

LEGISLATIVE ASSEMBLY FOR THE AUSTRALIAN CAPITAL
TERRITORY

INQUIRY INTO
THE COMMUNITY AND CULTURAL USE OF SCHOOLS

REPORT NO. 4
OF
THE STANDING COMMITTEE ON SOCIAL POLICY

December 1993

Resolution of Appointment

The following general purpose standing committees be established to inquire into and report on matters referred to it by the Assembly or matters that are considered by the committee to be of concern to the community ...

... a Standing Committee on Social Policy to consider matters related to health, hospitals, nursing homes, welfare, employment, housing, social security, the ageing, people with disabilities, the family, Aboriginal people, youth affairs, the status of women, multicultural affairs, industrial relations, occupational health and safety, education, the arts, sport and recreation.

Minutes of Proceedings, 2nd Assembly, 27 March 1992.

Committee Membership

Ms Annette Ellis (Chair)
Mr Michael Moore (Deputy Chair) *(from 16 March 1993)*
Mrs Kate Carnell
Mr Greg Cornwell
Mrs Ellnor Grasby
Ms Helen Szuty *(to 16 March 1993)*

Secretaries: Mr Greg McIntosh *(to March 1993)*
Ms Ngaire March *(March 1993 to July 1993)*
Mr Kim Bond *(from July 1993)*

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SUMMARY OF RECOMMENDATIONS

Recommendation 1

(Paragraph 118.) The Committee recommends that:

- Priority for the community use of schools be given to those activities which offer greatest benefit and assistance to the achievement of educational outcomes.

Recommendation 2

(Paragraph 122.) The Committee recommends that:

- Given the evidence presented, that the Department of Education and Training should take note of interstate developments and, in full consultation with school communities, proceed to devolve the responsibility for the casual hire of school facilities to each individual school community. This shall be achieved over a period of one year, commencing in the first quarter of 1994.

Recommendation 3

(Paragraph 125.) The Committee recommends that:

- DET investigate and report to the Minister for Education and Training on the existing legal basis for the casual hire of school facilities to community groups: and that if this is deemed insufficient to support the school based management of the hire of facilities, to recommend legislative changes or regulations which would allow the same.

Recommendation 4

(Paragraph 128.) The Committee recommends that:

- A School Facilities Group (SFG) be convened by DET as a matter of urgency to oversee the implementation of the school based management of the hire of facilities. The group shall be appointed by and report to the Minister for Education and Training, shall convene during the first quarter of 1994 for the full term of the implementation process, and shall be disbanded by the end of the first quarter of 1995. The members should have expertise from involvement in the current centre school system and shall comprise four representatives from school communities (one of whom shall be chairperson), two from sporting and community groups, two from professional associations and one from DET, with provision for representation from a relevant union.

Recommendation 5

(Paragraph 130.) The Committee recommends that:

- Within nine months of convening the SFG, DET compile for the SFG an interactive database of school facilities available for hire and that it include the following features:
 - data on the type, capacity and availability of facilities;
 - records of the physical characteristics of each, including data on whether partial opening of facilities is possible;
 - a summary of capital works which would improve the ability of the premises to be hired on a casual basis;
 - the costs of hire;
 - the school based contact arrangements; and
 - compatibility of form and structure with facility management databases operating in other ACT Government agencies.

Consideration should be given by DET to the use of such a database in public information systems (such as AUSTOUCH) and for promoting public awareness of the availability of school facilities for hire.

Recommendation 6

(Paragraph 132.) The Committee recommends that:

- By the end of the 1994 school year, the SFG will recommend to the Minister for Education and Training a set of guidelines for the school based management of the hire of facilities. The guidelines shall focus on the casual hire of facilities and shall include, but not be limited to:
 - a draft license agreement between users and the School Board;
 - a schedule of bonds and imposts for the damage of school property;
 - arrangements for the insurance of users;
 - arrangements for ensuring the safety of users, including access to telephones and emergency services;
 - arrangements for accounting for the revenue generated; and
 - a system for the central collection and monitoring of data describing the use of facilities, the generation of revenue and the costs of administration, maintenance and repair.

Recommendation 7

(Paragraph 142.) The Committee recommends that:

- The schedule of fees should set as a minimum objective the recovery of the direct costs of hire (including heating, lighting, and other utilities) as well as maintenance and janitorial costs.

Recommendation 8

(Paragraph 144.) The Committee recommends that:

- The development of a schedule of fees take account of the effects of increased community usage on school maintenance bills.

Recommendation 9

(Paragraph 147.) The Committee recommends that:

- Noting the continuing importance of janitorial support to school communities, DET commence consultation, as a matter of urgency, with janitors and the relevant unions to review the roles and responsibilities of janitorial staff under the school based management of the hire of facilities.

Recommendation 10

(Paragraph 150.) The Committee recommends that:

- As soon as practicable after the establishment of the casino premium trust fund, submissions be sought from school communities for the use of the casino premium trust funds for the retro-fitting of school premises to maximise their use by the community, paying particular attention to:
 - the regional demand for community, sporting and cultural facilities;
 - priorities established by the ACT Cultural Council and the ACT Sport and Recreation Council;
 - ensuring the safety of school users; and
 - achieving significant reductions in facility running costs.

Recommendation 11

(Paragraph 153.) The Committee recommends that:

- The SFG draft protocols for the operation of working relationships between school communities and other community and sporting groups. The protocols shall be drafted in consultation with ACT school communities, with relevant ACT Government agencies, and with peak or coordinating community and sporting agencies for the ACT. The protocols shall aim;

- to allow for local or regional coordination of the use of facilities;
- to ensure that prospective users of facilities are directed to the most appropriate facility with the minimum of delay;
- to maximise the use of local facilities;

and shall be forwarded to the Minister for Education and Training for his consideration within twelve months of the convening of the SFG.

Recommendation 12

(Paragraph 158.) The Committee recommends that:

- The long term leasing of school facilities continue to be administered on a cost recovery basis (where appropriate) which includes the recovery of capital costs and that rentals so determined be adjusted annually to account for changes in the Consumer Price Index.

Recommendation 13

(Paragraph 160.) The Committee recommends that:

- DET, in consultation with school communities and with all current tenants, undertake a review of the administration of the long term leasing of school facilities, for the purpose of recommending to the Minister for Education and Training:
 - an improved lease consistent with commercial practice;
 - comprehensive lease management arrangements consistent with commercial practice;
 - the means to clearly identify and report to the Minister on all costs (including administrative costs associated with staffing) involved in the leasing program;
 - the means to identify, precisely quantify and report to the Minister on rental subsidies;
 - the basis for the balancing rental subsidies against educational benefits;
 - an evaluation of the suitability for long term leasing of all school facilities currently surplus; and
 - the means to coordinate the leasing of school facilities with the management of other community facilities administered by the ACT Government.

The review should be completed within six months of the tabling of this report in the ACT Legislative Assembly.

Recommendation 14

(Paragraph 162.) The Committee recommends that:

- DET, through its Property Management Section, continues to be responsible for the long term leasing of school facilities, bearing in mind the need to liaise closely with schools, other ACT Government agencies and community groups when considering applications for tenancy.

Recommendation 15

(Paragraph 175.) The Committee recommends that:

- The matter of the further planning and coordination processes for community facilities, in conjunction with appropriate consultative strategies, be referred by the Assembly to the Standing Committee on Planning, Development and Infrastructure for inquiry and report as soon as is practicable. The Committee further recommends that the Standing Committee on Planning, Development and Infrastructure conduct its inquiry in close consultation with Social Planning Section of the ACT Planning Authority.

CHAPTER ONE: INTRODUCTION

1. On 17 December 1993, the Standing Committee on Social Policy received the following reference from the ACT Legislative Assembly:

- (1) *Noting the Government's response to the Standing Committee on Planning, Development and Infrastructure's Report on the Casino Premium, namely "...a review of school use policies prior to committing the funds for regional based facilities for cultural activities".*
- (2) *And noting also, the valuable assets of Government school buildings, including those not presently used for school purposes, the Standing Committee on Social Policy examine and report on:*
 - (a) *the best use of these buildings for community and cultural use other than schooling;*
 - (b) *ways by which after hours use of the buildings may be maximised and facilitated; and*
 - (c) *ways of attributing the costs of providing these facilities.¹*

2. The reference followed the tabling, on 16 December 1992, of the report of the inquiry of the Standing Committee on Planning, Development and Infrastructure into the possible use of the \$19 million casino premium. A key aspect of that inquiry was the Government's objective to commit the casino premium funds to cultural and heritage facilities. The second recommendation of the report was that:

a trust arrangement ... be established to hold \$2.75 million of the casino premium pending the development of appropriate plans for regional facilities. These plans should result from extensive community consultation and negotiation and should take account of the diverse range of community and school-based needs... In recommending the plans take account of the role of schools in the provision and servicing of cultural facilities throughout the ACT, the Committee recognises that, in the first instance, this would entail a reappraisal of existing policies relating to the community use of schools.²

3. On 18 February 1993, the Committee wrote to ACT Ministers regarding the community and cultural use of schools and to their colleagues in other states and territories on 25 March 1993. The Committee wishes to state its appreciation of the promptness with which ACT Government agencies and state and territory governments responded to its inquiries.

¹ *Minutes of Proceedings, 2nd Assembly, 17 December 1992.*

² *Standing Committee on Planning, Development and Infrastructure, Inquiry into the Possible use of the \$19 Million Casino Premium, December 1992, pp.31-32.*

4. Public advertisements calling for submissions were placed in the Canberra Times on Saturday 17 April 1993 and in community newspapers during the following week. The closing date advertised for submissions was 31 May 1993.

5. On 21 April 1993, the Committee wrote to some 80 ACT Government school communities, outlining the Assembly's reference and seeking information on:

- the type and frequency of community and cultural use of school facilities; and
- the policies that allow for such use, including charging policies.

6. More detailed inquiries were made to community groups on 9 July 1993, regarding the use of their facilities and the rates of hire which applied. While school communities and community groups were asked to respond by 31 May 1993, submissions were accepted up until 28 September 1993.

7. A total of 42 submissions were received and all were authorised by the Committee for publication. A list of all the submissions received is at Appendix 1.

8. In order to further explore the diversity of opinion on the use of school facilities, a public hearing was held on Wednesday 1 September 1993 and was attended by the representatives of twelve organisations, including:

- the ACT Department of Education and Training;
- the ACT Department of Environment, Land and Planning;
- Woden Community Service;
- ACT Sports House; and
- representatives of primary and secondary school communities.

9. A total of twenty-three individuals appeared before the Committee. A list of these organisations and witnesses is at Appendix 2.

CHAPTER TWO: MATTERS RAISED BY ACT SCHOOL COMMUNITIES.

10. Written submissions were received from a total of twenty-one ACT school communities, comprising fifteen primary schools, four high schools and two colleges. Submissions from ACT school communities were half the total number of written submissions to the inquiry. Four primary school communities and one high school community gave evidence at the public hearings of the Committee.

11. The overwhelming majority of school communities submitting evidence to the inquiry had some degree of community use of their facilities outside school hours. Most were conducting comprehensive programs of community use of their facilities and saw themselves as integral with their local communities. They regarded their facilities as an essential part of the community infrastructure, particularly where there were no other community facilities located in close proximity to the school. The views expressed during the public hearings indicated that they saw the task of education as one which involved the whole community rather than the school acting in isolation.

12. Where school communities expressed concern about their role in the community, they usually focused on the possibility that their primary educational purpose could be compromised if they were perceived simply as a community resource or community facility. Some argued that the additional wear and tear on facilities, as well as the additional administrative work involved in managing a community facility, should not reduce the resources available for teaching young people and providing teachers with the necessary administrative support. During the public hearing, schools expressed concern that the Department of Education and Training (DET) was effectively subsidising the community use of schools, thus reducing the resources available for educational purposes.

13. There was general agreement that fees charged to users should be calculated on the basis of "cost recovery", which was understood to mean those costs associated with:

- heating;
- lighting;
- cleaning; and
- security and janitorial services.

14. A number of school communities' written submissions attributed a substantial portion of these costs to the overtime paid to janitors to open and close the facility outside school hours. Other school communities noted the costs involved in janitorial services but also made the point that, if they managed the hire of their own facilities, they would

... arrange for security to be maintained by janitor on overtime or a committee member.³

15. School communities implied that the use of janitors for such duties was a matter of policy, set by the Department of Education and Training (DET), to ensure that the Department's insurance liabilities were minimised. During the public hearings, school communities indicated that they may be able to find viable alternatives to the sole use of janitors to open and close facilities but that they were concerned to maintain appropriate and adequate insurance coverage, whether through local arrangements or through a centrally administered insurance policy⁴. There was similar discussion of the responsibility for the maintenance of school facilities, which is currently administered centrally.

16. The costs associated with vandalism to school premises and property were addressed by school communities' written submissions, with the consensus emerging that community use of facilities outside school hours may well reduce the opportunity for vandalism. However, school communities believed that the advantages gained by encouraging the use of their facilities by community groups and thus reducing the opportunity for vandalism needed to be balanced against the increase in "wear and tear" on school buildings resulting from increased community use. Comparing the possible savings from reduced vandalism with the additional maintenance costs due to increased community use was not possible with the information at hand.

