ASBA district policy manuals or documents. There is a link to a parent/student handbook, but the handbook makes no reference to community shared use or any recreation/physical activity promotion. There is no other mention of shared use or promotion of recreational activities available directly or through links to third party sites.

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Phoenix Elementary School District

Policy

1. General: Community Use School Board Policy, Usually 1650

Phoenix has a very different policy under 1650. It starts with a simple statement about community use and that governing board has authority, with superintendent interpreting policies, which is consistent with the template. Then the policies have sections about regulations for use, categories for fees, a section about community recreational or instructional activities pursuant to intergovernmental agreement, arrangements for use, proof of liability insurance, supervision requirements, limitations for use, and rental fee schedules review and determining value of goods. In the IGA section, the policy states that public agencies are in Categories II and III, and rates can be negotiated. Examples listed include before and after school programs.

2. Procedural: Community Use Regulations, Filing Procedures for Use of Equipment/Facilities, Usually 1662 -

Phoenix has a process for requesting use, but it is included in 1650 and 1661. Arrangements for facilities use is outlined in 1650, and go through the District’s Business Services. It states the organization has to sign an agreement. The district will provide the fees, and they are to be paid within five days of the invoice.

The language in 1661 does not follow the template. The policy is specific about who receives the application. The application forms provided by the district are given to the Assistant Superintendent for Business Services for final approval upon recommendation of the facility administrator. The Business Services Department is in charge of managing the calendar of use, and are required to make the calendar available to all principals and related staff members. This policy also has other components usually found in the regulations policy, discussed in the next section.

3. Rules: Community Use Exhibit, Community Use of School Facilities (the rules of use), Usually 1681

Phoenix does not have a specific policy listing out the regulations, but information is contained in 1650 and 1661. Under the “Regulations on Use of Buildings” in 1650, it states the board has the right to deny use, or waive fees on a case-by-case basis. It states that regular school activities are given first preference. There is a section under 1650 regarding proof of liability insurance, and is required 10 days prior to use. It states that organizations are responsible for damages and must report to the administrator of the facility. There is also a section on supervision, which states that at least one school employee must be on duty during use; that employees must be paid by the school district, and that one lunchroom employee must be in attendance when the kitchen is used, although the Phoenix Parks and Recreation Department is exempted under contract. The
policy outlines that use cannot be for overthrowing the government or for-profit activities. Finally, the lighting is arranged through Phoenix Parks Department.

The language in 1661 states that youth organizations must provide sufficient adult or special supervision. It also states that alcohol, illegal drugs and tobacco are not permitted, nor are fireworks or explosives. It also states that the district could require security guards. The language states that the user will hold the district harmless for damages or injuries. Users are responsible for damages and will invoice the user group. There is language that states if the district brings an action, the district is entitled to attorneys’ fees and court cases.

4. Application: Community Use Exhibit, Community Use of School Facilities, Request for Use of School Facilities (application form), Usually 1682

There is no application.

5. Fees: Community Use Exhibit, Community Use of School Facilities, School Facilities User Fees, Usually 1683 and/or 1684

Phoenix’s policy is listed on the ASBA website, listed as 1650. Phoenix has three categories for use. It has a complicated facility use chart, that includes columns for hourly charges for leasing during scheduled hours of operation, and then charges for hours during other than scheduled hours of operation. According to the chart, non-profits are provided with a 35% break on the overall fee, and commercial/for-profits pay 100% of the fee. Then, there is a 15% utilities fee added to the use (for both Class II and Class III. The chart breaks the facilities into athletic and non-athletic. The non-athletic facilities include: auditorium, cafeteria, classrooms, community rooms, auditorium, library, and parking lot. The athletic facilities include the gymnasium (main and small), stadium and sports field. The policies allow for the superintendent (or designee) to charge additional fees. The utilities include heat, air, electricity and water. The “weekend rate” includes June and July. There is a discount for multiple rentals (defined as five or more) of 20%. Annual contracts receive a 10% discount. There is also a $25 fee for any changes to an approved contract. There is also an entirely separate chart for employees, which is the most complicated chart of all of the school districts. It breaks the chart into type of personnel and time requested. Employees include maintenance/grounds, security and sound/lighting.

The charges for employees is not separated out by Class designation, and is on an hourly basis, depending on when requested. The charges go up for maintenance and security for overtime Monday-Saturday and is the highest for Sunday (which does not require overtime pay). For overtime and Sunday needs, there is a minimum of three hours. Finally, there is a chart for other employees, which outlines the costs of students, administrators and certificated and support services. There is no hourly designation, and generally these are at the hourly wage of that employee, with an additional 20% to cover “state and federal adjustments.” Finally, there is a section on “good and services contributed” which in other districts is in another policy. This
policy is completely unique from other school districts. It does have the goods and services contributed language.

<table>
<thead>
<tr>
<th>Class I: No charge for District Mission related use.</th>
<th>Class II: Nonprofit</th>
<th>Class III: For Profit</th>
</tr>
</thead>
<tbody>
<tr>
<td>• School-sponsored activities</td>
<td>• Community college</td>
<td>• Commercial or profit-making organization</td>
</tr>
<tr>
<td>• Teacher Organizations</td>
<td>• Civic organizations</td>
<td></td>
</tr>
<tr>
<td>• School clubs</td>
<td>• Community concerts</td>
<td></td>
</tr>
<tr>
<td>• PTA/Organizations</td>
<td>• Educational organizations</td>
<td></td>
</tr>
<tr>
<td>• Booster Clubs</td>
<td>• Churches</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Governmental organizations</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Service organizations</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Cultural organizations</td>
<td></td>
</tr>
</tbody>
</table>

Phoenix uses the template. The template states that school equipment can be used as long as it does not cost the school money. It is the superintendent who is responsible for issuing procedures to implement the policy. In addition, the policy specifically states that the district cannot be in competition for a local business providing the same equipment. The rental fees are either charged or waived as necessary, and the dollars are deposited into the civic center fund. Finally, the template requires full reimbursement for equipment for lost and damaged during use.

Implementation

Phoenix did not complete the online survey nor key informant interview.

Website

Phoenix Elementary School District Homepage is found here: http://www.phxelem.k12.az.us/

Phoenix Elementary School District has 4 main drop-down menu tabs in the horizontal navigation bar under the webpage banner; District, Parents and Students, Employment, and Governing Board. There is no “community” link. The first tab titled “District” links to a district “Strategic Plan” document that outlines a “blueprint for student success”. The document mentions community involvement and partnering with different parts of the community, but makes no specific reference to shared use of the schools facilities by the community of any kind, recreational or otherwise. Likewise, the “handbook for student success” found under the “parents and students” tab contains no mention of community shared use of facilities, in any language. Under the “governing board” tab there is a link to the external site of ASBA policies, but no direct link to the community shared use policies contained within. No other mention of shared use of school facilities or promotion of recreational activities was made available directly or through links to third party sites. There was no search function.
Riverside Elementary School District

Policy

1. General: Community Use School Board Policy, Usually 1650

Riverside uses the template policy. It uses the words “leasing” and “renting” in referring to the use. Sixteen of the school districts use the template. The template is drawn in large part from the language of the state statute outlined above. This template has very strong language supporting community use, and lists recreational use as one of the purposes for use. The template talks about the “reasonable fee” and “education function,” mirroring the language of the statute. The template allows for the superintendent to determine when uncompensated use is appropriate and to recommend a fee schedule, including groups that fit into the uncompensated use list. Finally, it outlines the proof of liability insurance. In addition to those pieces of drawn from the statute, the template discusses scheduling and outlines that use cannot interfere with school-sponsored activity. Finally the template cross references the law relating to medical marijuana and board policies relating to interscholastic sports, concussion and head injury guidelines and information.


Riverside uses the template. The policy does not list a specific person who approves use. The template regulation requires the request to be made at least two weeks in advance. The principal of the school reviews the form for completeness and determines whether or not the facility is available, and then forwards to the district. It is the district representative that determines costs, insurance and other requirements. The principal then goes over the form with the requested user, including that the applicant knows the fees being charged. The policy states that fees and proof of liability insurance are required one week prior to use. The policy also outlines that the additional costs will be billed to the lessee.

3. Rules: Community Use Exhibit, Community Use of School Facilities (the rules of use), Usually 1681

Riverside uses the template language. The template states that a school district employee must be on site during the event, special wages apply to use of the kitchen and that those wages are paid for by the district. It also states organizations must obtain prior approval to sell, give, exhibit or display items. It also reiterates that organizations must have $1,000,000 in liability insurance and that the school district has a right to charge a $500 cash bond. Scheduling is done on a first come, first serve basis, but school-sponsored events trump other events, even if events have been scheduled. The form state that the use of keys is discouraged, but if issued, users need to follow “District key-control procedures.” These are all items that are reflected in the template policy and/or regulation. Finally, the form states that future use may be denied if the rules are...
Finding space to play

violated. The form has a signature line for the organization, and has check boxes for specific needs (like custodial staff).

4. **Application: Community Use Exhibit, Community Use of School Facilities, Request for Use of School Facilities (application form), Usually 1682**

Riverside did not post its application on the ASBA website. But, the application can be found here: [www.resdonline.org/filestore/riversidefacilityuseform.pdf](http://www.resdonline.org/filestore/riversidefacilityuseform.pdf).