17. School communities perceived that increasing community use of their facilities would necessitate careful attention to matters of physical security and safety, including:

- developing more flexible arrangements for securing buildings;
- enabling the opening of portions of school structures for community activities, rather than entire school buildings;

³ Mr Geoff Berryman (Chairman of Bonython Primary School Board), Submission to the Inquiry, 7 September 1993, p.1.

⁴ There is further discussion of insurance matters in subsequent evidence from sporting and community groups and from the Department of Education and Training.

- ensuring access to safe and convenient parking, especially for families; and
- paying further attention to the flow of vehicular traffic in the vicinity of school premises.

18. For many school communities, addressing one or all of the above matters would require an initial capital expenditure: for example, schools built on an open plan model would require considerable modification so that individual "classroom" spaces could be secured for community use. It was suggested that the potential for such work could be surveyed simultaneously with the compilation of a comprehensive register of school facilities available for community and cultural use.

19. A view emerged that the hire of facilities would be best managed at the local level by the school board or parents and citizens' association, within well developed guidelines established by DET in consultation with schools and user groups. School communities could be enabled to:

- assess applications to use school facilities;
- administer day to day hiring arrangements, including fees and schedules;
- ensure adequate security and supervision;
- authorise and carry out minor maintenance duties; and
- collect and administer fees on a "cost recovery" basis.

20. Other school communities were of the opinion that devolving the management of facilities to the school level may be the "thin edge of the wedge", eventually resulting in the total school based management of the full range of school expenditures. This was seen as inappropriate, being a matter with broader implications than could reasonably be addressed within the scope of this inquiry.

21. The Committee noted that, if given the assurance that total school based management is not the intention, many school communities would be willing to manage and administer the hire of their own facilities.

CHAPTER THREE: MATTERS RAISED BY SPORTING AND OTHER COMMUNITY GROUPS.

22. Eight sporting groups provided written submissions to the inquiry, including the peak body, ACT Sports House, and the ACT Sport and Recreation Council, which advises the Minister for Sport and Recreation. Three sporting bodies gave evidence at the public hearings.

23. The majority of written submissions identified schools as central to their local communities. They emphasised the role of schools in facilitating sporting activities and the associated social and recreational benefits which flowed to the community. The ACT Sport and Recreation Council also described a larger role for schools, relating their facilities to others provided for sporting and recreational purposes, and drawing attention to the need for the integrated planning of facilities.

24. Sporting organisations were quick to point out that the high cost of hiring school facilities, particularly for indoor sports, was restricting the access of the community to school facilities and recreational opportunities. For example, it was claimed that lack of access to suitable halls and hall hire costs have restricted the growth of badminton, a sport of great popularity among many Asian members of the ACT community⁵. The high costs were attributed by sporting groups to a number of factors, including:

- insurance;⁶
- the staffing of a central administration for hiring facilities⁷; and
- the overtime costs of janitors and other school staff.⁸

25. There were strong inferences throughout the written submissions and the evidence received during the public hearing that not only were the hiring charges relatively high compared to other states and venues outside the school system, but that the quality of service offered by schools to sporting groups was generally less than might be expected for the price. Groups drew attention to defects in the construction and maintenance of school facilities which detracted from their utility as sporting venues and reduced their attractiveness as community facilities:

⁵ ACT Badminton Association Inc., Submission to the Inquiry, received 8 July 1993, pp.1-2.
⁶ Dr Alan Roberts (ACT Sport and Recreation Council) *Transcript of evidence to the Public Hearing*, 1 September 1993, p.149.
⁷ ACT Sports House, Submission to the Inquiry, 1 June 1993, p.4.
⁸ Ibid, p.3.

... the quality of a multi-user facility such as a school gym often is so poor [as to] make it unusable in many cases.⁹

26. In addition, over half the written submissions noted that sporting groups did not appear to be trusted by school administrators to see to the security of school premises in a responsible fashion. They connected this with the increased charges necessary to meet the costs of a janitor opening and closing the premises to ensure security:

The lack of trust in organisations to use the hall properly and lock up without supervision is both costly and not conducive to maximising the use of the facilities.¹⁰

27. Half the written submissions from sporting groups supported the introduction of school based management of the hiring of facilities as a means to reduce cost and increase access by:

- replacing the current Centre School hiring system;
- providing incentives for schools to manage the hire of facilities; and
- placing greater responsibility for security with hirers, community groups and volunteers (including school boards and parents and citizens' associations).

28. During the public hearings, representatives of ACT Sports House informed the Committee that the cumbersome nature of the present Centre School hiring system had led to many indoor sporting groups transferring their activities to other venues:

... one of the points I would like to make is that sporting organisations are getting out of school facilities as fast as they possibly can in the ACT ... I think the unwieldy ... centralised booking system causes a lot of concern particularly to casual users, particularly to smaller groups ... [I can] report occasions where there has been a breakdown [in communication] at some stage in the convoluted process and either the place has not been opened or it has been double booked or it has opened at the wrong time or the janitor turns up half an hour early and goes home by the time that the group arrives.¹¹

29. A number of submissions implied that school based management of facilities, coupled to hiring fees based on the notion of cost recovery

⁹ ACT Basketball Inc., Submission to the Inquiry, 31 May 1993, p.1.
¹⁰ ACT Badminton Association Inc., Submission to the Inquiry, received 8 July 1993, p.2.
¹¹ Mr Tony Naar, *Transcript of evidence to the Public Hearing*, 1 September 1993, pp.124-125.

described in the previous chapter, would result in more affordable rates for the hire of school facilities for sporting purposes. Changing to a school based hiring system would potentially make for a more direct and efficient system of hire. Allowing schools to manage the funds thus generated would provide an incentive to schools to offer attractive facilities at affordable prices to sporting and community groups.

30. Submissions to the inquiry from sporting groups outlined potential benefits to schools (other than financial benefits) which could result from a school based system for the hire of facilities. For example:

- collaboration in training for sport: senior basketball players may offer to offset the cost of their club's hire of the school gymnasium (in part or in full) by donating their time to coach students at the school;
- the positive effect which increased community involvement may have in reducing the opportunity for vandalism to school premises; and
- the future potential for schools and sporting organisations to share the capital costs involved in developing sporting facilities.

31. The submissions of the ACT Sport and Recreation Council and the ACT Junior Sports Council took a broad view of the situation, explicitly linking the planning of school facilities to the general needs of local communities. Both Councils placed a high value on an integrated community facilities planning process, with the aim of establishing:

*... centres which would permit and encourage the effective and efficient use of buildings, especially schools, for community, recreational, artistic and sporting use in addition to their primary educational use ...*¹²

and the goal of integrating

*... school and community usage for the entire day of the full calendar year.*¹³

32. Both Councils saw that there were substantial advantages to schools in being part of an integrated system of community facilities. The Sport and Recreation Council reasoned that:

¹² ACT Junior Sports Council, *Submission by the ACT Junior Sports Council*, 11 June 1993, p.2.

¹³ ACT Sport and Recreation Council, *Sport and Recreation Facilities with particular reference to Community Use of School Facilities*, 7 June 1993, p.4.

*With stronger links developing between school and community sport and growing pressure to increase shared usage of both school and community facilities, both existing and in future planning, a carefully planned local network of indoor and outdoor facilities will cater best for the increasing diversity of community needs. These sporting and recreation centres should provide the major sub-regions within Canberra with a strong capacity to cater for demand and encourage new starters by virtue of their ready availability and proximity.*¹⁴

33. Both Councils pointed to the current under-utilisation of school facilities by sporting groups, noting that:

*... in 1992, of some 95 government schools within the ACT, only 31 were being used by the community for sporting activities.*¹⁵

34. The Councils argued that, given demographic and social pressures, this situation cannot continue and that coordination and planning are key factors in improving the use of school facilities. The Council proposed the development and maintenance of a database of all community facilities, including schools, as a valuable component in promoting and monitoring the use of facilities.

35. The Sport and Recreation Council also advocated the clustering or linking of community sporting and recreation facilities, including designated indoor and outdoor sport areas, aquatic facilities and multi-user indoor sports facilities. Clustering would enable the provision of:

*... viable childcare facilities, clubrooms and social venues, sports shops and cafe [and] share gymnasium space.*¹⁶

36. Three other community groups made written submissions to the inquiry. Two of the groups, the Australia-Japan society and Woden Community Services, were called as witnesses during the public hearings.

37. The Australia-Japan Society commented on their experience as lessees of school premises. While noting that school premises offer

¹⁴ Ibid., p.3.

¹⁵ Ibid., p.2.

¹⁶ Ibid., p.3.

useful facilities for the Society's instructional activities, the submission also drew attention to the problems they have encountered:

- the security arrangements limit access by community members;
- the secure storage of assets on school premises can be problematic;
- the insurance of assets stored on school premises attracts high premiums; and
- that security of tenure and the conditions of tenure would be better served by a new tenancy agreement.¹⁷

38. The Society made specific comment on their lease arrangements during the public hearing, suggesting that improvements were in order:

... we think that we should be involved in some sort of quasi-commercial operation where you have a guaranteed lease, and you have defined areas of responsibility, and those areas of responsibility cover not only our obligations to the schools authority, but also their obligation for our use of the building, and also for the protection of our property.¹⁸

39. Woden Community Service (WCS) commented as regular users of primary school premises for the provision of Outside School Hours Care (OSHC) programs. WCS currently sponsor nine such programs operating in primary schools, and also regularly rent school premises during school vacation periods to run vacation programs. WCS cite a range of advantages they perceive in running OSHC programs in primary schools, including:

- the continuity of environment, rules and expectations of students between school and OSHC activities;
- the accessibility of schools as a consequence of their central location within their communities;
- the reduction in the opportunity for vandalism afforded by after hours use of school facilities; and
- the removal of risks associated with transport from school to OSHC programs.

40. However, WCS also cite a range of problems they have experienced during their use of school facilities, including:

- the onerous costs of renting school, particularly for unfunded OSHC programs;

¹⁷ Ms Rita Gill (Australia-Japan Society Inc), *Transcript of evidence to the Public Hearing*, 1 September 1993, p.39.

¹⁸ Ms Rita Gill (Australia-Japan Society Inc), *Submission to the Inquiry*, 7 May 1993, pp.1-3.

- the lack of access to premises to prepare for OSHC programs;
- difficulties of access to toilets and to kitchen facilities;
- misunderstanding by school staff of the objectives of OSHC programs, leading to lack of communication and to conflict;
- the short notice given of changes to hiring arrangements; and
- the lack of arrangements for consultation and conflict resolution between OSHC providers and school staff.

41. WCS suggested that many of the problems they had experienced could begin to be addressed through consultation and negotiation:

... I think we need a lease with formal arrangement, but we need to be able to contribute to the drawing up of that lease ... Woden Community Service certainly has a lot of experience behind it, and is more than happy to contribute to that process.¹⁹

¹⁹ Ms Leeanne Jackson (Woden Community Service), *Transcript of evidence to the Public Hearing*, 1 September 1993, p.53.

CHAPTER FOUR: EVIDENCE PRESENTED BY THE DEPARTMENT OF EDUCATION AND TRAINING

42. The Department of Education and Training (DET) is the ACT Government agency with primary responsibility for the administration of school facilities, including their use by community groups.

43. The Department provided the Committee with a written submission early in June 1993, followed by a private briefing on 16 June 1993. Officers were called as witnesses at the public hearings on 1 September 1993, where the Committee examined the Department's written submission in detail. Further information of a technical nature was provided by the Department after the hearings.

44. DET, in conjunction with the Department Environment, Land and Planning (DELP) and the Department of Urban Services (DUS), is responsible for overseeing the planning and construction of ACT Government school facilities and for their maintenance during their lifetime. DET currently administers 90 schools, comprising 64 primary schools, 16 high schools and 10 colleges (including the School Without Walls). School facilities are utilised by community groups in two principle modes: long term leasing and casual hire.

45. What follows is a detailed examination of the usage, costs and revenue raised from the community use of school facilities. It is best stated at the outset that the costs discussed below assume that the physical life of school buildings is typically 40 years, and that those costs include provision for two major refurbishments during that time. In order to clarify a complex matter, the discussion proceeds in three parts, addressing in turn **long term leasing, casual hire, and the allocation of revenue, costs and subsidies.**

LONG TERM LEASING

46. Premises for long term leasing are usually classrooms or related facilities identified as surplus to the educational needs of schools. There are currently 398 surplus classrooms available throughout the facilities administered by the Department. Within the figure of 398 surplus classrooms, 60 schools (or two thirds of all schools) have more than one classroom available.²⁰ However, while a school may have a number of

²⁰ DET, Submission to the Inquiry, 7 June 1993, p.2.

vacant classrooms, these may be inconveniently located on the campus (particularly in high schools) and have varying degrees of utility.

47. DET currently leases to 30 tenants, located in 20 schools.²¹ Since 1991-92, rentals have been calculated on the basis of the floor area occupied, including allowances for through ways, toilets and other amenities. The scale of charges which currently applies is:

- commercial rate \$103.00 per m² per annum (0% subsidy);
- community rate \$ 62.00 per m² per annum (40% subsidy);
and
- community rate \$ 41.00 per m² per annum (60% subsidy).