Riverside is also completely different form than template. It starts with the estimate of charges, but still requires two weeks in advance. The specifics of the agreement include insurance requirements, and cancelations at least 24 hours prior, and modification up to 72 hours in advance. The agreement lists the facility “as is”, as well as specifics about kitchen staff, school facility, dates/times, and expected attendance. The agreement lists the purpose of the fundraiser, type of group, admission and what are the proceeds (including statement about fair market value), statement of personal responsibility, and organizational specifics. In addition, the agreement has a statement to abide by policies, and cross-references “Community Use of School Facilities” and Board Rules and Regulations, and Public Conduct on School Property. It lists the fees right on the document. It cross references Conduct on School Property, and lists that there is to be no disruption to the educational institution, including threatening physical safety of employee, student or other on school property, threats to property, unlawful uses of property, and not obeying school employee directive while on property. It also states that restitution may be required, and criminal charges may be applicable under ARS 13-2911. Finally, it outlines other conduct that is not allowed: any conduct intended to disrupt activities sponsored and approved by Board, physical or verbal threats, forceful or unauthorized entry, illegal drug use, offensive speech or language, failure to comply with instructions of district officials or security officers. knowingly violation of district rule or regulation (specific that has to be knowingly), violation of federal, state, or city law or policy, and having a weapon. Finally, there are additional requirements for the public, stating general public cannot visit or audit classroom without prior approval, failure to follow all rules above means general public must leave property or be subject to criminal proceedings, ARS 13-2911, have to confine to specific area for activity, no disorderly conduct, and use only for legitimate purposes.

5. **Fees: Community Use Exhibit, Community Use of School Facilities, School Facilities User Fees, Usually 1683 and/or 1684**

The Riverside fee schedule is found on the ASBA website. Riverside has three categories for use. The policy outlines use of specific spaces (classroom, library, computer lab, cafeteria, multipurpose room, and board room). It also outlines which spaces need school personnel: library, computer lab, cafeteria/kitchen, and multipurpose room with stage. The policy outlines equipment available, including an overhead projector, microphone and TV/VCR. There are minimum hours for required for use (three hours). There is no listing for gyms or fields. The
Finding space to play

chart outlines a waiver for class I, but is not waived for equipment and personnel. District staff is listed as one line item.

<table>
<thead>
<tr>
<th>Class I: District Mission related use (incidental costs only)</th>
<th>Class II</th>
<th>Class III</th>
</tr>
</thead>
<tbody>
<tr>
<td>• School-sponsored activities</td>
<td>• Community Colleges/Universities</td>
<td>• Commercial or profit-making organizations</td>
</tr>
<tr>
<td>• Teacher organizations</td>
<td>• Civic Organizations</td>
<td></td>
</tr>
<tr>
<td>• School clubs</td>
<td>• Educational Organizations</td>
<td></td>
</tr>
<tr>
<td>• Boy scouts</td>
<td>• Service Organizations</td>
<td></td>
</tr>
<tr>
<td>• Girl scouts</td>
<td>• Extended Day Resource Programs</td>
<td></td>
</tr>
<tr>
<td>• Little league program</td>
<td>• Other Arizona Public School Districts</td>
<td></td>
</tr>
<tr>
<td>• School-sponsored day care</td>
<td>• Cultural Organizations</td>
<td></td>
</tr>
<tr>
<td>• Universities (at the request of or in partnership with the district)</td>
<td>• Recitals</td>
<td></td>
</tr>
<tr>
<td>• Government organizations</td>
<td>• Churches</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Community Concerts</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• (NOT at the request of or in partnership with the District)</td>
<td></td>
</tr>
</tbody>
</table>


Riverside uses the template. The template states that school equipment can be used as long as it does not cost the school money. It is the superintendent who is responsible for issuing procedures to implement the policy. In addition, the policy specifically states that the district cannot be in competition for a local business providing the same equipment. The rental fees are either charged or waived as necessary, and the dollars are deposited into the civic center fund. Finally, the template requires full reimbursement for equipment for lost and damaged during use. Pedergast also adds one additional item about that use will not be for commercial purposes.

**Implementation**

For the 2012-2013 school year, Riverside indicated that their district’s two schools were used 1-5 times per month by community groups, with 3 organizations requesting recurring use, and approximately 70% of use was for purposes of physical activity. The District’s Finance office houses shared use responsibility, and coordinates with the Facilities Department to schedule personnel for events. In this small district, custodians also serve as bus drivers, so limited personnel and overtime can pose a challenge to scheduling use outside of school hours. User groups included sports organizations, charter schools, churches, HOAs, and occasionally the City of Phoenix. Paper copies of the user request form and lease agreement, as well as Outlook
calendars were used to track and schedule community use. First time community user groups are required to meet with the principal of the school facility they are requesting, which can usually be arranged within one week; the rationale is to prevent any potential conflicts during use. The presence of district staff is required during all indoor and outdoor community use to provide access to the space and address any facilities issues that arise. Unscheduled use is not possible at the district’s school sites, as playground and sports fields are locked and gated during non-school hours. The district indicated that while community involvement was important to recruit more students, they did not publicize community use. Employee training about shared use was conducted via job duty training, risk management strategies, and case-specific guidance from supervisors.

The following factors were cited as ‘extremely or very important’ to the district in encouraging community use: cost sharing, public service, administrative efficiency, revenue generation, meeting community health and activity needs, providing a safe environment to be active, building partnerships with community groups, and building relationships with students’ families.

The following factors were cited as ‘extremely or very important’ barriers to community use: facilities safety concerns, incivilities, liability concerns for supervised and unsupervised use, insurance, limited hours of availability, staffing, cost of personnel, and cost of maintenance.

**Website**

Riverside Elementary School District Home Page is found here: [www.resdonline.org](http://www.resdonline.org)

The Riverside Elementary School District’s website offers a “community links” dropdown menu under the “quick links” navigation bar. Under this drop-down menu is a link to “Community School Facility Use Procedures and Forms” PDF. The link was not operational at the time I tried to access it but a Google search for “riversidefacilityuseform.pdf” supplied an active link. This PDF provides many of the necessary forms adapted from the policy templates found through the ASBA all on one document; application and agreement for use of school facilities, a community use of school facilities user fee chart listed by organization class, a description of and list of examples of class designation, and public/community use conduct policies.

The district does not advertise any facilities that would fit the qualification of supporting recreation/physical activities such as a gymnasiums or field. This document was easily accessible from the districts home page and is a concise and easy to read adaptation of the comprehensive community use district policies.

The Riverside Community and Student Handbook is easily accessible under the “community links” tab. It provides a “Communities in Schools” section that advertises programs and partnerships with the school but makes no mention of community shared use of school facilities or promotion of recreational programs or activities. The website is easy to use and contains the forms needed for community shared use of facilities but provides no recreational facilities to lease and no promotion of recreational use of facilities or equipment.

1. **General: Community Use School Board Policy, Usually 1650**

Roosevelt uses the template policy, *but deleted the sections on medical marijuana and athletic activities*. It uses the words “leasing” and “renting” in referring to the use. Sixteen of the school districts use the template. The template is drawn in large part from the language of the state statute outlined above. This template has very strong language supporting community use, and lists recreational use as one of the purposes for use. The template talks about the “reasonable fee” and “education function,” mirroring the language of the statute. The template allows for the superintendent to determine when uncompensated use is appropriate and to recommend a fee schedule, including groups that fit into the uncompensated use list. Finally, it outlines the proof of liability insurance. In addition to those pieces of drawn from the statute, the template discusses scheduling and outlines that use cannot interfere with school-sponsored activity.

2. **Procedural: Community Use Regulations, Filing Procedures for Use of Equipment/Facilities, Usually 1662** –

Roosevelt uses the template. The policy does not list a specific person who approves use. The template regulation requires the request to be made at least two weeks in advance. The principal of the school reviews the form for completeness and determines whether or not the facility is available, and then forwards to the district. It is the district representative that determines costs, insurance and other requirements. The principal then goes over the form with the requested user, including that the applicant knows the fees being charged. The policy states that fees and proof of liability insurance are required one week prior to use. The policy also outlines that the additional costs will be billed to the lessee.

3. **Rules: Community Use Exhibit, Community Use of School Facilities (the rules of use), Usually 1681**

Roosevelt uses the template language. The template states that a school district employee must be on site during the event, special wages apply to use of the kitchen and that those wages are paid for by the district. It also states organizations must obtain prior approval to sell, give, exhibit or display items. It also reiterates that organizations must have $1,000,000 in liability insurance and that the school district has a right to charge a $500 cash bond. Scheduling is done on a first come, first serve basis, but school-sponsored events trump other events, even if events have been scheduled. The form state that the use of keys is discouraged, but if issued, users need to follow “District key-control procedures.” These are all items that are reflected in the template policy and/or regulation. Finally, the form states that future use may be denied if the rules are
violated. The form has a signature line for the organization, and has check boxes for specific needs (like custodial staff).

4. **Application: Community Use Exhibit, Community Use of School Facilities, Request for Use of School Facilities (application form), Usually 1682**

Roosevelt uses the template, as well as an additional agreement – 1682 and 1683. The template is listed under 1682. It has the name of the organization, the facility requested, the purpose of the use, the specific location, the dates and times, and the event admission charge (with specifics and proceeds information). The form then has information for the school district representative relating to rental fee information, recommendations for approval and information about the denial. It has a signature line and a timeframe for submission. Finally, the agreement has a checklist for the user relating to services, such as whether custodial services are needed, when to open and close the building, how much time is needed for clean-up, when custodial staff needs to be at the event, and the estimated number of hours.

Roosevelt also has another exhibit, 1683, which is usually for fees. It is different than the template. It is titled: “Rental Agreement.” This document states that arrangements must be made with the principal at the school being used. It has the name of the school and the user. It has facilities, with classroom, cafeteria and kitchen specifically listed. It has date/time, and rental fee. It has number of chairs and tables. It also has space to have the purpose of the use. Finally, the form portion of the document lists names of the custodians and kitchen staff, with a rate of pay for $15/hour. It also has a space for the entire fee rental amount. This document also has a list of regulations that must be required for use. These conditions have some differences than other policies. First, the procedure is different, stating that the agreement goes through the principal, rather than the school district. It also has insurance language, but the amounts are different. While all other policies require $1,000,000 coverage, this coverage requires at least $100,000. In addition, the amounts listed are not consistent with 1684, which lists fees. It has $30/classroom ($5-6/hr in 1684), $50/cafeteria ($25-30/hr in 1684) and $20 for other spaces. The agreement also has language about canceling the event within 24 hours if not in the best interest of the school district, and notice of cancelation could be through newspaper announcement. What is consistent is language about identifying the school district language. It also states school activities get preference and classrooms must only be rented for educational purposes, and meetings can’t be used for profit-making enterprises. It has language only found in Phoenix’s policy that states playground lighting by outside groups is arranged through Phoenix Parks Department. There is a signature line at the bottom, with the organization and principal. There is no mention of the school district for signature.

5. **Fees: Community Use Exhibit, Community Use of School Facilities, School Facilities User Fees, Usually 1683 and/or 1684**

Roosevelt has three categories for use. The policy outlines use of specific spaces (classrooms, computer lab, auditorium, and cafeteria/kitchen.). It also outlines recreational spaces
Finding space to play

(gymnasium, and outdoor playfield). There are minimum times for use, from two-four hours. There is no mention of school personnel. Class I is waived for all use.

<table>
<thead>
<tr>
<th>Class I</th>
<th>Class II</th>
<th>Class III</th>
</tr>
</thead>
<tbody>
<tr>
<td>• School-sponsored activities</td>
<td>• Community college</td>
<td>• Commercial or profit-making</td>
</tr>
<tr>
<td>• Teacher organizations</td>
<td>• Community concerts</td>
<td>organizations</td>
</tr>
<tr>
<td>• School clubs</td>
<td>• Churches</td>
<td></td>
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<tr>
<td>• PTA/Organizations</td>
<td>• Recitals</td>
<td></td>
</tr>
<tr>
<td>• Boy Scouts</td>
<td>• Cultural organizations</td>
<td></td>
</tr>
<tr>
<td>• Booster clubs</td>
<td>• Civic organizations</td>
<td></td>
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<tr>
<td>• Girl scouts</td>
<td>• Educational organizations</td>
<td></td>
</tr>
<tr>
<td>• Arizona Youth Soccer</td>
<td>• Governmental organizations</td>
<td></td>
</tr>
<tr>
<td>Organizations</td>
<td>• Service organizations</td>
<td></td>
</tr>
<tr>
<td>• Little League Program</td>
<td>• Extended day resource programs</td>
<td></td>
</tr>
</tbody>
</table>


Roosevelt uses the template. The template states that school equipment can be used as long as it does not cost the school money. It is the superintendent who is responsible for issuing procedures to implement the policy. In addition, the policy specifically states that the district cannot be in competition for a local business providing the same equipment. The rental fees are either charged or waived as necessary, and the dollars are deposited into the civic center fund. Finally, the template requires full reimbursement for equipment for lost and damaged during use. Pedergast also adds one additional item about that use will not be for commercial purposes.

Implementation

For the 2012-2013 school year, Roosevelt indicated a total of 50 community use requests and approvals, of which 45 were for indoor facilities, 15 for recreational use, and 15 were for recurring use. The District’s Student Support Services office houses shared use responsibility, and estimated that school facilities were used 11-20 times per month by community groups during non-school hours.

 Unscheduled use is not possible at any of the district’s 19 schools. The shared use contact person indicated that non-profit organizations often wanted to use facilities free of charge, which was not possible due to overhead costs. Community use was publicized via website, and employees were trained about shared use as part of written policy training and case-specific guidance from supervisors. The shared use contact person indicated that while district liability protection was ‘very poor’ for injuries or facility damages, the district was proactive about promoting community use.
The following factors were cited as ‘extremely important’ to the district in encouraging community use: cost sharing, public service, administrative efficiency, revenue generation, collaboration with community sports programs, meeting the community’s health and physical activity needs, providing a safe environment to be active, lack of other recreational facilities in the area, building partnerships with community groups, building relationships with students’ families, building community support for school financial initiatives, and policy requirement.

The following factors were cited as ‘extremely important’ barriers to community use: facilities safety concerns, incivilities, violent crime, liability concerns for supervised and unsupervised activities, insurance, lack of support from school or district, lack of community, priority of use issues, limited hours of availability, staffing, cost of personnel, limited space and facilities, politically or socially controversial groups, cost of maintenance, fighting and bullying, and drug/alcohol use.

**Website**

Roosevelt Elementary School District is found here: [http://www.rsd.k12.az.us/](http://www.rsd.k12.az.us/)

Roosevelt Elementary School District’s website has a “Community” link tab at the horizontal navigation bar above the banner but does not contain any links or information about community use of school facilities. There are no district community or parent handbooks available. There are no links to district policies provided by the ASBA or otherwise. There was no search field.
Policy

1. General: Community Use School Board Policy, Usually 1650

Tempe uses the template policy, has shortened some of the language. It uses the words “leasing” and “renting” in referring to the use. The template is drawn in large part from the language of the state statute outlined above. This template has very strong language supporting community use, and lists recreational use as one of the purposes for use. The template talks about the “reasonable fee” and “education function,” mirroring the language of the statute. The template allows for the superintendent to determine when uncompensated use is appropriate and to recommend a fee schedule, including groups that fit into the uncompensated use list. Finally, it outlines the proof of liability insurance. In addition to those pieces of drawn from the statute, the template discusses scheduling and outlines that use cannot interfere with school-sponsored activity. Finally the template cross references the law relating to medical marijuana and board policies relating to interscholastic sports, concussion and head injury guidelines and information. Tempe adds in language that groups cannot be denied based on their belief system (mirroring the language of 15-1105(C)).


Much of the information usually contained in 1662 is in policy 1661. The language has information about “approved activities,” which mirrors the list in 1650. The language has a section “application for use of facilities.” It outlines that the application must be submitted to the district for approval. It outlines that priority for use is for those entities that are covered by the District’s insurance. The application form must be done two weeks in advance, and must include specific dates, space and personnel requested, proof of insurance, and signed copy of “Facility Use Agreement.” The policy than covers information that is generally covered in 1681, which lists out rules for use. This information is covered in the section below. There is also information in this policy about fees, which is discussed below.

3. Rules: Community Use Exhibit, Community Use of School Facilities (the rules of use), Usually 1681

The district uses 1681 to outline fees, but the information usually contained in 1681 is in the second half of 1661. The language covers mandatory insurance requirements, $1,000,000. The certificate must be provided 10 days in advance. Then, the policy outlines the specific rules for using facilities. The rules are similar to the template outlined in 1681> It states that users are
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responsible for damages. It also states smoking and alcohol are not allowed on site. It specifically limits the user to the facilities identified in the application form, and capacity must not exceed legal limit. It requires activities be supervised by a competent adult. It has several statements that the user is responsible for damages. It states concession rights remain with the district. The supervision plan requires one district employee must be on site, and that person is paid by the district. It limits use of school equipment to when operated by school employees. It specifically outlines use of district kitchens, stating district kitchen facilities can only be used specifically outlined by “Nutritional Services Department,” and requires that a cafeteria employee be in attendance. Although under the kitchen section, there are other requirements stating that users must return the space to good condition after their last scheduled activity. The language also requires the organization must know the rules and regulations about use. There is also information about fees, which is discussed below.

4. Application: Community Use Exhibit, Community Use of School Facilities, Request for Use of School Facilities (application form), Usually 1682

The agreement is not the template, is under 1682, and is called “Tempe School District No. 3 Community Use of School Facilities Application Form.” The request must be made two weeks prior to use, and an application fee is required by $15 for Categories II and IV. The agreement has the organization information, and purpose for use. It specifically asks about the number of people attending and requests information about admission charge. There is space for the facility requested (both facility and room), as well as dates and times. It has a spot to request the kitchen, including space to request the nutrition helper. Within the application, it requires a certificate of insurance, proof of non-profit status for Category II, damage deposit for of $250 (Categories II, III, and IV). It requires 48 hours for cancelation, but will require a $25 fee. It has signature for the organization, and also for the district.