48. The commercial rate applies to leases for commercial or profit generating activities. The community rates apply to groups wishing to lease space for non-profit activities. Those groups whose activities are closely related to the educational objectives of the school may attract the lowest of the community rates. The distribution of current tenants according to rental rates is as follows:

- commercial rate (0% subsidy) 3 tenants;
- community rate (40% subsidy) 18 tenants; and
- community rate (60% subsidy) 9 tenants.

49. Of the nine tenants receiving the maximum subsidy level, four pay their rent "in kind": that is, their rents are:

... offset by services directly provided to the Department.²²

50. The commercial rate is calculated on a cost recovery basis and includes:

- the **direct costs** (associated with security, utilities and general maintenance); and
- the **indirect costs** (those charges necessary to recover the capital costs of the premises and so replace the premises at the end of their physical life).

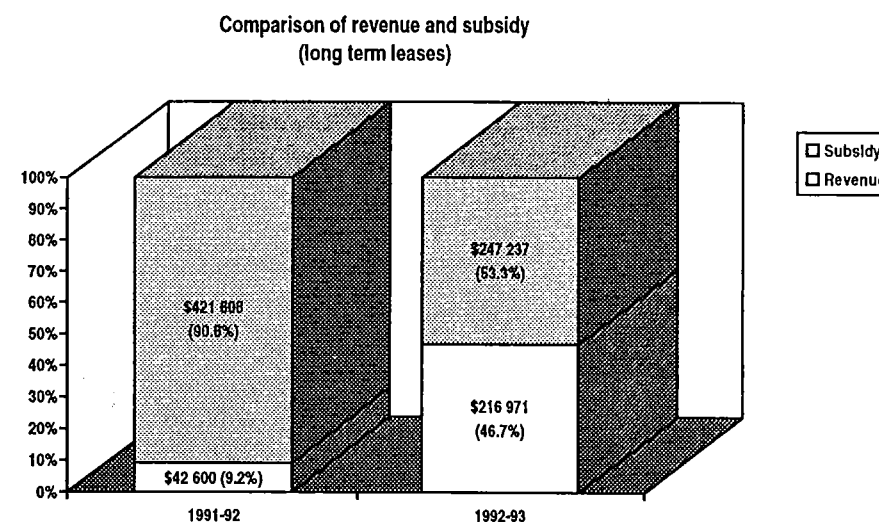
51. The subsidies DET identifies within the Community rates cited above represent the proportion of the Commercial rate foregone. In the case of the lowest community rate of \$41.00 per m² per annum, DET

²¹ Ibid., p.1.

²² Mr Bill Wood (ACT Minister for Education), in correspondence to Ms Annette Ellis, 5 August 1993, p.3.

estimates that it recovers only the direct costs associated with renting the premises, foregoing the long term costs of replacing the facilities at the end of their physical life. The current tenancy arrangements outlined above entailed DET subsidising tenants by \$247 054 in 1992-93 (compared to full cost recovery at commercial rates).²³

52. The scale of rates was introduced in 1991, consistent with Government policy to move charges for the use of school facilities onto a commercial footing and to recover a greater proportion of the costs involved in providing the facilities. Leasing the 4 500 m² of office space generated revenue of \$42 600 in 1991-92 (the first year of operation of the scale) and \$216 971²⁴ in 1992-93. The increase in revenue reflects the transition arrangements put into place by DET. A comparison of revenue and subsidies for both years is shown below.



53. During the public hearings, the Department gave evidence that the general scale of rents and subsidies had not been reviewed since its introduction.²⁵ Given the number of tenants leasing at community rates, it appears that full cost recovery will not be achieved. However, other benefits are seen to accrue to schools which lease to community groups,

²³ Ibid.

²⁴ Comprising \$206 875 in rent received plus the equivalent of \$10 096 "in kind".

²⁵ Mr Trevor Wheeler (DET Executive Director Budget and Facilities), *Transcript of evidence to the Public Hearing*, 1 September 1993, p.23.

including an increase in community involvement in the education of young people.

CASUAL HIRE

54. The casual hire of school facilities is centrally administered by DET through what is known as the *centre school* system. Some 40 schools (out of a total of 90 schools) act as centre schools during any given week.²⁶ Of the centre schools, some are listed as available for six days of the week, with others available for lesser numbers of days. The table below summarises the number of centre schools listed for each day of the week.²⁷

	Mon	Tue	Wed	Thu	Fri	Sat	Sun
Number of centre schools	23	25	23	21	9	8	20

55. The centre school system aims to reduce the costs of the heating, lighting and janitorial services associated with the hiring of school facilities by coordinating and concentrating after hours school usage within a smaller number of schools and achieving economies of scale.²⁸ The reduction in costs is facilitated by reducing the start-up costs of heating and other plant: for example, two consecutive users of a school gymnasium incur one set of start up charges, as compared to two sets of charges for the use of two separate gymnasias. Similarly, the overtime payments to janitors to ensure the opening and securing of premises are significantly reduced if use can be concentrated in one school rather than over several, as current industrial award provisions require a minimum overtime payment (or "call-out") payment, rather than a pro-rata overtime payment.

56. During 1991-92, the Property Management Section of DET processed approximately 11 000 bookings for the casual usage of school facilities. The bookings covered a diverse range of organisations, including:

²⁶ DET, Submission to the Inquiry, 7 June 1993, p.3.

²⁷ Ibid., Attachment D.

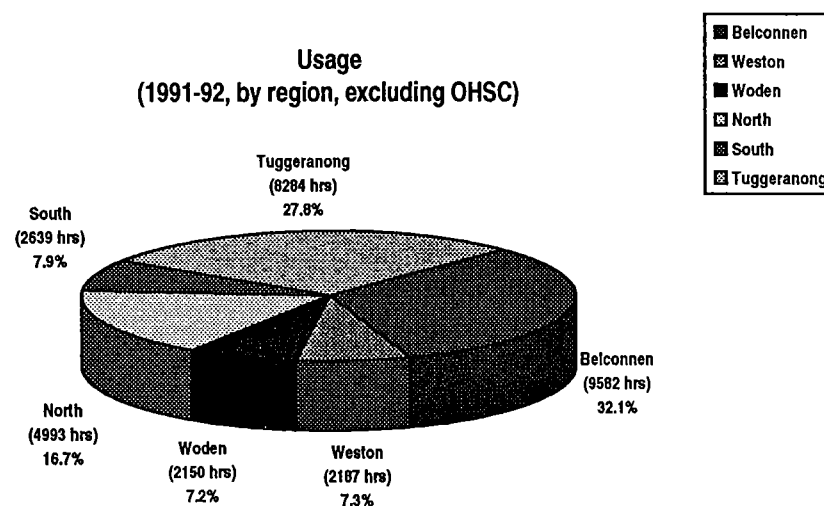
²⁸ Mr Trevor Wheeler (DET Executive Director Budget and Facilities), *Transcript of evidence to the Public Hearing*, 1 September 1993, p.3.

- church groups;
- sporting groups;
- martial arts groups;
- community organisations and youth groups, including Out of School Hours Care (OSHC);
- educational groups;
- ethnic language groups;
- physical culture groups, including ballet; and
- weight watchers groups.

57. These bookings represent approximately 54 000 room-hours of usage, comprising (approximately);

- 30 000 room-hours usage by sporting and other community groups; and
- 24 000 room-hours usage by OSHC programs in 40 schools across all regions of the ACT.

58. The rates of usage of school facilities by geographic region (excluding OSHC) are represented below. It can be seen that the concentration of usage is in the Tuggeranong and Belconnen geographic regions.



59. The charges levied for casual hire vary considerably, according to the type of facility hired and whether the hire occurs during the week or on the weekend, when penalty rates apply to wages. Also, commercial

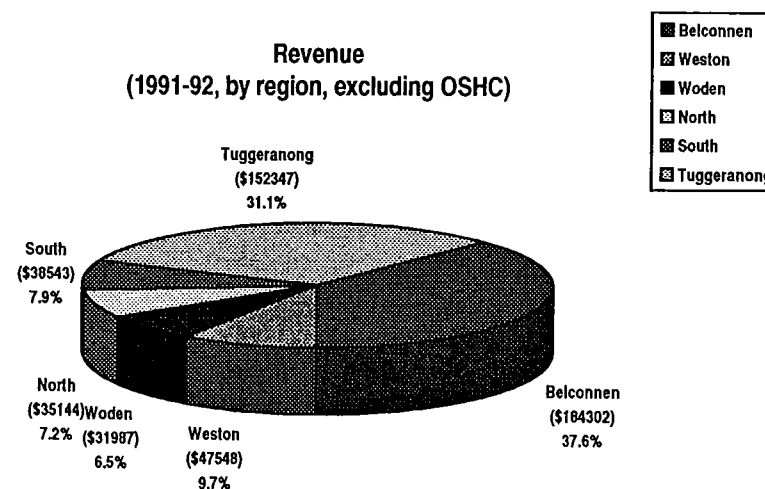
use attracts additional charges, as does the hire of facilities at schools which are not designated Centre Schools. The full schedule of fees charged by DET is included at Appendix 4: an excerpt is reproduced below.

	Centre School	Centre School	Centre School	School of choice	School of choice
Type of facility	Commercial usage (fee charged)	Training	Community usage (no fee charged)	First hour	Each additional hour
Gymnasium	\$49.00	\$32.00	N/A	\$123.00	\$49.00
High school hall	\$49.00	N/A	\$24.00	\$96.00	\$24.00
Primary school hall	\$36.00	N/A	\$13.00	\$88.00	\$13.00
School room	\$19.00	N/A	\$9.00	\$75.00	\$8.00

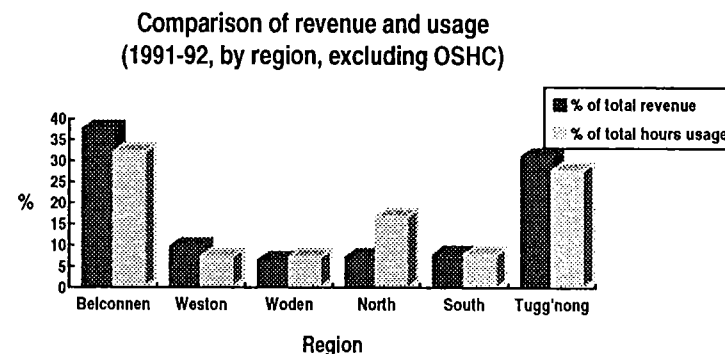
60. The fees charged for commercial usage include both the direct and indirect costs (described above) associated with the hire of facilities. During 1991-92, revenue from the casual hire of facilities totalled \$580 300, comprising:

- \$489 898 from usage by community and sporting groups; and
- \$90 402 from usage by OSHC programs in 40 schools across all regions of the ACT.

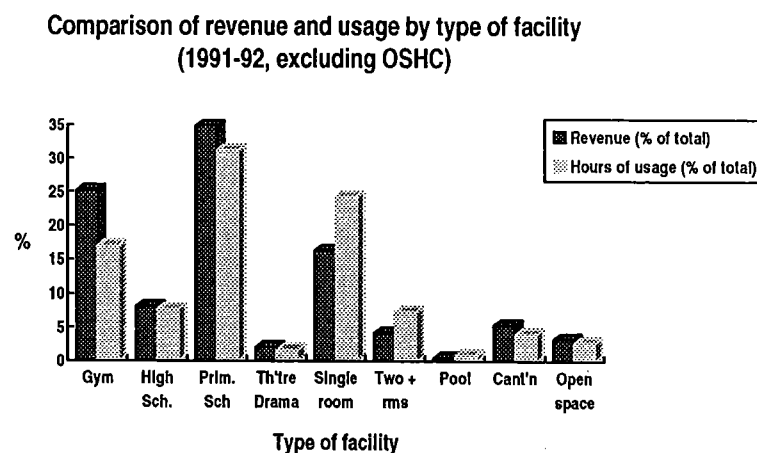
61. A regional analysis of the revenue raised from the usage of school facilities (excluding OSHC programs) is represented below:



62. The bulk of the revenue is raised from school facilities located in the Belconnen and Tuggeranong regions. A comparative analysis of revenue and usage (represented below) indicates that charges are equitably levied on all regions, the exception being the inner North where the relatively low level of revenue may be attributed to the high proportion of usage by ethnic language groups paying lower rates of hire.²⁹



63. A similar analysis comparing usage and revenue by type of facility reveals an equitable incidence of charges.



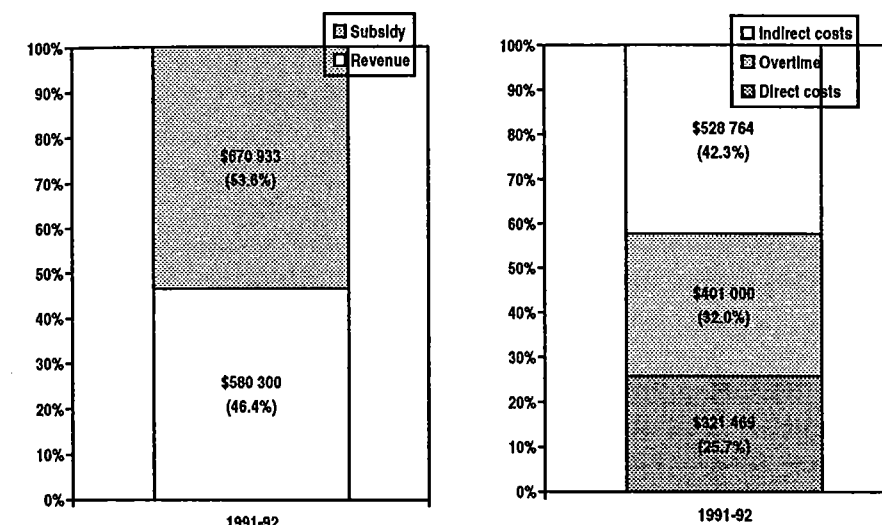
64. There appears to be some subsidisation of those who book single rooms (possibly ethnic language groups) by the users of halls and gymnasias (possibly sporting groups).

²⁹ From data from DET's submission to the Inquiry (p.13) and from additional information supplied by DET.

65. DET estimates that the total costs of the casual hire of school facilities during 1991-92 totalled \$1 251 233, comprising:³⁰

- \$321 469 as direct costs (including heating, lighting, security, general maintenance);
- \$401 000 in overtime payments; and
- \$528 764 as indirect costs (that is, the capital costs for the replacement of the facility).

65. The total revenue from the hire of facilities was \$580 300, representing 46.4% (or less than half) of the total costs. The costs and revenue are represented below.



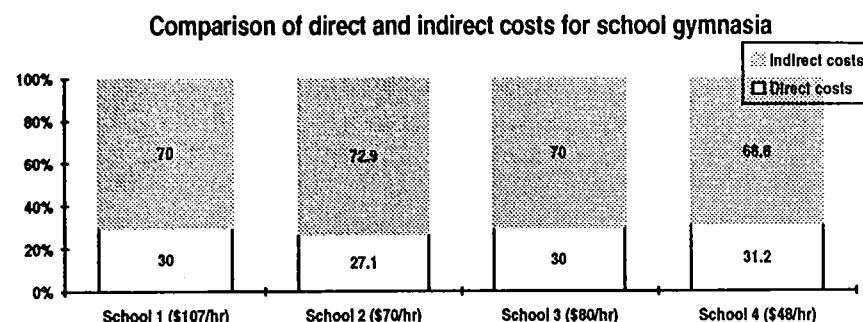
ALLOCATION OF REVENUES, COSTS AND SUBSIDIES

66. The estimates of direct and indirect costs derive from a study commissioned by DET and carried out by Australian Construction Services (ACS) in 1989. ACS inspected the plans and facilities at four schools of differing types and estimated the direct costs of hiring the facilities for "out of hours" usage, as well as the capital recovery costs. ACS found that these varied considerably from school to school and reflected:

³⁰ Mr Bill Wood (ACT Minister for Education), in correspondence to Ms Annette Ellis, 5 August 1993, p.2.

... diversified building architecture, different design of building services [such as electrical, heating, plumbing and security services] and also [the] varying "out of hours" usage of particular school areas.³¹

67. The results of the part of the ACS analysis dealing with gymnasias are represented below.



68. As can be seen above, the hourly rates required for total cost recovery vary considerably, between \$107 per hour and \$48 per hour. The hire rates included in the schedule of fees will, in some instances, recover both the direct and indirect costs of hire, while in others, the charges may recover only the direct costs.

69. DET also sought advice from the Australian Valuation Office on the running costs of facilities similar to schools, as well as analysing the data available from the management of ACT school buildings which had become surplus. After including components for landscape and site costs, as well as management charges, the Department assessed the breakdown of direct and indirect costs as being 40% and 60% respectively.

70. If it is assumed that the costs and revenue from casual hire in 1992-93 are similar to those of 1991-92, then an overall estimate of cost, revenue and subsidy for the community use of schools can be derived.³²

³¹ Australian Construction Services, "Out of Hours" Usage Costs for School Centres, 1989, p.3.

³² Mr Bill Wood (ACT Minister for Education), in correspondence to Ms Annette Ellis, 5 August 1993, pp.2-3.

	Revenue	Cost	Subsidy
Long term lessees	\$216 971	\$464 025	\$247 054
Casual users	\$580 300	\$1 251 233	\$670 933
Totals	\$797 271	\$1 715 258	\$917 987

71. The estimated subsidy of approximately \$918 000 would be drawn from the allocation made to DET in the normal Budget process.

72. Evidence received during the public hearing indicates that some schools are also hiring their facilities outside of the centre school system. Hence, the total use of school facilities is most likely to exceed that recorded through the records of the administration of centre school hiring. Likewise, revenue from such *ad hoc* hiring would not be recorded through the centre school administration. The overall effect is that the approximated subsidy of \$918 000 under-estimates the real subsidy.

CHAPTER FIVE: EVIDENCE FROM THE DEPARTMENT OF ENVIRONMENT, LAND AND PLANNING

73. The Department of Environment, Land and Planning (DELP) is responsible for the administration of the Territory Plan, which includes the parameters for planning schools and other community facilities, as well as the Land Use Policies which determine the permissible usage of school buildings which have been declared surplus by DET.

74. After considering the written submissions to the inquiry from the ACT Sports Council and the ACT Junior Sports Council, the Committee decided to call DELP officers as witnesses to the public hearing to comment on the planning issues which were emerging. In particular, it became apparent that planning for the development of Gungahlin included a number of issues of interest to the Committee's inquiry.

75. In giving evidence to the inquiry, the ACT Chief Planner, Mr George Tomlins, stated that there was a definite move toward achieving greater efficiency in the use of community space and community facilities. He summarised the situation as one where:

...we should be able to do more with less by getting people to be a bit more cooperative and to use a range of facilities for dual purposes.³³

76. DELP recognises the importance of this situation to social planning in general and to the planning of school facilities in particular. Indeed, the planning process for Gungahlin resulted in:

... the very clear realisation that the school is going to form a fundamental element in [the process of community development]. [Schools] are going to be the key infrastructure element in the development of Gungahlin from a social perspective. At the local level, they form the meeting place for very differing groups of people, for the people who have children at the school, for the people who use the school for other activities and it establishes an opportunity for [the building of] networks between people and the sharing of information and [for] support to start to occur and that is very fundamental.³⁴

77. Two key strategies toward this end are the joint use of facilities and the co-location of facilities, terms DELP defines as follows:

³³ Mr George Tomlins (ACT Chief Planner), *Transcript of evidence to the Public Hearing*, 1 September 1993, p.103.

³⁴ Ms Alison Burton (Principal Social Planner), *Transcript of evidence to the Public Hearing*, 1 September 1993, p.112.

- **Joint use; and**
Buildings jointly managed and used by two or more organisations.
- **Co-location.**
Buildings located together on the same or adjacent sites.

78. The witnesses presented a number of objectives for the joint use of facilities:

- *to use facilities more effectively;*
- *to allow more equitable community access to facilities;*
- *to meet the needs of user groups without impeding the normal and efficient functioning of core facilities;*
- *to encourage participation in a wide range of activities;*
- *to form closer links with the immediate neighbourhood;*
- *to reduce Government and community capital costs;*
- *to develop an environment in which recurrent costs are reduced; and*
- *to identify opportunities for joint ventures between Government and non-Government organisations or the private sector.³⁵*

79. Attention to these objectives during the planning of Gungahlin had fostered the development of proposals to co-locate facilities on the Nicholls school site. The site had been earmarked to accommodate a government and a non-government high school, a government and a non-government primary school, some community facilities and some residential development. During extensive consultation and negotiation with DET, non-government schools and other agencies, options were developed for the use of the site, diagrams for which are at Appendix 4. Taking into account constraints imposed by the need for a large floodway, the site savings are as follows:

PRIMARY SCHOOLS³⁶	Site size (hectares)	Site savings (hectares)
Two separate schools	7.4	0.0
Joint hall and library	5.0	2.4

HIGH SCHOOLS³⁷	Site size (hectares)	Site savings (hectares)
Two separate schools	11.50	0.00
Some joint buildings	11.00	0.50
Integrated joint use	10.65	0.85

80. While the joint use options for the Nicholls site have not yet been finalised, they offer significant advantages;

³⁵ DELP, papers presented during the public hearing of 1 September 1993.

³⁶ Ibid.

³⁷ Ibid.

- the site savings will allow greater flexibility for planning elsewhere in Gungahlin;
- schools may be able to share specialist or technical teaching facilities while reducing total capital and recurrent expenditure; and
- schools may have the opportunity to offer a wider range of programs.

81. Interstate, similar facilities (such as the Minto Community Centre in New South Wales and the Golden Grove school complex in South Australia) have enjoyed a measure of success in meeting many of the objectives cited above.

82. DELP, in particular the ACT Planning Authority, has played a key role in coordinating ACT Government agencies in the Gungahlin planning process. In the social planning arena, the Department has chaired a committee coordinating the planning of services and a committee investigating the joint use of facilities. The ACT Chief Planner outlined that the Authority's role had been to:

... try to coordinate needs and continue coordinating people and trying to make them think laterally and collaboratively.³⁸

83. The Authority had to simultaneously consider the competing demands for land for commercial and residential purposes, for community facilities and planning for access to services:

And in doing that you have got to be very clear about your objectives because some of those objectives differ, and so for example, objectives that relate to economic efficiency may have to be balanced against objectives for access or equity.³⁹

84. The ACT Planning Authority had come to the conclusion that co-location and joint use of facilities had the distinct advantage of offering greater flexibility for addressing such competing needs.

³⁸ Mr George Tomlins (ACT Chief Planner), *Transcript of evidence to the Public Hearing*, 1 September 1993, p.115.

³⁹ Ms Alison Burton (Principal Social Planner), *Transcript of evidence to the Public Hearing*, 1 September 1993, p.121.

CHAPTER SIX: THE SITUATION IN OTHER STATES AND TERRITORIES

85. The relevant departments of all State and Territory Governments responded promptly and courteously to the Committee's requests for information. Key points from their written submissions are summarised below.

86. **South Australia** has an extensive history of community use of school facilities, and administrative instructions have been developed which govern the community use of schools. The administrative instructions are comprehensive tools to assist school principals and councils in the management of the use of school facilities by community groups and cover key aspects of administration.

87. Agreements concluded under these instructions give external users the status of:

... licensees, meaning that they acquire no more than a contractual right to use the premises. They do not have any estate or interest in the property, as is the case with a lessee.⁴⁰

88. The process by which a principal, with the agreement of the school council, may grant permission to use school premises includes:

- the receipt of a written application;
- consultation with senior teaching staff;
- the assessment of potential hazards, particularly in relation to Regulations made under the *Occupational Health, Safety and Welfare Act (1986)*;
- gauging the competency of supervision; and
- the signing of a formal agreement.

89. The formal agreement with the user is, in essence a licence agreement with the Minister for Education.⁴¹ The agreement includes details of:

- the fees and charges, including bond;
- the times of availability of the premises;
- the security arrangements;

⁴⁰ *Administrative Instructions and Guidelines*, Paragraph 130.2.3.

⁴¹ The status of licensee is also accorded users in New South Wales and Queensland. Further details are included in the summaries of each state's information.

- the portions of the school premises to be accessible to the user;
- the responsibilities of the user to restore furniture and equipment to order after usage;
- insurance coverage;
- the legal responsibilities if the premises are to be used as a place of public entertainment; and
- the procedures for reporting accidents resulting in bodily injury.

90. The administrative instructions also outline the procedures by which schools, in conjunction with other groups or organisations, may develop proposals for improvements or additions of a capital nature to existing school facilities. The responsibility for the development and approval of such projects (for example, the joint funding of a gymnasium in conjunction with local community and sporting groups) rests with senior staff in the Education Department and, ultimately, with the Minister.

91. **Western Australia** first promulgated a policy document on the community use of schools in 1978. This codified local practices and encouraged a wide range of local activities. Recent policy development has concentrated on:

- identifying and classifying the full range of formal and informal use of school facilities;
- the issues associated with the use of school facilities;
- cost savings which might arise from realistic charging policies and the sharing of facilities; and
- the principles which should guide the development of capital sharing arrangements.

92. There has been a growing trend toward schools exercising a high level of autonomy in decision making regarding the community use of their facilities, and the 1978 policy on community use was redrafted in 1992 to allow full responsibility to rest at school level. While the redrafted policy has yet to be promulgated, it includes proposals that:

- the options currently considered for the use of schools be extended to include the headquartering of community, cultural and sporting organisations, as well as casual usage;
- charges be agreed by the Principal and the School Decision Making Group; and
- fees thus collected be retained by the school to defray recurrent and maintenance costs.

93. The Ministry of Education is also drafting capital sharing proposals addressing the siting arrangements, management structures and cost sharing structures of joint ventures between schools and other organisations. Possible partners may include:

- recreation groups;
- community cultural groups;
- non-government schools;
- health services and child care services;
- police offices;
- community development organisations;
- community education services; and
- compatible commercial activities, including the rental of office space for commercial purposes.

94. In **Tasmania**, the community use of schools is currently being revised as part of a review of the *Education Act (1932)*. At present, the short term leasing of school facilities is the responsibility of individual schools, though the funds raised are returned to consolidated revenue. It is proposed that:

... schools be enabled to retain a substantial amount of the rent to cover costs incurred by them in letting their facilities.⁴²

95. **Victoria** has an extensive history both of capital sharing arrangements and the use of schools by the community. Legislation allows School Councils to;

- enter into capital sharing arrangements;
- arrange for the use of facilities by community groups; and
- levy charges for the use of school facilities.