5. Fees: Community Use Exhibit, Community Use of School Facilities, School Facilities User Fees, Usually 1683 and/or 1684

Tempe’s fee schedule is on the ASBA website. The categories are found in policy K-1661, and the fee chart is found in K-1682. Tempe has four categories for use. K1661 specifically lists that fees are waived, except in specific circumstances, such as cafeteria worker charges, custodial fees during non-work hours, or district personnel is need when district equipment is requested. The fee chart is unique, and several extra charges are listed out. The language in 1661 requires the fee schedule be updated annual. The facilities are listed in the policy: (classroom, multi-purpose room, library, board room, and conference room.) The policy also lists out recreational facilities (gymnasium and fields). Category III is specific to Extended Day Resource Programs for District Age Children, and has its own fee chart. Fees are waived for Category I, except for the cafeteria worker ($32/hour) and technician or qualified employee ($40/hour) if district equipment is being used. Access to the restrooms is waived for Category I. For Category II,
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restroom charges apply for Saturday use only if the facility is rented for more than one hour. For Category IV, restroom rental is charged for all use.

The chart also requires proof of insurance for all users, and all fees are due in advance. Certain classes require a damage deposit ($250 for Class II, III, and IV.) Class II requires proof of nonprofit status, and Class II and IV have to provide a $15 processing fee for the application. Class III is for Extended Day Resource Programs for District Age Children. Class III has facilities fees per time: $176/month for the school year (August –May), $473 (June-July), and breaks (fall, winter, spring), $138/week plus custodial fee for winter and spring break. There is no language relating to goods and services contributed.

<table>
<thead>
<tr>
<th>Category I: No charge for district mission related use</th>
<th>Category II: Fees</th>
<th>Category III: Fees</th>
<th>Category IV: Fees</th>
</tr>
</thead>
<tbody>
<tr>
<td>• School sponsored activities</td>
<td>• Civic Organizations</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• School clubs</td>
<td>• Cultural Organizations</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Sports programs serving district students</td>
<td>• Educational Organizations</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Boy scouts</td>
<td>• Governmental Organizations</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Girl scouts</td>
<td>• Home Owners Associations</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Campfire</td>
<td>• Service Organizations</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• School employee organizations</td>
<td>• Churches</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• PTA/Organizations</td>
<td>• Extended Day Resource Programs for District Age Children</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Booster clubs</td>
<td>• Commercial or Profit making organizations</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Higher education serving District staff and/or students</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

7. Equipment: School Board Policy on Authorized Use of School-Owned Materials and Equipment, Usually 1800

Tempe uses the template. The template states that school equipment can be used as long as it does not cost the school money. It is the superintendent who is responsible for issuing procedures to implement the policy. In addition, the policy specifically states that the district cannot be in competition for a local business providing the same equipment. The rental fees are either charged or waived as necessary, and the dollars are deposited into the civic center fund. Finally, the template requires full reimbursement for equipment for lost and damaged during use.

Implementation

For the 2012-2013 school year, Tempe indicated a total of 100 community use requests and 98 approvals, of which 10% were for outdoor facilities, 80% were for recurring use, and approximately 50-60% were for recreational activities. The District’s Superintendent’s office houses shared use responsibility, and estimated that school facilities were used almost every day, and scheduled 1-5 times per month by community groups during non-school hours. Among districts surveyed, Tempe was unique in that unscheduled playground and field use is allowed at
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all 20 of the district’s school sites, and they are open during non-school hours; further, no fees are charged for scheduled use of sports fields. Some district schools shut down during the summer to control utility costs, so these would not be available for community use at that time. District personnel supervision is required for scheduled activities to open and close locked areas. Use requests and schedules are tracked via copies of the lease agreement.

User groups are diverse, and include: sports organizations, programs, Boys and Girls Club, Boy/Girl Scouts, City of Tempe sports programs and school clubs, City of Tempe day care before and after school, City of Tempe summer camp, Pasqua Yaqui tribe, churches, and PTAs. The district indicated that they publicized community use via website, and did not provide any formal employee training about shared use. The shared use contact person noted that while the district was not proactive, it readily accepted community use requests. Student needs were cited as the primary reason for making school facilities available outside of school hours, as “the purpose of schools is for students to use whenever appropriate.”

The following factors were cited as ‘extremely or very important’ to the district in encouraging community use: cost sharing, public service, collaboration with community sports programs, providing a safe environment to be active, building partnerships with community groups, and building relationships with students’ families. The following factors were cited as ‘extremely or very important’ barriers to community use: liability concerns for supervised and unsupervised use, insurance, priority of use, limited hours of availability, staffing, and cost of personnel.

Website

Tempe Elementary School District Home Page is found here: http://www.tempeschools.org/index.cfm

Tempe Elementary School District’s website has a “our community” tab located on the main horizontal navigation bar under the website banner, but does not contain a link to pages concerned with facility use by the community. The tab entitled “Our District” just to the left of the “our community” tab contains a dropdown menu with a “facility use” link. This page contains how to request district facility use directions and information adapted from the ASBA policies regarding requesting facilities, summary of fees by organizational category, application material, and links to related PDF files for application and information. Appropriate district staff contact information is provided for further inquiries or questions. Interestingly enough, the site states outdoor district field use is free for anyone regardless of organization class, but there is no mention of available field use on the fee chart provided on this page or in the official ASBA district policies.

District policies are available as a link to the ASBA policies site under the “Our District/Governing Board” link. Parent handbooks as well as other available handbooks make no reference to community shared use of facilities in any language, recreational or otherwise.

Facility Use Page: http://www.tempeschools.org/District.cfm?subpage=12811
Policy

1. General: Community Use School Board Policy, Usually 1650

Tolleson uses the template policy. It uses the words “leasing” and “renting” in referring to the use. Sixteen of the school districts use the template. The template is drawn in large part from the language of the state statute outlined above. This template has very strong language supporting community use, and lists recreational use as one of the purposes for use. The template talks about the “reasonable fee” and “education function,” mirroring the language of the statute. The template allows for the superintendent to determine when uncompensated use is appropriate and to recommend a fee schedule, including groups that fit into the uncompensated use list. Finally, it outlines the proof of liability insurance. In addition to those pieces of drawn from the statute, the template discusses scheduling and outlines that use cannot interfere with school-sponsored activity. Finally the template cross references the law relating to medical marijuana and board policies relating to interscholastic sports, concussion and head injury guidelines and information.


Tolleson uses the template, with some minor changes. The policy requires the request two weeks in advance, and be made to the campus where the facility is located at. It requires that the Administrator of Special Programs review the request for the necessary information, noting approval or non-approval. The district then approves the costs, evidence of insurance and other requirements. The information is sent back to the Administrator of Special Programs, and the principal is responsible for notifying applicant, but the Administrator of Special Programs must ensure applicant approves the costs. Fees are required in advance, and liability proof must be received one week prior to use.

3. Rules: Community Use Exhibit, Community Use of School Facilities (the rules of use), Usually 1681

Tolleson uses the template language. The template states that a school district employee must be on site during the event, special wages apply to use of the kitchen and that those wages are paid for by the district. It also states organizations must obtain prior approval to sell, give, exhibit or display items. It also reiterates that organizations must have $1,000,000 in liability insurance and that the school district has a right to charge a $500 cash bond. Scheduling is done on a first come, first serve basis, but school-sponsored events trump other events, even if events have been scheduled. The form state that the use of keys is discouraged, but if issued, users need to follow “District key-control procedures.” These are all items that are reflected in the template policy.
and/or regulation. Finally, the form states that future use may be denied if the rules are violated. The form has a signature line for the organization, and has check boxes for specific needs (like custodial staff).

4. Application: Community Use Exhibit, Community Use of School Facilities, Request for Use of School Facilities (application form), Usually 1682

Tolleson uses the template. It has the name of the organization, the facility requested, the purpose of the use, the specific location, the dates and times, and the event admission charge (with specifics and proceeds information). The form then has information for the school district representative relating to rental fee information, recommendations for approval and information about the denial. It has a signature line and a timeframe for submission. Finally, the agreement has a checklist for the user relating to services, such as whether custodial services are needed, when to open and close the building, how much time is needed for clean-up, when custodial staff needs to be at the event, and the estimated number of hours.

5. Fees: Community Use Exhibit, Community Use of School Facilities, School Facilities User Fees, Usually 1683 and/or 1684

Tolleson has the policy listed on the ASBA website, K-1683. It is the template, and has not been completely filled in. Tolleson has three categories for use. The policy outlines use of specific spaces (classroom, computer labs, auditorium, gymnasiums, cafeteria, and outdoor playfields). But, there are no fees listed on the chart. Instead, the fees are filled in as “X”. Category I is waived for all use.

<table>
<thead>
<tr>
<th>Class 1: District Mission related Use</th>
<th>Category II</th>
<th>Category III</th>
</tr>
</thead>
<tbody>
<tr>
<td>• School-sponsored activities</td>
<td>• Community college</td>
<td>• Commercial or profit-making organizations</td>
</tr>
<tr>
<td>• School clubs</td>
<td>• Community concerts</td>
<td></td>
</tr>
<tr>
<td>• Boy scouts</td>
<td>• Churches</td>
<td></td>
</tr>
<tr>
<td>• Girl scouts</td>
<td>• Recitals</td>
<td></td>
</tr>
<tr>
<td>• Little League Program</td>
<td>• Cultural organizations</td>
<td></td>
</tr>
<tr>
<td>• Teacher Organization</td>
<td>• Civic Organizations</td>
<td></td>
</tr>
<tr>
<td>• PTA/Organizations</td>
<td>• Educational organizations</td>
<td></td>
</tr>
<tr>
<td>• Booster clubs</td>
<td>• Governmental organizations</td>
<td></td>
</tr>
<tr>
<td>• Arizona Youth Soccer Organizations</td>
<td>• Service organizations</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Extended day resource programs</td>
<td></td>
</tr>
</tbody>
</table>
6. **Equipment: School Board Policy on Authorized Use of School-Owned Materials and Equipment, Usually 1800**

Tolleson uses the template. The template states that school equipment can be used as long as it does not cost the school money. It is the superintendent who is responsible for issuing procedures to implement the policy. In addition, the policy specifically states that the district cannot be in competition for a local business providing the same equipment. The rental fees are either charged or waived as necessary, and the dollars are deposited into the civic center fund. Finally, the template requires full reimbursement for equipment for lost and damaged during use. Pedergast also adds one additional item about that use will not be for commercial purposes.