96. Schools act in these capacities independently of central or regional administrative structures, consistent with a policy of schools:

becoming increasingly responsible for the budgeting of their day-to-day operating costs. Schools are now aware of the costs of maintenance and replacement and will charge accordingly for the use of school facilities by others.⁴³

⁴² Mr J Beswick (Tasmanian Minister for Education and the Arts), correspondence to Ms Annette Ellis, 28 April 1993.

⁴³ Hon D Hayward MP (Victorian Minister for Education), correspondence to Ms Annette Ellis, 6 May 1993.

97. In New South Wales, a statement of policy and accompanying detailed guidelines govern the use of school facilities by community groups. An extensive review of the policy and guidelines has only recently been concluded. However, the revised policy and guidelines have not yet been distributed and were unavailable for comment in the context of the current inquiry. The discussion which follows refers to the existing policy and guidelines.

98. With the exception of capital sharing arrangements and regional matters (such as disaster welfare provision) the responsibility for the hiring of school facilities by community groups currently rests with the principal and school council. Capital sharing and regional matters are referred to Director-General (Region) for consideration, along with a recommendation by the school principal.

99. The guidelines for the community use of facilities include:

- a process for the approval of applications;
- the conditions of use applying to community groups;
- the consideration which should be given to safety, security and industrial matters;
- the financial arrangements which should be adhered to, including guidance on fees and charges; and
- arrangements for recording the usage of facilities.

100. The formal agreement with a community group is effected with the Minister for Education as the licensor and the community group as the licensee. The agreement outlines:

- the fees;
- the term of the agreement;
- indemnity and insurance arrangements;
- the conditions of use; and
- and the process of termination.

101. Funds raised from the hire of facilities are retained and managed by the school, generally for the purpose of defraying the maintenance, security and cleaning costs incurred by community use.

102. In Queensland, Section 19 of the *Education (General Provisions) Act 1989* allows the Minister, or other authorised officers, to give permission for school premises to be used for any purpose, including

activities not connected with education. Among other matters, the Regulations made under the Act determine:

- that the proposed use of the premises should not interfere with the school's educational purpose;
- that the usage should not endanger the premises or equipment of the school;
- that alcohol may not be brought onto the premises;
- that fees (including bonds) should be set by authorised officers in consultation with the school association; and
- that special conditions apply to the use of sporting facilities, including the regular review of hiring arrangements and restrictions on the use of equipment.

103. Philosophically, schools are seen as an integral part of the community, consistent with the view that education is a shared community responsibility. One of the identified characteristics of a community oriented school is the:

... sharing of resources and facilities between the school and the community.⁴⁴

104. A process is currently underway to trial school advisory councils, with the aim of increasing community participation in school decision making, further incorporating schools into the community structure.

105. In the Northern Territory, the Government has a policy of school self-management. It encourages the maximum use of school facilities and the community and cultural use of schools outside school hours. To this end, principals and school councils have the authority to approve the community use of schools.

106. Charges are levied on a non-profit, cost recovery basis, accounting for utilities, cleaning and administration. Fee schedules are developed by each school, with variation according to casual or permanent usage, and community or business usage. Donations or other in-kind arrangements can be made with non-profit organisations.

⁴⁴ Department of Education Queensland, *Community Participation in School Decision Making (Information Statement No.124)*, 17 February 1989, p.3.

CHAPTER SEVEN: DISCUSSION OF EVIDENCE AND RECOMMENDATIONS

GUIDING PRINCIPLES

107. The broad nature of the reference to the Committee has meant that the inquiry has considered a wider range of issues than might at first be apparent. Witnesses have discussed matters ranging from the details of securing classrooms to the intricacies of coordinated and integrated community planning. Likewise, written submissions addressed many issues, ranging from insurance to access and equity.

108. Throughout its deliberations, the Committee bore in mind the changing role of schools in our society and the increasingly complex requirements now placed upon our education system and its facilities. The competing demands for valuable educational human and material resources have produced the tensions which have driven both passionate debate and constructive change. Before proceeding to more specific matters, it is worth confirming ideas which underpin the Committee's findings.

109. The evidence submitted to the Committee confirmed its view that:

- **the core purpose of schools is education and that nothing should detract from this during school hours.**

110. It appears that there is currently some limited scope for the hire of school facilities during school hours without seriously compromising this purpose, a general situation which is unlikely to change in the foreseeable future, except in specific instances where there is complete agreement within the school community. However:

- **after hours, schools should be seen as a key community resource and should be utilised to their fullest extent.**

111. In this regard, the "bottom line" regarding after hours school use is that nothing should take place which would seriously detract from the educational purpose being achieved during the day. During school hours, educational needs are dominant; however after school hours, educational needs are not dominant but should not be threatened or degraded.

112. Recognising the value of the close interaction between schools and their local communities, the Committee has referred throughout this

report to *school communities*, highlighting the fact that while the school buildings are the focus of daily educational activity, the school community which grows around them is a valuable resource and worthy of fostering. The Committee is of the view that:

- **schools play a major role in the development and maintenance of the social structure of the community.**

113. It must be noted that many school communities recognise the already achieved or potential benefits for the community as a whole where a local school is more utilised by that community. The Committee is strongly of the opinion that:

- **a basic aim of the management of school buildings should be the facilitation of after hours use of schools by the community so that they may be utilised to their fullest extent.**

114. The effectiveness of schools in achieving this end should be evaluated by taking into account not simply the efficient usage of school facilities by the community, but also the benefits flowing onto the entire school community: students, parents, teachers and the general public. The funds allocated for education are to be spent for the purpose of achieving educational outcomes, both by the direct provision of educational services and by increasing community involvement in the process of education. Put succinctly:

- **education is the responsibility of the entire community.**

THE CASUAL HIRE OF SCHOOL FACILITIES

115. The Committee was deeply concerned by the evidence presented that, on one hand there was considerable dissatisfaction with the system for the hiring of school facilities among hirers and, on the other hand, that hiring facilities was causing considerable sums of money to be diverted from the education budget. More affordable access to school facilities was sought by the community, while greater access could well lead to further diversions of valuable resources from the education budget.

116. If cost recovery was the sole aim of the community use of schools, then the direct application of the "user pays" principle would resolve the issue, at the expense of directly undermining community involvement.

Were community development the sole aim, then free access to facilities would resolve the issue, at the expense of the responsible achievement of educational goals. Neither view is balanced and neither is tenable:

- the use of facilities must incur a realistic cost; and
- the accounting for the "education dollar" must be broader in scope than a simple balancing of the credit and debit columns of the ledger.

117. Considered individually (as they are in paragraphs 134 to 141 below) they are difficult to reconcile unless subject to an overarching objective.

Recommendation 1

118. The Committee recommends that:

- **Priority for the community use of schools be given to those activities which offer greatest benefit and assistance to the achievement of educational outcomes.**

119. Turning to more prosaic but no less important matters, the Committee received a large body of evidence stating that the current arrangements for the hire of school facilities, through the centre school system, are unsatisfactory. The booking process is cumbersome, communications are often fraught and unreliable and there appears to be little incentive for schools to provide a satisfactory service. These and other factors were cited by schools, community groups and sporting groups to support their arguments that the hire of school facilities should be managed by the school community.

120. The Committee's survey of arrangements in other states and territories indicated a trend toward greater autonomy in the management of school facilities, characterised by a number of features, including:

- the ability of principals and school boards (comprising community and school representatives) to enter into licensing agreements with community and cultural groups for the hire and use of school facilities;
- the development of fee structures which defray the costs of utilities, cleaning, security, administration and general maintenance;

- school based responsibility for the management of the funds generated by such activities; and
- the authority to initiate local investigations aimed at sharing the costs of major capital works with local community and cultural organisations.

121. These features have the important characteristic of empowering and embodying the concept of the school community, giving administrative substance to the concept and describing the basic elements of a "level playing-field".

Recommendation 2

122. The Committee recommends that:

- **Given the evidence presented, the Department of Education and Training should take note of interstate developments and, in full consultation with school communities, proceed to devolve the responsibility for the casual hire of school facilities to each individual school community. This shall be achieved over a period of one year, commencing in the first quarter of 1994.**

123. The Committee is firmly of the opinion that the proposed devolution should involve close consultation and negotiations between all parties, including schools and their boards, parents and citizens' associations, school staff and students, and local community groups. Mechanisms for achieving this are detailed in subsequent recommendations. At the conclusion of the process, school communities will be responsible for administering the hire of facilities and for managing the revenue thus generated. **The Committee does not accept that the revenue from the hire of facilities should be considered as a saving against the school budget allocated by DET in the normal budget management process.**

124. Considering the means by which this achieved in other states and territories, the ACT Government may have to clarify the legal basis underpinning the hire of school facilities.

Recommendation 3

125. The Committee recommends that:

- DET investigate and report to the Minister for Education and Training on the existing legal basis for the casual hire of school facilities to community groups; and that if this is deemed insufficient to support the school based management⁴⁵ of the hire of facilities, to recommend legislative changes or regulations which would allow the same.

126. Proceeding in this direction will require agreement on a range of matters to ensure that all school communities can participate on an equitable basis. Matters which are essential to ensuring a "level playing field" are:

- agreement on core activities which have priority for the hire of school facilities;
- the setting of the schedule of hire charges;
- agreement on accounting for "in kind" payments in lieu of rental;
- the setting of standards for the safety and insurance of users;
- ensuring the protection of school property and the provision of janitorial services;
- the agreement of methods for the central collection of statistics on the use of facilities;
- setting standards for reporting annually on the overall use of ACT school facilities; and
- agreement on the maintenance of an inventory of available facilities.

127. It is important that such issues be decided and reviewed in a consultative fashion. To achieve consistency and commonality of purpose, an interim body is proposed.

⁴⁵ Some schools are concerned that a devolution of responsibility for the hire of school facilities could precede the introduction of a system of total school based management. In this report, the terms *school based management* and *locally based management* refer solely to the management by local schools of the casual hire of school facilities to community and cultural groups.

Recommendation 4

128. The Committee recommends that:

- A School Facilities Group (SFG) be convened by DET as a matter of urgency to oversee the implementation of the school based management of the hire of facilities. The group shall be appointed by and report to the Minister for Education and Training, shall convene during the first quarter of 1994 for the full term of the implementation process, and shall be disbanded by the end of the first quarter of 1995. The members should have expertise from involvement in the current centre school system and shall comprise four representatives from school communities (one of whom shall be chairperson), two from sporting and community groups, two from professional associations and one from DET, with provision for a representative from a relevant union.

129. The deliberations of the SFG would be greatly assisted by the expertise of the officers of the property management Section of DET, who currently administer the centre school hiring system and are aware of the range of facilities available.⁴⁶ To properly administer a school based system of hire, a comprehensive inventory of school premises and their availability is necessary.

Recommendation 5

130. The Committee recommends that:

- Within nine months of convening the SFG, DET compile for the SFG an interactive database of school facilities available for hire and that it include the following features:
 - data on the type, capacity and availability of facilities;

⁴⁶ It is noteworthy that, while there was much evidence critical of the current centre school hiring system, it did not extend to the staff responsible for its administration, thus demonstrating the high level of their professionalism.

- . records of the physical characteristics of each, including data on whether partial opening of facilities is possible;
- . a summary of capital works which would improve the ability of the premises to be hired on a casual basis;
- . the costs of hire;
- . the school based contact arrangements; and
- . compatibility of form and structure with facility management databases operating in other ACT Government agencies.

Consideration should be given by the SFG and DET to the use of data from such a database in public information systems (such as AUSTOUCH) and for promoting public awareness of the availability of school facilities for hire.

131. An overview of school facilities will assist in the development of the more detailed management arrangements necessary to make best use of school facilities. Of particular importance is ensuring that prospective users find the facilities most appropriate to their needs. To this end, the Committee believes that it is important that well developed guidelines for the use of facilities are formulated in a way which allows schools maximum flexibility to accommodate prospective individual users while meeting educational goals.

Recommendation 6

132. The Committee recommends that:

- . By the end of the 1994 school year, the SFG will recommend to the Minister for Education and Training a set of guidelines for the school based management of the hire of facilities. The guidelines shall focus on the casual hire of facilities and shall include, but not be limited to:
 - . a draft license agreement between users and the School Board;

- . a schedule of bonds and imposts for the damage of school property;
- . arrangements for the insurance of users;
- . arrangements for ensuring the safety of users, including access to telephones and emergency services;
- . arrangements for accounting for the revenue generated; and
- . a system for the central collection and monitoring of data describing the use of facilities, the generation of revenue and the costs of administration, maintenance and repair.

133. In the Committee's view, while the items listed above are the minimum elements which should comprise the guidelines for the hire of facilities, the SFG should also give consideration to:

- . acceptable forms of school based decision making structures;
- . the criteria for assessing, prioritising and deciding upon applicants for the hire of facilities;
- . a schedule of fees for the hire of facilities; and
- . process for the regular review of concessional rates charged to hirers.

The Committee was keen to ensure that the deliberations of the SFG focused on securing agreement to basic and common standards without restricting the authority of the Group to recommend on matters which emerge during its discussions. The Committee anticipates that, with the Minister's approval, the guidelines will be available to the public and will assist them in selecting and negotiating the use of school facilities.