**Implementation**

Tolleson did not complete the online survey nor key informant interview.

**Website**

Tolleson Home Page is found here: [http://www.tollesonschools.com/](http://www.tollesonschools.com/)

On the Tolleson Elementary School District’s website home page there is a “parents and community” link on the vertical quick links navigation bar. There are no links to pages associated with community shared use of school facilities or pages associated with student or community recreation. Another link in the “quick-links” navigation is district information which contains district priorities and district mission statements. None of these contain any language associated with community shared use of facilities or a priority of student/public recreation. There are no links to district policies available. There is no mention of community use, community recreation, or links to third party sites associated with these topics. There was not a non-web-based search engine.
1. General: Community Use School Board Policy, Usually 1650

Union uses the template policy. It uses the words “leasing” and “renting” in referring to the use. Sixteen of the school districts use the template. The template is drawn in large part from the language of the state statute outlined above. This template has very strong language supporting community use, and lists recreational use as one of the purposes for use. The template talks about the “reasonable fee” and “education function,” mirroring the language of the statute. The template allows for the superintendent to determine when uncompensated use is appropriate and to recommend a fee schedule, including groups that fit into the uncompensated use list. Finally, it outlines the proof of liability insurance. In addition to those pieces of drawn from the statute, the template discusses scheduling and outlines that use cannot interfere with school-sponsored activity. Finally the template cross references the law relating to medical marijuana and board policies relating to interscholastic sports, concussion and head injury guidelines and information.


Union uses the template. The policy does not list a specific person who approves use. The template regulation requires the request to be made at least two weeks in advance. The principal of the school reviews the form for completeness and determines whether or not the facility is available, and then forwards to the district. It is the district representative that determines costs, insurance and other requirements. The principal then goes over the form with the requested user, including that the applicant knows the fees being charged. The policy states that fees and proof of liability insurance are required one week prior to use. The policy also outlines that the additional costs will be billed to the lessee.

3. Rules: Community Use Exhibit, Community Use of School Facilities (the rules of use), Usually 1681

Union uses the template language. The template states that a school district employee must be on site during the event, special wages apply to use of the kitchen and that those wages are paid for by the district. It also states organizations must obtain prior approval to sell, give, exhibit or display items. It also reiterates that organizations must have $1,000,000 in liability insurance and that the school district has a right to charge a $500 cash bond. Scheduling is done on a first come, first serve basis, but school-sponsored events trump other events, even if events have been
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scheduled. The form states that the use of keys is discouraged, but if issued, users need to follow “District key-control procedures.” These are all items that are reflected in the template policy and/or regulation. Finally, the form states that future use may be denied if the rules are violated. The form has a signature line for the organization, and has check boxes for specific needs (like custodial staff).

4. Application: Community Use Exhibit, Community Use of School Facilities, Request for Use of School Facilities (application form), Usually 1682

Union uses the template. It has the name of the organization, the facility requested, the purpose of the use, the specific location, the dates and times, and the event admission charge (with specifics and proceeds information). The form then has information for the school district representative relating to rental fee information, recommendations for approval and information about the denial. It has a signature line and a timeframe for submission. Finally, the agreement has a checklist for the user relating to services, such as whether custodial services are needed, when to open and close the building, how much time is needed for clean-up, when custodial staff needs to be at the event, and the estimated number of hours.

5. Fees: Community Use Exhibit, Community Use of School Facilities, School Facilities User Fees, Usually 1683 and/or 1684

Union does not have a policy on the ASBA website. The information was found through the district website, rather than in a policy. There are four categories for use. The policy outlines use of specific spaces (classroom, computer lab, gym (with restrooms) and athletic fields (with restrooms). Fees are not waived for Class 1, and it is $15/hour for the gym and for the fields. This is the only district that charges for Class 1. The fields are baseball and soccer. For Class II, III, and IV, there is a requirement for minimum of two hours.

The fees listed include custodial and personnel services, utility costs, and equipment usage fees. Food service charges and technicians are paid separately.

<table>
<thead>
<tr>
<th>Class I</th>
<th>Class II</th>
<th>Class III</th>
<th>Class IV</th>
</tr>
</thead>
</table>
| • Boy Scouts  
   • Girl Scouts  
   • PTA  
   • PTO | • Churches  
   • Government Association  
   • Youth Athletic Organizations | • Homeowners Association | • Commercial or profit making organization |


Union uses the template. The template states that school equipment can be used as long as it does not cost the school money. It is the superintendent who is responsible for issuing procedures to implement the policy. In addition, the policy specifically states that the district cannot be in
competition for a local business providing the same equipment. The rental fees are either charged or waived as necessary, and the dollars are deposited into the civic center fund. Finally, the template requires full reimbursement for equipment for lost and damaged during use.

**Implementation**

For the 2012-2013 school year, Union indicated a total of 4 community use requests and approvals, all of which were for indoor facilities, 0 for recreational use, and 3 were for recurring use. The District’s Business office houses shared use responsibility, and estimated that school facilities were used 1-5 times per month by community groups during non-school hours. Unscheduled playground use is possible on weekdays after school, as these areas are left open; unscheduled field or track use is not possible at any of the district’s 3 schools. The shared use contact person indicated that Board approval is required before approving a use request. Community use was publicized via website, and employees were trained about shared use as part of staff meetings and case-specific guidance from supervisors.

The following factors were cited as ‘very important’ to the district in encouraging community use: cost sharing, public service, collaboration with community sports programs, meeting the community’s health and physical activity needs, providing a safe environment to be active, lack of other recreational facilities in the area, building partnerships with community groups, building relationships with students’ families, building community support for school financial initiatives, and policy requirement.

The following factors were cited as ‘very important’ barriers to community use: facilities safety concerns, incivilities, violent crime, liability concerns for supervised and unsupervised activities, insurance, staffing, cost of personnel, cost of maintenance, fighting and bullying, and drug/alcohol use.

**Website**

Union Elementary Home Page is found here: http://www.unionesd.org/index.cfm?pID=2160

Union Elementary School District’s homepage contains a quick-links link with dropdown menu titled “our community”. The bottom link of this menu is titled “use of facilities”. The linked page provides a link to a downloadable application for request for use of school facilities. This application provides a fee schedule with athletic fields and gymnasiums for lease at all schools within the district.

Facility use guidelines are also provided on the second page of the application. The use of facilities page lists a physical address to submit the completed applications to for processing. There is also a fax and phone number to contact the district office for inquiries and questions. The first and only paragraph on this page describes the Arizona Revised Statues 15-1105 et seq and districts spirit and intent in following this law. In doing so the district also states that it and
local residents assume no liability in the normal course of operations. There are no links to district policies and no handbooks available.

Use of Facilities (Contains fee schedule): http://www.unionesd.org/index.cfm?pID=4781

Arizona Revised Statues 15-1105 et seq: Lease of school property; civic center school fund; reversion to school plant fund; definitions http://www.azleg.gov/FormatDocument.asp?inDoc=/ars/15/01105.htm&Title=15&DocType=ARS
Policy

1. General: Community Use School Board Policy, Usually 1650

Washington uses the template policy, but changes it slightly. It uses the words “leasing” and “renting” in referring to the use. Sixteen of the school districts use the template. The template is drawn in large part from the language of the state statute outlined above. This template has very strong language supporting community use, and lists recreational use as one of the purposes for use. The template talks about the “reasonable fee” and “education function,” mirroring the language of the statute. The template allows for the superintendent to determine when uncompensated use is appropriate and to recommend a fee schedule, including groups that fit into the uncompensated use list. Finally, it outlines the proof of liability insurance. In addition to those pieces of drawn from the statute, the template discusses scheduling and outlines that use cannot interfere with school-sponsored activity. Finally the template cross references the law relating to medical marijuana and board policies relating to interscholastic sports, concussion and head injury guidelines and information. Washington reiterates the language in the template, but has a different order and some of the language is slightly modified. For example, when it talks about uncompensated use, it adds in “neighborhood groups” to other types of groups. The other changes are not substantially different from the template.


Washington uses a different number for its process regulation, 1661. It is a completely different policy and first sets out in italics the Community Use of School Facilities pamphlet, which has procedures, guidelines, agreement, priority of usage, categories of users, and schedule of charges. The regulation specifically sets out that scheduling goes through the District’s Facilities Use Coordinator. The regulation also makes a distinction between an application and subsequent agreement for use, and development of a lease. The leases are used for long-term situations and exclusive use. Even with long-time use, users cannot use school as a legal address, and when allowed, superintendent has to report to the board.

3. Rules: Community Use Exhibit, Community Use of School Facilities (the rules of use), Usually 1681

There are no rules in policy, but there are rules in the Facilities Use Handbook. The handbook was not analyzed for this review.

4. Application: Community Use Exhibit, Community Use of School Facilities, Request for Use of School Facilities (application form), Usually 1682
There is no agreement in policy, but the agreement can be found here: [http://www.wesdschools.org/cms/lib07/AZ01901172/Centricity/Domain/49/fac_use_app_agreement.pdf](http://www.wesdschools.org/cms/lib07/AZ01901172/Centricity/Domain/49/fac_use_app_agreement.pdf).

It is very brief. It has the school requested and date of request. It has organization requesting the use, the time/date requested, and number attending. The document asks for the nature of activities, and if it is a school-related event. It requests information on whether food will be served or sold, whether the kitchen use is requested, whether security is needed, and whether special equipment is needed. The document requires that the responsible person will comply with Arizona’s concussion law, and has read the WESD Facility Use Handbook. The document has signatures for responsible adults, and approval information for districts.

5. **Fees: Community Use Exhibit, Community Use of School Facilities, School Facilities User Fees, Usually 1683 and/or 1684**

Washington does not have a policy listed on the ASBA website. Washington’s information was pulled from its Facilities Use guide and several portions of the website. It is a very complex structure.

Class II is non-school-sponsored, non-profit service organizations, while Class III is for non-school sponsored, non-profit service organizations for adult/youth groups. Class II and III users are subject to all personnel and other out-of-pocket costs incurred by the district. Equipment rental fees apply to this category of user. Organizations must provide state tax identification number and copy of articles of incorporation indicating 501(c)3 status. Class IV users are subject to a processing fee and all personnel costs incurred by the district. The equipment rental fees apply to this category of the user.

The school facilities are listed out (classroom, cafeteria/kitchen, library, and parking lot (with and without restrooms). There are also specific district offices listed (Anasazi, Hopi, Navajo, Board, and Zuni Tech). There are also recreational facilities (gymnasium, school fields (with and without lights), basketball courts, softball fields and football fields). The policy lists elementary and middle school baseball/softball fields, as well as elementary and middle soccer/football fields. The prices are listed as monthly charges, and go by all days, all weekdays, all weekends, and seasonal. Chart below.

<table>
<thead>
<tr>
<th></th>
<th>All days</th>
<th>All weekdays</th>
<th>Weekends</th>
<th>Seasonal</th>
</tr>
</thead>
<tbody>
<tr>
<td>Elementary School baseball/softball field</td>
<td>62</td>
<td>34</td>
<td>34</td>
<td>10</td>
</tr>
<tr>
<td>Middle School baseball/softball field</td>
<td>82</td>
<td>54</td>
<td>54</td>
<td>25</td>
</tr>
<tr>
<td>Elementary school soccer/football field</td>
<td>124</td>
<td>68</td>
<td>68</td>
<td>25</td>
</tr>
<tr>
<td>Middle school soccer/football field</td>
<td>164</td>
<td>108</td>
<td>108</td>
<td>25</td>
</tr>
</tbody>
</table>
There are specific services listed out, including greeter services after 4:30 and on weekends (requires one hour minimum at $12/hour), custodial services ($22/hour) and nutrition services ($26/hour). Facility use fees are waived for Class I, but not for services and personnel.

<table>
<thead>
<tr>
<th>Class I: School &amp; District Associated Groups</th>
<th>Class II: Non-school-sponsored, non-profit community activities for school-age children</th>
<th>Class III: Non-school, non-profit service organization activities for adult and adult/youth groups</th>
<th>Class IV: Non-profit groups that do not qualify under Class II or Class III, all profit-making groups under Class II or Class III; all profit making groups</th>
</tr>
</thead>
<tbody>
<tr>
<td>● Staff and student groups or clubs</td>
<td>● Boys and girls club</td>
<td>● Churches and religious groups</td>
<td>● All commercial, profit-making individuals and organizations, regardless of purpose for their use of facilities</td>
</tr>
<tr>
<td>● School teams</td>
<td>● YMCA</td>
<td>● Homeowner associations</td>
<td></td>
</tr>
<tr>
<td>● Parent councils</td>
<td>● Boy and girl scouts</td>
<td>● National or state educational organizations using district classrooms for instructional purposes</td>
<td></td>
</tr>
<tr>
<td>● Booster clubs</td>
<td>● Little league</td>
<td></td>
<td></td>
</tr>
<tr>
<td>● BlockWatch</td>
<td>● Pop Warner</td>
<td></td>
<td></td>
</tr>
<tr>
<td>● KidSpace</td>
<td>● Soccer</td>
<td></td>
<td></td>
</tr>
<tr>
<td>● Community Enrichment Classes</td>
<td>● Rotary</td>
<td></td>
<td></td>
</tr>
<tr>
<td>● Units of government conducting official business within the district</td>
<td>● Lions</td>
<td></td>
<td></td>
</tr>
<tr>
<td>● Parks &amp; Recreation Department</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>● District Staff Development and training</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>


Washington uses the template. The template states that school equipment can be used as long as it does not cost the school money. It is the superintendent who is responsible for issuing procedures to implement the policy. In addition, the policy specifically states that the district cannot be in competition for a local business providing the same equipment. The rental fees are either charged or waived as necessary, and the dollars are deposited into the civic center fund. Finally, the template requires full reimbursement for equipment for lost and damaged during use.

**Implementation**

For the 2012-2013 school year, Washington indicated a total of 668 community use requests and 664 approvals, of which 90% were for indoor facilities, about three-quarters (514) were for recurring use, and approximately 40% involved physical activities.
Finding space to play

The District’s Academic Support Department houses an Enrichment and Facility Use Coordinator who has shared use responsibility, and estimated that school facilities were used every day—41 or more times per month—by community groups during non-school hours. Use requests and schedules are tracked via spreadsheet at the district level, and posted in a common area; individual schools each have copies of the Facility Use Handbook and manage their own online calendars.

User groups include youth sports organizations, churches, Boy/Girl Scouts, HOAs, for-profit organizations, and the Cities of Phoenix and Glendale. The district has intergovernmental agreements with the City and a business alliance partnership to further enable access to and use of facilities. Unscheduled use is possible at 1 of the district’s 32 school sites where the playground borders a park, and fencing was removed to prevent damaged caused by access. However, all other playgrounds and sports fields are locked and gated during non-school hours. District personnel supervision is only required for indoor events; for outdoor use, staff is only required if bathroom access is needed.

While scheduling staff supervision was successful, it also seemed to be a weighty logistical process of coordinating with Facility Managers and custodians about voluntary overtime work. Certain events can be supervised by part-time staff, such as crossing guards or reading aides, to reduce the burden on full-time staff. Recurring community user groups often request and schedule facilities at the beginning of the year, which means that one-time users may be at a disadvantage in scheduling; priority is given to groups with a history of leasing facilities.

The district indicated that they were proactive about promoting community use, and publicized it via website content and networking with community groups. Employee training about shared use occurs at staff meetings and through direct supervisory guidance on case-by-case bases. The Governing Board and Superintendent philosophy is that schools should be open and available to the community.

The following factors were cited as ‘extremely or very important’ to the district in encouraging community use: cost sharing, public service, administrative efficiency, revenue generation, collaboration with community sports programs, meeting the community’s health and physical activity needs, providing a safe environment to be active, lack of other recreational facilities in the area, building partnerships with community groups, building relationships with students’ families, building community support for school financial initiatives, and policy requirement.

The following factors were cited as ‘extremely or very important’ barriers to community use: incivilities, violent crime, liability concerns for supervised and unsupervised activities, insurance, staffing, cost of personnel, limited space and facilities, politically or socially controversial groups, cost of maintenance, fighting and bullying, and drug/alcohol use.
Finding space to play

Website

Washington Elementary Homepage can be found here: http://www.wesdschools.org/Page/92

Washington Elementary School District’s home page contains a tab on the horizontal navigation bar entitled “community”. Under this tab there is link titled “facility use” that links to a page describing the district’s perspective that its facilities are there for use by the community. It provides contact information, email and phone, for questions or inquiries regarding community use. There is a paragraph below that describes requirements for sports organization around the topic of concussions and the Arizona state laws regarding concussions in sport related activities.

The vertical navigation bar on the left side of this page provides links to a facility use handbook, application and agreement for use of facilities, a fee schedule for use of facilities, outdoor application and agreement for the use of facilities, and site improvement forms. The fee schedule is available in PDF format and provides information on the leasing of gymnasiums, baseball/softball fields, basketball courts, parking lots, and fields, all categorized by class of organization and cost associated with that organization. It is interesting to note that there is no official fee schedule listed for Washington Elementary School District through the ASBA district policy website. Overall, the layout, ease of access, makes for an intuitive approach for users seeking information on community use of the district’s facilities. I was unable to find a link to the official ASBA policy manuals.

- Facility Use Page: http://www.wesdschools.org//Domain/49
Policy

1. General: Community Use School Board Policy, Usually 1650
Wilson uses the template policy. It uses the words “leasing” and “renting” in referring to the use. Sixteen of the school districts use the template. The template is drawn in large part from the language of the state statute outlined above. This template has very strong language supporting community use, and lists recreational use as one of the purposes for use. The template talks about the “reasonable fee” and “education function,” mirroring the language of the statute. The template allows for the superintendent to determine when uncompensated use is appropriate and to recommend a fee schedule, including groups that fit into the uncompensated use list. Finally, it outlines the proof of liability insurance. In addition to those pieces of drawn from the statute, the template discusses scheduling and outlines that use cannot interfere with school-sponsored activity. Finally the template cross references the law relating to medical marijuana and board policies relating to interscholastic sports, concussion and head injury guidelines and information.