134. Turning to the matter of setting a schedule of fees, the Committee recognises that a number of factors need to be balanced. Two written submissions from community groups pointed out that, since it is revenue raised from the community which initially pays for the facilities:

... we should not be paying any amortisation charges, when we have already paid the capital cost through our taxes.⁴⁷

135. While the Committee understood the basis of this view, an alternative view was that it did not account for growth or change in the ACT as a whole, nor for arguments of equity, nor for the Committee's view that education is the responsibility of the entire community. The logical extension of the argument is that the burden of any subsequent school development should fall entirely on newly established families.

136. The careful analysis of the financial data supplied to the Committee by DET indicates the subsidisation by the education budget of the casual hire by community groups of school facilities by approximately \$671 000 in 1991-92. As detailed in the summary of DET's evidence (Chapter Five) the subsidy is the difference between the revenue collected for hire and the total costs (which include the capital costs involved in replacing the premises at the end of their physical life, overtime payments and the direct costs of hire).

137. DET officials giving evidence to the inquiry implied that if the full costs involved in building, maintaining and servicing school properties for community use were passed on to the hirers through the school management of that hire, then the rates of hire would increase. It was put to the Committee that this would disadvantage community groups, who were already receiving concessions from DET for the hire of facilities:

... schools' ability to generate revenue relies very heavily on the fact that the central office continues to meet the costs. Were those costs to be borne by the school, I think we might see a different situation altogether, and certainly a change in the clientele that [the schools] might be able to hire to.⁴⁸

138. However, school communities saw significant benefits arising from greater community participation in school activities and from making best use of their facilities. These benefits could not be readily quantified for comparison with the material costs described by DET.

139. The Committee also considered the possibility that some schools may have more attractive facilities for hire than others and may therefore generate more revenue by hire than those schools with less attractive facilities. Should the responsibility for hire be devolved to schools along with the responsibility to manage the funds thus generated, inequities in revenue may result, disadvantaging schools with facilities which are not readily hired. The Committee is aware of the differing standards and accessibility of school facilities and has acted to address this situation

⁴⁸ Mr Trevor Wheeler (Executive Director, DET Budget and Facilities, *Transcript of evidence to the Public Hearing*, 1 September 1993, p.6.

through the stock take of facilities at Recommendation 5 and the consideration of capital works at Recommendation 10.

140. The Committee pursued this issue during the public hearings, and found that schools were clear that there was a degree of unmet demand for the use of their facilities:

Currently the school is used to a fairly good capacity, in the sense that there are a lot of people that use it, and there would be more if we had the facilities to make it [more accessible] to other groups ...⁴⁹

141. The possibility of disadvantage was very difficult to evaluate from the evidence received by the Committee and seemed to be somewhat balanced by other evidence of unmet demand for facilities.

Recommendation 7

142. The Committee recommends that:

- **The schedule of fees should set as a minimum objective the recovery of the direct costs of hire (including heating, lighting, and other utilities) as well as maintenance and janitorial costs.**

143. The Committee gave careful thought to the matter of balancing the responsibility for keeping school premises (important and costly investments) in good order with the need to provide schools with adequate incentive to hire their facilities. School communities, sporting groups and community groups were of the opinion that the after hours use of school facilities would reduce the incidence of vandalism and therefore the cost to schools. However, savings to the maintenance budget from reduced vandalism may well be offset by increased expenditure on maintenance due to increased usage.

⁴⁹ Mr Peter Croker (Lyons School Principal), *Transcript of evidence to the Public Hearing*, 1 September 1993, p.70.

Recommendation 8

144. The Committee recommends that:

- The development of a schedule of fees take account of the effects of increased community usage on school maintenance bills.

145. Also in relation to the costs of casual hire, the Committee received evidence that janitors play an important role in ensuring that the security of school premises is maintained and that school property is kept in good order. However, many written submissions and witnesses to the inquiry identified the costs associated with janitors as a major component of the hire fees. Some schools stated that they make other arrangements for opening and closing school premises and sporting groups stated that they were capable of executing such responsibilities without supervision. However, other schools insisted on janitorial services being available and stated an intention to continue that practice.

146. Given the directions for the management of school facilities emerging from this inquiry, the roles and responsibilities of janitors appear to be in need of review. While janitors are vital to maintaining the security of school premises, more flexible and efficient working arrangements are necessary.

Recommendation 9

147. The Committee recommends that:

- Noting the continuing importance of janitorial support to school communities, DET commence consultation, as a matter of urgency, with janitors and the relevant unions to review the roles and responsibilities of janitorial staff under the school based management of the hire of facilities.

148. Turning to other matters which may arise with the school based management of the hire of facilities, increasing the community use of school facilities may require changes to building security to allow greater flexibility, attention to the safety of greater numbers of users, and

structural changes to isolate the costs of heating and lighting. In their written submission, the Weetangera Primary School Board recommended that:

*... the casino premium trust funds should be used to retro-fit suitable school facilities ... to maximise their use by the community, and to develop a facility management system ...*⁵⁰

149. In this connection, the development of the data base recommended at paragraph 130 above will provide invaluable information as to where the greatest benefit may be achieved.

Recommendation 10

150. The Committee recommends that:

- As soon as practicable after the establishment of the casino premium trust fund, submissions be sought from school communities for the use of the casino premium trust funds for the retro-fitting of school premises to maximise their use by the community, paying particular attention to:
 - the regional demand for community, sporting and cultural facilities;
 - priorities established by the ACT Cultural Council and the ACT Sport and Recreation Council;
 - ensuring the safety of school users; and
 - achieving significant reductions in facility running costs.

151. During the course of its inquiry, the Committee became increasingly aware that the community and cultural use of school facilities could not be viewed in isolation from the provision of local community facilities or from access to local community services:

- the ACT Sport and Recreation Council pointed to the need for joint planning for sporting facilities;⁵¹

⁵⁰ Weetangera Primary School Board, *Submission to the Inquiry*, 31 May 1993, p.4.

- Woden Community Service drew attention to the continuity of activities and quality of care possible through the integration of OSHC into a school's normal timetable of activities;⁵²
- a number of schools which gave evidence to the inquiry were clearly closely linked to their local community and were actively involved in joint efforts to provide services to the local community.⁵³

152. Given the potential for cooperation and development at the local level, the Committee is of the opinion that local level coordination is an important adjunct to the more general development of school based management of the hire of facilities.

Recommendation 11

153. The Committee recommends that:

- The SFG draft protocols for the operation of working relationships between school communities and other community and sporting groups. The protocols shall be drafted in consultation with ACT school communities, with relevant ACT Government agencies, and with peak or coordinating community and sporting agencies for the ACT. The protocols shall aim;
 - to allow for local or regional coordination of the use of facilities;
 - to ensure that prospective users of facilities are directed to the most appropriate facility with the minimum of delay;
 - to maximise the use of local facilities;

and shall be forwarded to the Minister for Education and Training for consideration within twelve months of the convening of the SFG.

⁵¹ ACT Sport and Recreation Council, *Sport and Recreation Facilities with particular reference to Community Use of School Facilities*, 7 June 1993, p.4.

⁵² Woden Community Service, Submission to the Inquiry, 20 May 1993, p.5.

⁵³ Lyons, Flynn and Weetangera Primary Schools have made commendable efforts in this area. The Committee has no doubt that this is also the case for many other schools.

154. The Committee is fully aware of the complexity of the issues which it recommends be addressed by the SFG and DET. In doing so, the Committee is confident that the adoption of the legal and administrative framework outlined in the recommendations above will lead to a more efficient use of school and community facilities. The Committee is also of the opinion that the development of administrative structures for the use of school and community facilities is a matter of ongoing importance.

THE LONG TERM LEASING OF SCHOOL FACILITIES

155. The evidence presented by DET officials represented considerable effort to move the long term leasing of school facilities onto a commercial basis. The move to leasing on a commercial basis was a significant change from previous arrangements and one which required considerable adjustment on all sides. DET's achievement in moving from recovering only \$42 600 in rents in 1991-92 to recovering nearly \$217 000 in rents in 1992-93 indicates a great deal of administrative effort and a willingness to negotiate with community groups who might have difficulty in making ends meet.

156. The Committee considered that long term leasing presented schools and DET with a somewhat different situation to that posed by the casual hire of facilities:

- casual hire most often entails the after hours use of school facilities in a way which leaves the facilities available for daily school use for educational purposes; whereas
- long term leasing most often entails the use of school facilities, during school hours and often after school hours, for a purpose which may relate to the educational goals of the school but is generally secondary to those goals. Facilities used for long term leasing are usually not available for school use during school hours.

157. The long term leasing of school facilities represents a conscious decision to utilise facilities originally earmarked for educational purposes for a different purpose. The principles which govern the long term leasing of school facilities should express this difference in approach and, likewise, administrative practices should differ significantly from those which apply to the casual hire of school facilities.

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156. The Committee considered that long term leasing presented schools and DET with a somewhat different situation to that posed by the casual hire of facilities:

- casual hire most often entails the after hours use of school facilities in a way which leaves the facilities available for daily school use for educational purposes; whereas
- long term leasing most often entails the use of school facilities, during school hours and often after school hours, for a purpose which may relate to the educational goals of the school but is generally secondary to those goals. Facilities used for long term leasing are usually not available for school use during school hours.

157. The long term leasing of school facilities represents a conscious decision to utilise facilities originally earmarked for educational purposes for a different purpose. The principles which govern the long term leasing of school facilities should express this difference in approach and, likewise, administrative practices should differ significantly from those which apply to the casual hire of school facilities.

Recommendation 12

158. The Committee recommends that:

- The long term leasing of school facilities continue to be administered on a cost recovery basis (where appropriate) which includes the recovery of capital costs and that rentals so determined be adjusted annually to account for changes in the Consumer Price Index.

159. Evidence presented to the Committee indicated that there is room for further development of administrative practices enabling the long term leasing of school facilities. In its written submission, the Australia-Japan Society drew attention to the many changes in its school tenancy arrangements and the negative effect this had had on both the Society and on its perception of the suitability of school premises as a location for its activities⁵⁴. While the neither the Society nor the Committee considered that the Society's problems arose from bad faith on the part of DET or the schools, the Committee was concerned that defects in administrative practices could jeopardise the viability of leasing arrangements and the capacity of schools to utilise valuable facilities.

Recommendation 13

160. The Committee recommends that:

- DET, in consultation with school communities and with all current tenants, undertake a review of the administration of the long term leasing of school facilities, for the purpose of recommending to the Minister for Education and Training:
 - an improved lease consistent with commercial practice;
 - comprehensive lease management arrangements consistent with commercial practice;
 - the means to clearly identify and report to the Minister on all costs (including administrative costs

⁵⁴ Ms Rita Gill, *Op Cit*, p.2.

associated with staffing) involved in the leasing program;

- the means to identify, precisely quantify and report to the Minister on rental subsidises;
- the basis for the balancing of rental subsidies against educational benefits;
- an evaluation of the suitability for long term leasing of all school facilities currently surplus; and
- the means to coordinate the leasing of school facilities with the management of other community facilities administered by the ACT Government.

The review should be completed within six months of the tabling of this report in the ACT Legislative Assembly.

161. Taking into account the somewhat different purpose underlying the long term leasing of school facilities, the Committee considers that it is best if this continues to be administered centrally.

Recommendation 14

162. The Committee recommends that:

- DET, through its Property Management Section, continues to be responsible for the long term leasing of school facilities, bearing in mind the need to liaise closely with schools, other ACT Government agencies and community groups when considering applications for tenancy.

CHAPTER EIGHT: FUTURE PLANNING AND COORDINATION

163. While the previous chapter concentrated on evidence and findings pertaining directly to ACT schools, the Committee heard a significant amount of evidence from school communities, community and sporting groups and ACT Government agencies highlighting the need for a coordinated approach to the planning of community facilities, including school facilities. The Committee viewed this evidence as being of considerable importance to the community as a whole but formed the view that to pursue the matter further would require a significantly broader reference than that undertaken. Indeed, the goal of progressing toward the satisfactory use of the casino premium could well be unreasonably hampered by injudiciously broadening the scope of this inquiry.

164. Notwithstanding these considerations, the Committee believes that it would be remiss not to draw the attention of the Assembly to a number of issues raised during this inquiry which it believes require further attention.

165. At the level of Government, there are a number of agencies which are involved in the provision of services to the community or the funding of community groups to deliver services to the community. For example, the Housing and Community Services Bureau maintains a range of community facilities, as well as administering a community grants program; the Office of Sport and Recreation is responsible for a range of sporting facilities and also provides grants to sporting groups.

166. The delivery of Government programs, whether directly administered by ACT Government agencies or funded at "arms length" under grants programs, often involves the use of facilities built by the Government and located in the community, be those facilities classrooms, health centres, youth centres, community centres or halls.

167. Within the community, there are groups of people who organise to deliver local services to local people, sometimes on a one-off basis, more often as legally incorporated groups expressing their long term interest in the development of their social and physical environment. They, too, use facilities built and maintained by the ACT Government, as well as the facilities of larger community and church groups.

168. The Committee has come to the view that the term community facility is best interpreted in a wider sense, so that it can include the diversity of facilities available and also to emphasise that, while ACT schools provide essential space to community groups, they are not the only providers of such facilities. The Committee believes that:

- **planning may best be served by a functional definition of community facility which includes all ACT Government facilities to which the community has access by lease, hire or similar arrangement.**

169. The Committee was particularly interested in the recent work carried out by the ACT Planning Authority, DET and other agencies, including the Catholic Education Office, in the planning of Gungahlin. The steps taken to co-locate schools on the Nicholls site and to coordinate the development of facilities for joint use are commendable and timely. The potential advantages which flow from such developments are too significant to ignore, particularly in light of the current scarcity of resources. While the coordination of planning and development can sometimes be seen as time consuming, the focus it places on achieving satisfactory long term developments can ensure benefits which outweigh its short term disadvantages. **The Committee is impressed by the leading role adopted by the ACT Planning Authority in this work and believes that it should continue to take the lead role.**

170. The need for improvement in the coordination of the activities of ACT Government agencies was apparent to the Committee, particularly in the evidence presented during the public hearings:

... the reality that has to be faced ... by all the authorities concerned, is that at some point in time taxpayers' money is going to be spent somehow. But at the moment we have a system which is a fairly self protective system. "This is my bucket and I am going to watch what comes out of it", in terms of each department or portfolio. We somehow have to break that thought process ...⁵⁵

171. The observation above is in no way a criticism of the efforts of the ACT Planning Authority in the planning arena in general. Rather it reflects the Committee's view that the conceptual and administrative approach to planning is presently changing and that:

⁵⁵ Ms Annette Ellis (Presiding Member), *Transcript of evidence to the Public Hearing*, 1 September 1993, p.116.

- the current systems for the coordination, planning and development of community facilities provided by the ACT Government, could benefit from review, with the aim of improving long term planning and coordination, and increasing the participation of schools, community groups and sporting organisations in the planning process.

172. With regard to coordination, the ACT Chief Planner and officers of DET have applied their expertise and taken a lead role in the coordination of the joint use of facilities in Gungahlin. It was reported to the Committee that other ACT Government agencies have participated in planning for joint use, under the lead of the ACT Planning Authority, and are progressing toward a range of options for the joint use of facilities in Gungahlin. This exercise demonstrates that most ACT Government agencies have an interest in the planning of community facilities and that it is the ACT Planning Authority which has the expertise and responsibility for maintaining a focus on the broader objectives of social planning.

173. The committee sees a crucial role for community organisations in the planning and development of facilities. As the ACT Chief Planner pointed out during public hearings, involving local community groups in the planning of the Gungahlin greenfields development was problematic:

*... we tried to involve every community group in Canberra in a range of consultation exercises and the difficulty is that you are talking about facilities that might not be going to open for five years and it is very hard with those groups other than essentially to get conceptual advice ...*⁵⁶

174. Most community organisations do not appear to have developed the expertise to be full partners in the planning process. Yet, the involvement of community organisations in long term planning processes is essential to participation and to community ownership of the decisions which influence the social and physical environment. The Gungahlin exercise has drawn to the Committee's attention the need to foster the growth of that expertise and the need to consider:

- the establishment of permanent or standing consultative arrangements for the purposes of planning the development of ACT community facilities. It appears that involvement should

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Mr George Tomlins (ACT Chief Planner), *Transcript of evidence to the Public Hearing*, 1 September 1993, p.113.

be sought from community organisations, youth organisations, sporting groups, school councils and boards, so as to provide the opportunity to receive advice from a cross section of community interest.

175. The emergence of these broader issues leads the Committee to recommend that:

Recommendation 15

- The matter of the further planning and coordination processes for community facilities, in conjunction with appropriate consultative strategies, be referred by the Assembly to the Standing Committee on Planning, Development and Infrastructure for inquiry and report as soon as is practicable. The Committee further recommends that the Standing Committee on Planning, Development and Infrastructure conduct its inquiry in close consultation with Social Planning Section of the ACT Planning Authority.

CONCLUDING COMMENTS

176. The Committee's inquiry has raised issues of continuing importance to the ACT community. The consideration of fair and equitable means by which the casino premium monies might be allocated has led the Committee to review a great many matters and a significant number of submissions. The Committee envisages that, through its investigations and recommendations, matters will now proceed through a number of processes and resolve a range of these issues. The Committee has a continuing interest in these matters and consequently, at its private meeting of 28 October 1993, the Committee resolved as follows:

Given the Committee's interest in this matter, it resolves to continue to monitor developments following the tabling of the Government's response to this report.

APPENDIX 1

LIST OF WRITTEN SUBMISSIONS TO THE INQUIRY INTO THE COMMUNITY AND CULTURAL USE OF SCHOOLS

#	SUBMISSION FROM
1	Terry Connolly ACT Minister for Urban Services
2	John Beswick Tasmanian Minister for Education and the Arts
3	Don Hayward Victorian Minister for Education
4	Susan Lenehan South Australian Minister for Education, Employment and Training
5	Bill Williams The Forrest School
6	Greg Black Chief Executive Officer, WA Ministry of Education
7	Virginia Chadwick NSW Minister for Education and Youth Affairs
8	Rita Gill Australia-Japan Society (ACT)
9	G C Lacey Queensland Department of Education
10	Leeanne Jackson Woden Community Service Inc
11	J Harding ACT Athletics
12	M Crozier Erindale College
13	Melanie Seczawa Tuggeranong Minstrels Basketball Club
14	Debbie Shaw Tharwa Primary School
15	Bob Nelson Kaleen High School
16	John Knight North Ainslie School Board
17	Alan Mitchell Garran Primary School Board
18	Maurie Low West's Junior Basketball
19	Janelle Lamont Chair, Evatt Primary School Board
20	Vicki Brown Chair, Fadden Primary School Board
21	Catherine Hull Chair, Flynn Primary School Board

22	Gail Everard-Watson Chair, Chisholm Primary School Board
23	Jerry Lee Managing Director, ACT Basketball Inc
24	Tony Naar Executive Director, ACT Sports House Inc
25	Alan & Anne Macindoe New Creation Ministries Centre
26	Anne Ellis Chair, Weetangera Primary School Board
27	Ross Pearson Chair, Fraser Primary School Board
28	ACT Sport and Recreation Council
29	Cheryl Vardon Secretary, ACT Department of Education and Training
30	Narelle Wood Chair, Calwell High School Board
31	Neil Dilly Executive Officer, Calwell Primary School Board
32	Fred Finch Northern Territory Minister for Education and Training
33	Rhian Parker Chair, Lyons Primary School Board
34	ACT Junior Sports Council
35	Gillian Boyd CANACT
36	Murray Hawkins Chair, Gowrie Primary School Board
37	Monica Gourley Wanniassa School Board
38	Margaret Perger Chair, Stirling College Board
39	J Stoddart Principal, for Kambah High School Board
40	Gerry Walker A/g President, ACT Badminton Association
41	Ray Gunn Principal, Lyneham High School
42	Geoff Berryman Chair, Bonython Primary School Board

APPENDIX 2

LIST OF WITNESSES TO THE PUBLIC HEARINGS OF THE INQUIRY INTO
THE COMMUNITY AND CULTURAL USE OF SCHOOLS

NAME	ORGANISATION	POSITION
Mr Trevor Wheeler	ACT Department of Education and Training	Executive Director, Budget and Facilities Branch
Mr Jurgen Lebang	ACT Department of Education and Training	Director, Facilities planning and Projects Section
Mr Lance Fellows	ACT Department of Education and Training	Director, Property Management Section
Mr Jerry Lee	ACT Basketball Association Inc	Managing Director
Ms Rita Gill	Treasurer	Australia-Japan Society (ACT) Inc
Ms Leeanne Jackson	Woden Community Service Inc	Childcare Director, Outside School Hours Care
Ms Beverley Leahy	CANACT	Member, from Lyons Community Centre
Ms Gillian Boyd	CANACT	Convenor
Ms Catherine Hull	Flynn Primary School Board	Chair
Mr Peter Croker	Lyons Primary School	Principal
Ms Rhian Parker	Lyons Primary School Board	Chair
Ms Gwynneth Clarke	Weetangera Primary School	Principal
Ms Anne Ellis	Weetangera Primary School Board	Chair
Mr Keith Joliffe	Kaleen High School	Principal
Mr Lionel Laverty	Kaleen High School	Registrar
Mr George Tomlins	ACT Planning Authority	ACT Chief Planner
Ms Alison Burton	ACT Planning Authority	Principal Social Planner
Ms Ricki Dargavel	ACT Planning Authority	Senior Social Planner
Mr Jim Roberts	ACT Sports House Inc	President
Mr Tony Naar	ACT Sports House Inc	Executive Director
Mr Stephen Dobbie	ACT Sports House Inc	Director of Facilities
Ms Sue Baker-Finch	ACT Sport and Recreation Council	Chair
Mr Alan Roberts	ACT Sport and Recreation Council	Member

APPENDIX 3

COMMUNITY USE RATES TO APPLY FROM 1 JANUARY 1993

SCHOOL CENTRE RATES PER HOUR

FACILITY	PURPOSE OF HIRE/USE	W'KDAYS & SAT'DAY	SUNDAY
GYMNASIUM	. COMMERCIAL USE <i>admission fee charged (for profit eg adult exercise classes)</i>	\$49.00	\$53.00
	. TRAINING	\$32.00	\$53.00
SECONDARY SCHOOL ASSEMBLY HALL/ CAFETERIA/ OPEN AREA/DRAMA UNIT	. COMMERCIAL USE CATEGORY A <i>(eg concerts, plays, exhibitions presentations special functions, adult exercise classes etc)</i>	\$49.00	\$53.00
	<i>Rehearsal/Setting Up</i>	\$26.00	
	. COMMERCIAL USE CATEGORY B <i>(where the majority of participants are of school age)</i>	\$32.00	\$53.00
	COMMUNITY USE CATEGORY C <i>(with admission or other revenue collection to cover costs only)</i>	\$32.00	\$53.00
PRIMARY SCHOOL ASSEMBLY HALL	. COMMUNITY USE CATEGORY D <i>(without admission or other charge eg church groups public meetings and/or majority of participants are of school age, youth groups, guides and scouts)</i>	\$24.00	\$53.00
	. COMMERCIAL USE CATEGORY A <i>Rehearsal/Setting Up</i>	\$36.00 \$19.00	\$38.00 \$38.00
	. COMMERCIAL USE CATEGORY B	\$25.00	\$38.00
	. COMMUNITY USE CATEGORY C	\$25.00	\$38.00
INDIVIDUAL SCHOOL ROOMS	. COMMUNITY USE CATEGORY D	\$13.00	\$38.00
	. COMMERCIAL USE CATEGORY A	\$19.00	\$20.00
	. COMMERCIAL USE CATEGORY B	\$13.00	\$20.00
	. COMMUNITY USE CATEGORY C	\$13.00	\$20.00
SECONDARY COLLEGE THEATRE	. COMMUNITY USE CATEGORY D	\$ 9.00	\$20.00
	. NO PROJECTION, SOUND, LIGHTING	\$91.00	*
	. WITH PROJECTION, SOUND, LIGHTING	\$56.00	*
THERAPY POOLS	. CHILDREN PER 3 HOUR SESSION	\$43.00	*
	. ADULTS PER 3 HOUR SESSION	\$50.00	*
AFTER SCHOOL CARE	. HALL PER 3 HOUR SESSION	\$16.00	
	. ROOMS PER 3 HOUR SESSION	\$ 7.00	

- * Rates available on application.
A discount of 5% will be available on the above when payment for a complete term (or 10 week period) is made seven days prior to the commencement of the booking.

CHILDREN'S LANGUAGE CLASSES	\$12.00
HOLIDAY PROGRAM PER ROOM PER DAY	\$31.00

SCHOOL OF CHOICE

	W'KDAY & SAT'DAY	W'KDAY & SAT'DAY	SUNDAY	SUNDAY
	FIRST HOUR	EACH ADD. HOUR	FIRST HOUR	EACH ADD. HOUR
GYM	\$123.00	\$49.00	\$139.00	\$49.00
SECONDARY HALL/ CANTEEN	\$ 96.00	\$24.00	\$110.00	\$24.00
PRIMARY HALL	\$ 88.00	\$13.00	\$102.00	\$13.00
SCHOOL ROOM	\$ 75.00	\$ 8.00	\$ 91.00	\$ 8.00

APPENDIX 4

DIAGRAMS OF OPTIONS FOR THE ARRANGEMENT OF NICHOLLS SCHOOL SITE, PRESENTED BY THE ACT PLANNING AUTHORITY TO THE PUBLIC HEARINGS OF THE INQUIRY INTO THE COMMUNITY AND CULTURAL USE OF SCHOOLS

DEFINITIONS

JOINT USE

Buildings jointly managed and used by two or more organisations.

CO-LOCATION

Buildings located together on the same or adjacent sites.

SHARED OR COMMUNITY USE

Use of buildings, with or without hire charges, by non-profit organisations, other government agencies, or individuals.

COMMERCIAL USE

Use by profit organisations for commercial rates.