Wilson uses the template. The policy does not list a specific person who approves use. The template regulation requires the request to be made at least two weeks in advance. The principal of the school reviews the form for completeness and determines whether or not the facility is available, and then forwards to the district. It is the district representative that determines costs, insurance and other requirements. The principal then goes over the form with the requested user, including that the applicant knows the fees being charged. The policy states that fees and proof of liability insurance are required one week prior to use. The policy also outlines that the additional costs will be billed to the lessee.

3. Rules: Community Use Exhibit, Community Use of School Facilities (the rules of use), Usually 1681
Wilson uses the template language. The template states that a school district employee must be on site during the event, special wages apply to use of the kitchen and that those wages are paid for by the district. It also states organizations must obtain prior approval to sell, give, exhibit or display items. It also reiterates that organizations must have $1,000,000 in liability insurance and that the school district has a right to charge a $500 cash bond. Scheduling is done on a first come, first serve basis, but school-sponsored events trump other events, even if events have been scheduled. The form state that the use of keys is discouraged, but if issued, users need to follow “District key-control procedures.” These are all items that are reflected in the template policy.
and/or regulation. Finally, the form states that future use may be denied if the rules are violated. The form has a signature line for the organization, and has check boxes for specific needs (like custodial staff).

4. Application: Community Use Exhibit, Community Use of School Facilities, Request for Use of School Facilities (application form), Usually 1682

Wilson uses the template. It has the name of the organization, the facility requested, the purpose of the use, the specific location, the dates and times, and the event admission charge (with specifics and proceeds information). The form then has information for the school district representative relating to rental fee information, recommendations for approval and information about the denial. It has a signature line and a timeframe for submission. Finally, the agreement has a checklist for the user relating to services, such as whether custodial services are needed, when to open and close the building, how much time is needed for clean-up, when custodial staff needs to be at the event, and the estimated number of hours.

5. Fees: Community Use Exhibit, Community Use of School Facilities, School Facilities User Fees, Usually 1683 and/or 1684

Wilson’s fee policy is posted on the ASBA website and it uses the template. There are three categories, called “classes.” There are specific spaces listed out (office space, classroom, cafeteria, media center, and computer room). There is also specific recreational space listed (gymnasium and outdoor playfield without lights). There is a charge of $20/hr per employee, specifically for custodial or security services. Fees are waived for Class I, both the facility use and personnel charges. The policy also has the goods and services contributed language.

<table>
<thead>
<tr>
<th>Class I: District Mission related Use</th>
<th>Category II : Non-school sponsored, nonprofit service activities</th>
<th>Category III : commercial or profit-making organizations</th>
</tr>
</thead>
<tbody>
<tr>
<td>School-sponsored activities</td>
<td>Community college</td>
<td>Commercial or profit-making organizations</td>
</tr>
<tr>
<td>School clubs</td>
<td>Community concerts</td>
<td></td>
</tr>
<tr>
<td>Boy scouts</td>
<td>Churches</td>
<td></td>
</tr>
<tr>
<td>Girl scouts</td>
<td>Recitals</td>
<td></td>
</tr>
<tr>
<td>Little League Program</td>
<td>Cultural organizations</td>
<td></td>
</tr>
<tr>
<td>Teacher Organization</td>
<td>Civic Organizations</td>
<td></td>
</tr>
<tr>
<td>PTA/Organizations</td>
<td>Educational organizations</td>
<td></td>
</tr>
<tr>
<td>Booster clubs</td>
<td>Governmental organizations</td>
<td></td>
</tr>
<tr>
<td>Arizona Youth Soccer Organizations</td>
<td>Service organizations</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Extended day resource programs</td>
<td></td>
</tr>
</tbody>
</table>
6. **Equipment: School Board Policy on Authorized Use of School-Owned Materials and Equipment, Usually 1800**

Wilson uses the template. The template states that school equipment can be used as long as it does not cost the school money. It is the superintendent who is responsible for issuing procedures to implement the policy. In addition, the policy specifically states that the district cannot be in competition for a local business providing the same equipment. The rental fees are either charged or waived as necessary, and the dollars are deposited into the civic center fund. Finally, the template requires full reimbursement for equipment for lost and damaged during use.

**Implementation**

Wilson did not complete the online survey nor key informant interview.

**Website**

Wilson Elementary School District Home Page is found here: [http://www.wsd.k12.az.us](http://www.wsd.k12.az.us)

The Wilson Elementary School District’s website does not contain a community tab or link on the homepage. There is a link to the district office which provides another link to the publically available ASBA policy manual website. There is no mention of community shared use of facilities, recreational or otherwise. There are no links to parent/student handbooks of any kind.
Appendix 3:
Online Survey for Shared Use of School Facilities Contact Person
Shared Use of School Facilities – Online Survey

INTRODUCTION AND INSTRUCTIONS:
Thank you for your agreeing to take part in this survey. It is our hope that by conducting this online survey and then a subsequent phone interview, we will learn more about how our community may better work together to assist schools in promoting community use of school facilities. The overall goal is to understand how schools are currently sharing their facilities, and eliminate barriers to increasing children’s physical activity outside of school hours.

Your participation is voluntary and any public reporting will only use aggregate responses without reference to individuals or individual responses. There are 27 questions and they should only take about 15 minutes to complete.

If we can answer any questions or address any concerns, please do not hesitate to contact Pima Prevention Partnership (Carol Carpenter, 520-791-2711). If you have questions or concerns about this study and would like to talk to someone other than the study staff, you can call Maricopa County Department of Public Health (Jeanene Fowler, 602-506-4926).

Section 1: ADMINISTRATIVE
1. School District Name: ________________________________
2. Total number of schools within the District: _____________
3. What grades does your district serve? Select all that apply.
   - Pre-K (or voluntary pre-K)
   - Elementary (K-6)
   - Middle school/junior high (grades 6-9)
   - High school (grades 9-12)
4. What is your job title at the school/district? (Primary job or role.)
   - Superintendent
   - Facilities Manager
   - Business Manager
   - Other decision maker (please describe) ______________________
5. How many years have you been in this position? _____
Section 2: UTILIZATION

The next few questions are about how your district shares any of its school property, facilities, and equipment, with individual community members or community groups, other schools or public agencies, at any time and in any manner, during non-school hours. “Community use of school facilities” refers to individual or organizational use of school property for purposes of recreational, social, cultural, educational, moral, or civic activities.

6. Does your district have a policy for community use of school facilities during non-school hours?
   - Yes
   - No [If no, skip to #11]

7. From your records, please complete the following chart with the number of formal requests for community use of school facilities, as well as the number scheduled and denied, from May 2012 – April 2013. (If you do not keep records, please provide your best estimate.)

<table>
<thead>
<tr>
<th></th>
<th>Number Requested</th>
<th>Number Scheduled</th>
<th>Number Denied</th>
</tr>
</thead>
<tbody>
<tr>
<td>TOTAL</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>One-time use</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Recurring use</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(Use for an extended period)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Indoor space use</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Outdoor space use</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Recreational use</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(Any indoor or outdoor game or physical activity, either organized or unorganized, undertaken for exercise, relaxation, diversion, sport, or pleasure)</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

8. Approximately how many times per month do community members or organizations use your district’s school facilities during non-school hours?
   - 0 times per month
   - 1-5 times per month
   - 6-10 times per month
   - 11-20 times per month
   - 21-40 times per month
   - 41 or more times per month
   - I don’t know

9. Upon receiving a request for community use of school facilities, about how long does it take to process the request and notify the individual or organization?
   - Less than 1 week
   - 1 week
   - 1-2 weeks
   - 2-3 weeks
   - 3+ weeks
   - Depends on the space requested. Please explain: ________________________________
10. How does your district share school facilities for community use? Check all that apply.
- Supervised use with lease agreement/contract
- Supervised use without lease agreement/contract
- Informal use with lease agreement/contract
- Informal use without lease agreement/contract
- Other: _________________________________

11. When, if ever, do schools in your district leave their playground areas open and unlocked for general community use? Check all that apply.
- NO district schools leave playground areas open for informal general community use
- Before school hours on weekdays
- After school hours on weekdays
- Weekends
- School holidays
- Summer break
- Depends on the school (please explain): ________________________________________

12. When, if ever, do schools in your district leave their sports or track fields open and unlocked for general community use? Check all that apply.
- NO district schools leave sports or track fields open for informal general community use
- Before school hours on weekdays
- After school hours on weekdays
- Weekends
- School holidays
- Summer break
- Depends on the school (please explain): ________________________________________

13. Thinking about your district, please mark the importance of each factor below in terms of encouraging community use of school facilities during non-school hours?

<table>
<thead>
<tr>
<th>Factor</th>
<th>Not at all important</th>
<th>Not very important</th>
<th>Neither important nor unimportant</th>
<th>Very important</th>
<th>Extremely important</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cost sharing</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
</tr>
<tr>
<td>Public service</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
</tr>
<tr>
<td>Administrative efficiency</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
</tr>
<tr>
<td>Revenue generation</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
</tr>
<tr>
<td>Collaboration with community sports programs/leagues</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
</tr>
<tr>
<td>Building partnerships with community groups</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
</tr>
<tr>
<td>Meeting health and physical activity needs of community</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
</tr>
<tr>
<td>Building relationships with families of student</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
</tr>
<tr>
<td>Providing a clean, safe environment to be active</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
</tr>
</tbody>
</table>
Finding space to play

1.4. Thinking about your district, please mark the importance of each factor below in terms of being a barrier to community use of school facilities during non-school hours?

<table>
<thead>
<tr>
<th>Factor</th>
<th>Not at all important</th>
<th>Not very important</th>
<th>Neither important nor unimportant</th>
<th>Very important</th>
<th>Extremely important</th>
</tr>
</thead>
<tbody>
<tr>
<td>Facilities and equipment safety concerns</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Incivilities (vandalism, graffiti, etc.)</td>
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<td></td>
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<tr>
<td>Violent crime</td>
<td></td>
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<td></td>
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<tr>
<td>Liability concerns for supervised activities</td>
<td></td>
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<td></td>
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<tr>
<td>Liability concerns for unsupervised activities</td>
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<tr>
<td>Insurance</td>
<td></td>
<td></td>
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<td></td>
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<tr>
<td>Lack of support from school or district</td>
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<td></td>
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<tr>
<td>Lack of community</td>
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<tr>
<td>Priority of use issues</td>
<td></td>
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<td></td>
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<tr>
<td>Limited hours of availability</td>
<td></td>
<td></td>
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<td></td>
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<tr>
<td>Staffing (security, supervision, maintenance, etc.)</td>
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<td></td>
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<td></td>
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<tr>
<td>Cost of personnel</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Limited space and facilities</td>
<td></td>
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<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Politically or socially controversial group</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Cost of maintenance</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Fighting and bullying</td>
<td></td>
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<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Drug/alcohol use</td>
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<td></td>
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<tr>
<td>Other (please describe)</td>
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</tbody>
</table>

Lack of other recreation/sport facilities in the area

Required by policy

Building community support for school financial initiatives

Other (please describe)
### Section 3: IMPLEMENTATION DOCUMENTATION

15. What form(s) of written guidance does your school district have for community use of school facilities during non-school hours? Select all that apply.

- [ ] Student Handbook
- [ ] Parent Handbook
- [ ] Website content
- [ ] Lease Agreement
- [ ] Protocol/procedures for employees
- [ ] Directive of Principal
- [ ] School Wellness Policy
- [ ] Request for Use of School Facilities Forms
- [ ] None - We do not have written guidance
- [ ] I don't know
- [ ] Other (please describe) ____________________

16. Where does your district publicize its options for community use of school facilities? Select all that apply.

- [ ] Student Handbook
- [ ] Parent Handbook
- [ ] PTA meetings
- [ ] Website content
- [ ] Promotional materials at district schools
- [ ] Promotional materials in community locations
- [ ] Chamber of Commerce
- [ ] Networking with community groups
- [ ] We don’t publicize
- [ ] I don’t know
- [ ] Other (please describe) ____________________

17. What types of facilities and equipment are included for community use of school facilities in your district? Select all that apply.

- [ ] Sports fields
- [ ] Playground
- [ ] Swimming pool
- [ ] Gymnasium
- [ ] Weight room
- [ ] Hallways
- [ ] Cafeteria
- [ ] Library
- [ ] General classrooms
- [ ] “Special” classrooms (art, music, computer lab)
- [ ] Sports equipment

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**Finding space to play**

<table>
<thead>
<tr>
<th></th>
<th>Not at all important</th>
<th>Not very important</th>
<th>Neither important nor unimportant</th>
<th>Very important</th>
<th>Extremely important</th>
</tr>
</thead>
<tbody>
<tr>
<td>Other (please describe)</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
</tr>
</tbody>
</table>

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18. What forms of employee training does your district provide related to community use of school facilities during non-school hours? Select all that apply.
- Written policy training
- Risk management strategies training
- Topics at staff meetings
- Job duty training for relevant employees
- Direct guidance from supervisors on case-by-case bases
- No training is provided
- Other: _________________________________

Section 4: LIABILITY

19. How concerned is your district about liability should someone be injured during community use of school facilities during non-school hours?
- Very concerned
- Concerned
- Somewhat concerned
- Somewhat unconcerned
- Not concerned at all

20. How would you rate your school district's current liability protection for injuries or damage to property during scheduled/formal community use of school facilities during non-school hours?
- Very poor
- Poor
- Fair
- Good
- Very good
- I don’t know
- Depends on the situation: _________________________________________________

21. How would you rate your school district's current liability protection for injuries or damage to property during unscheduled/informal community use of school facilities during non-school hours?
- Very poor
- Poor
- Fair
- Good
- Very good
- I don’t know
- Depends on the situation: _________________________________________________

22. Please rank the following in terms of the liability protection it offers your district should someone be injured during community use of school facilities during non-school hours. Let a ranking of 1 = the most protection, and 7 = the least protection.
- Lease agreement/contract
- Government immunity
Finding space to play

☐ Recreational Use Statute
☐ School Board policy
☐ Insurance
☐ Waivers
☐ Other (please describe): __________________________________________________

23. Has your district had any claims or lawsuits resulting from an injury during community use in the past five years?
☐ Yes
☐ No
☐ I don’t know

Section 5: VIEWS ABOUT SHARED USE

24. Please select the statement that best describes your district’s philosophy regarding community use of school facilities during non-school hours.
☐ The district is proactive about promoting community use.
☐ The district is not proactive, but readily accepts and processes community use requests.
☐ The district is concerned about community use agreements.
☐ I don’t know.

25. For each of the statements below, please indicate how often the following things happen in your district regarding community use of school facilities.

<table>
<thead>
<tr>
<th>Statement</th>
<th>Never</th>
<th>Seldom</th>
<th>Sometimes</th>
<th>Frequently</th>
<th>Don’t know</th>
</tr>
</thead>
<tbody>
<tr>
<td>District leaders voice support for community use.</td>
<td></td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
</tr>
<tr>
<td>District leaders voice concern over community use.</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
</tr>
<tr>
<td>District leaders hold trainings or meetings regarding community use.</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
</tr>
<tr>
<td>Community members or groups voice support for community use.</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
</tr>
<tr>
<td>When a community member or group requests facility use, the space has already been scheduled for use.</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
</tr>
<tr>
<td>Community members or groups complain that schools do not allow use.</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
</tr>
<tr>
<td>Community members or groups complain that the process for facility use is complicated.</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
</tr>
<tr>
<td>Community members or groups complain that facility use costs too much money.</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
</tr>
</tbody>
</table>

26. In the next school year, what level of community use of school facilities do you predict schools in your district will have?
☐ Increased community use
Finding space to play

☐ Same amount of community use
☐ Decreased community use
☐ I don’t know

27. Additional comments: Please provide any additional comments you may have about this survey and/or community use of school facilities during non-school hours.

________________________________________________________________________________________
_________________________________________________________________________________

Thank you very much for your time and effort in completing this survey.
Appendix 4:
Telephone Survey for Shared Use of School Facilities Contact Person
QUESTIONS

1. You work with community use of school facilities, but what are your other job duties?

2. What community groups or businesses use your school facilities through a community use policy?

3. How are the fees for use set?
   a. What is the process for reviewing/approving fees? (How often? Who’s involved?)

4. How do organizations qualify for different fee schedules?
   a. What is the process for reviewing/approving Classes? (How often? Who’s involved?)

5. When is staff supervision required during community use? (Is it ever waived?)
   a. Is there ever a problem with having staff available at an event?

6. About how many groups or organizations use your facilities for the purposes of physical activity?
   a. What facility areas are used for physical activity?
   b. About how often are these areas used for physical activity?
   c. About how many groups use school facilities for physical activity at no cost?
   d. What school equipment is allowed for use by community groups?
   e. How much do you charge for use of school equipment?
   f. About how often is this equipment used by community groups?

7. What is your process for handling requests for community use of school facilities?
   a. How do you keep records of requests?
   b. What informs the decision to accept or deny a request for use?
   c. How often do scheduling conflicts occur? How are they resolved?
   d. Do all community users need proof of Liability Insurance? Has that been an issue?
   e. Is community use ever allowed without a signed agreement?

8. How do you handle parking lot access for community groups using school facilities?
   a. Bathroom access?
   b. Drinking water access?
   c. Locker rooms?
   d. Hallways?

9. What if any spaces do schools in your district leave open for general community use?
   a. Before school hours?
   b. After school hours?
c.  On the weekend?
d.  During holidays?
e.  During summer break?

10. What feedback have you received from community groups about the application forms?
a.  Do they have common questions or confusions?

11. What is your district’s process for risk management related to community use of school facilities? (Risk Management team? Are you on it?)

12. What is the process for resolving conflicts that may arise during shared facility usage?

13. How do you work with the City of Phoenix? (What is your relationship with Phoenix Parks & Rec Department?)

14. What are the main factors that help your district to share its facilities for recreational use?

15. What are the main factors that hinder your district from sharing its facilities for recreational use?

16. What would it take for your district to leave school playgrounds open during non-school hours?

17. If you could change the community use policy or its implementation, what would you change?