OBJECTIVES OF JOINT USE

- . **To use facilities more efficiently.**
- . **To allow more equitable community access to facilities.**
- . **To meet the needs of user groups without impeding the normal and efficient functioning of core facilities.**
- . **To encourage participation in a wide range of activities.**
- . **To form closer links with the immediate neighbourhood.**
- . **To reduce Government and community capital costs.**
- . **To develop an environment in which recurrent costs are reduced.**
- . **To identify opportunities for joint ventures between Government and non-Government organisations or the private sector.**

ISSUES IN JOINT USE

VITAL ISSUES

Building design

Management arrangements

Commitment of facility managers

OTHER ISSUES

Need for joint bids

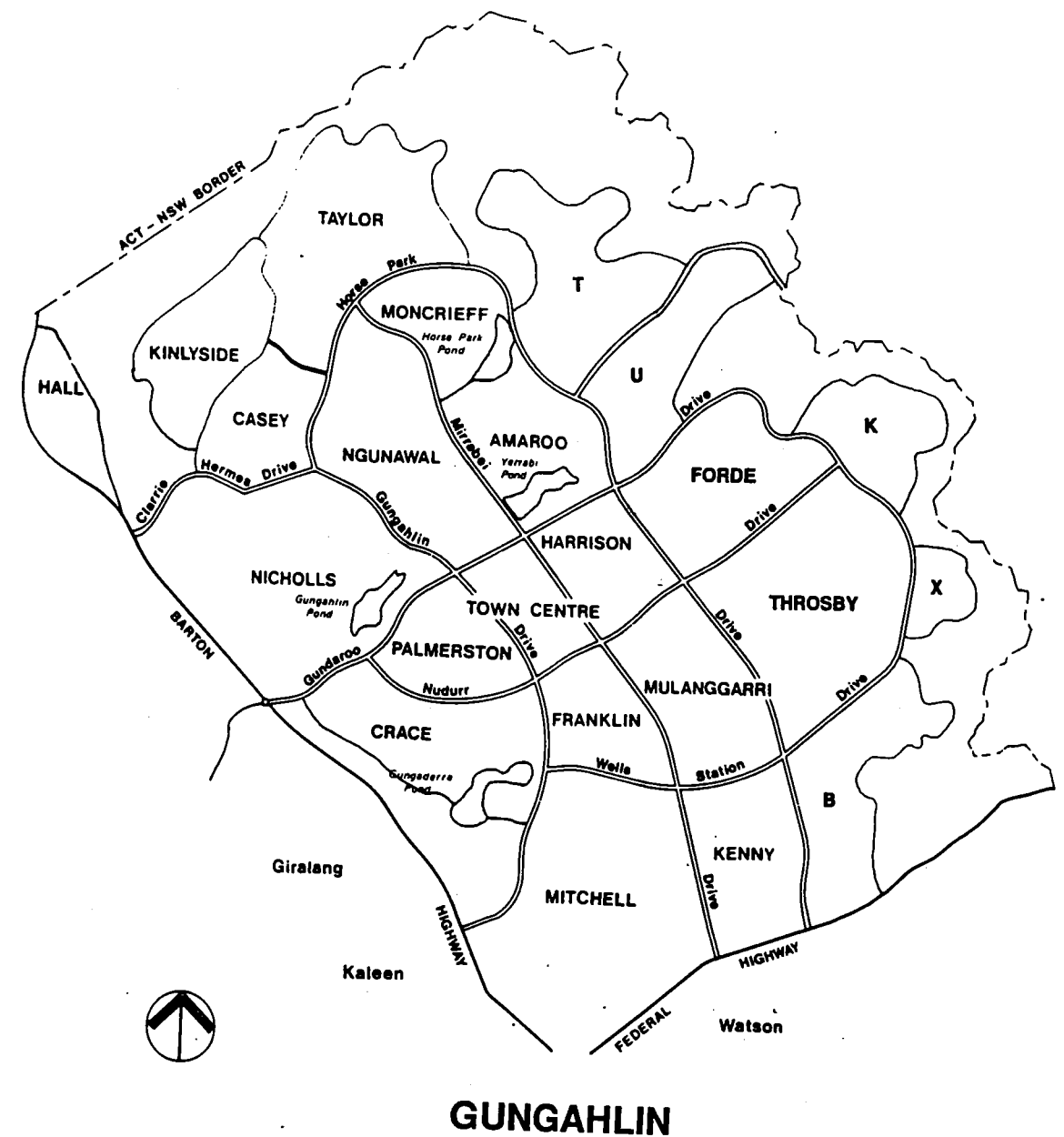
Cost attribution for users

Cross-subsidies

Legal, financial arrangements

Different timing

Cross-subsidies



NICHOLLS JOINT HIGH SCHOOLS

Limited joint facilities (Option B):

Library

Canteen

Gymnasium (2-court size to increase use for
two schools and community recreation)

Playing fields

Pavilion

Parking

Outdoor courts (tennis, basketball, netball)

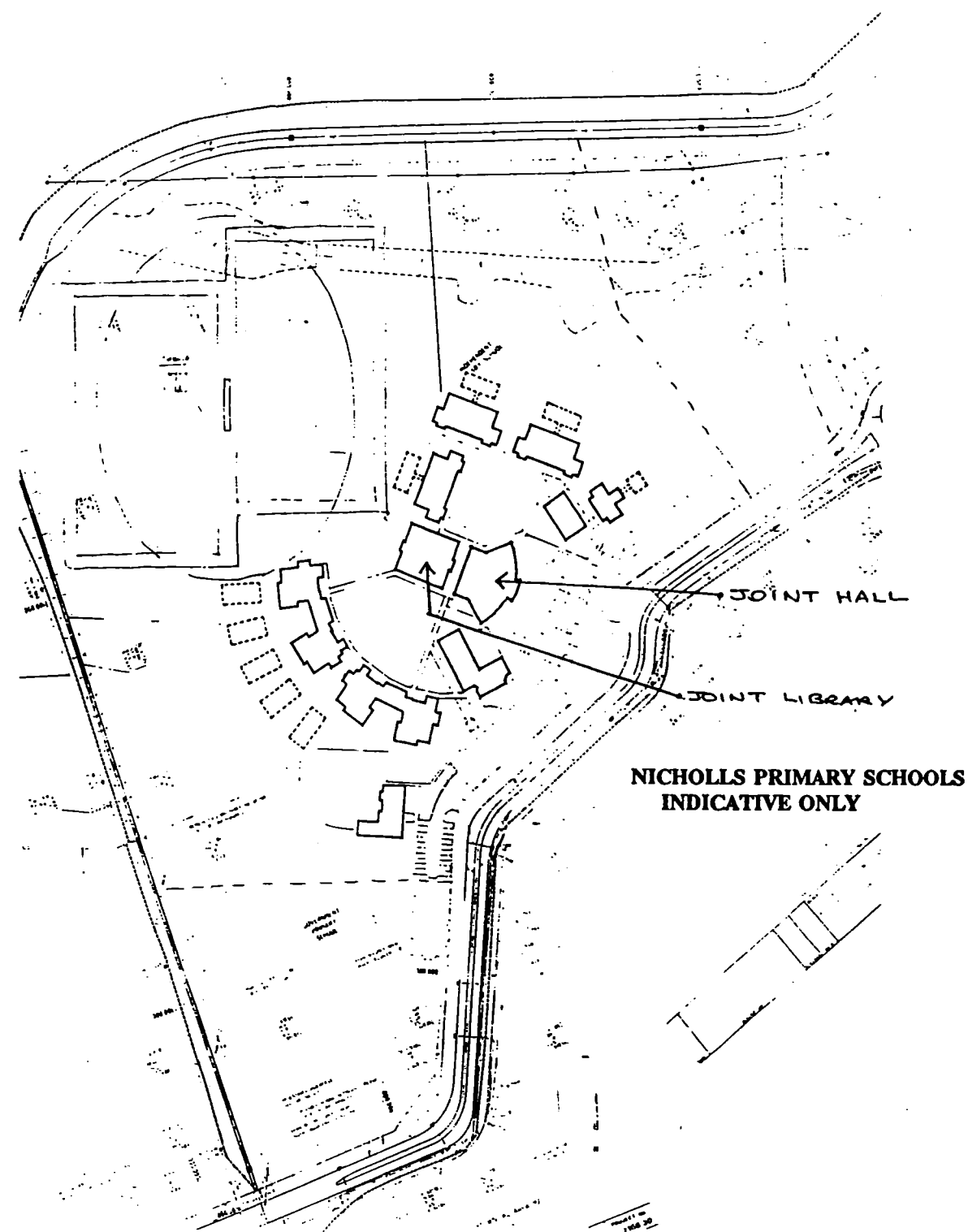
Integrated joint facilities (Option C)

As above, plus

Joint specialist areas
science

technology

home economics, arts/drama/music)



NICHOLLS JOINT HIGH SCHOOLS

Limited joint facilities (Option B):

Library

Canteen

Gymnasium (2-court size to increase use for two schools and community recreation)

Playing fields

Pavilion

Parking

Outdoor courts (tennis, basketball, netball)

Integrated joint facilities (Option C)

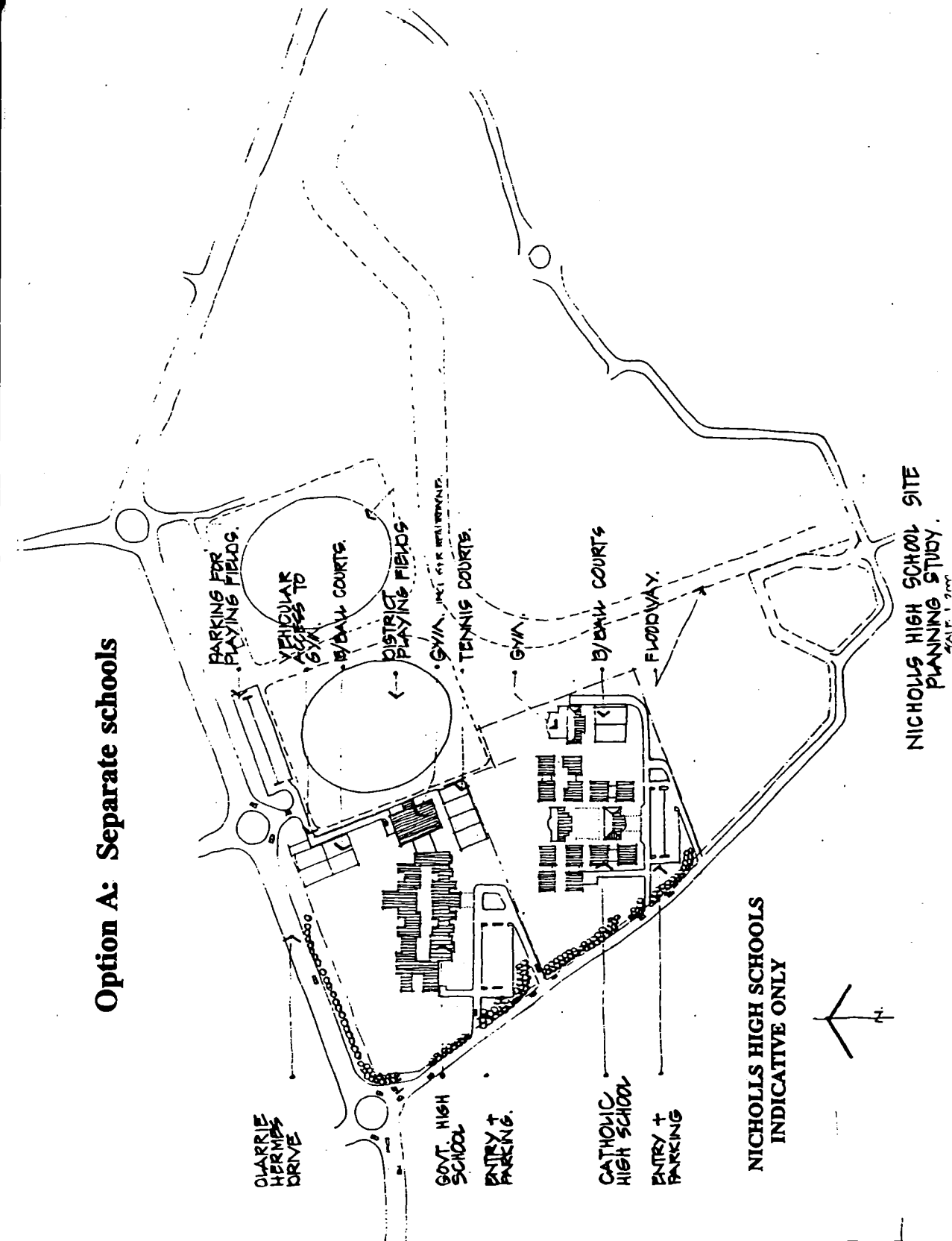
As above, plus

Joint specialist areas
science

technology

home economics, arts/drama/music)

Option A: Separate schools



A hand-drawn site plan of a school campus. The plan shows several parking areas: 'PARKING FOR PLAYING FIELDS' at the top left, 'PARKING' at the bottom left, and 'PARKING' at the bottom right. A 'VEHICULAR ACCESS TO PLAYING FIELDS' is indicated near the top center. The campus includes 'PLAYING FIELDS' and 'RECREATION COURTS' at the top. A 'SHARED FACILITIES' area is located in the center, containing a 'Gymnasium', 'Cafeteria', and 'Library'. A 'FLORIDIAN' building is shown on the right. The plan also depicts a 'GOVT. HIGH SCHOOL' and a 'CATHOLIC HIGH SCHOOL' at the bottom. A 'VEHICULAR ENTRY' is marked near the bottom center. The plan is oriented with a north arrow pointing towards the top left. The drawing is a black and white line sketch with various labels and arrows indicating movement and access.

CLARRIE HERMES DRIVE

PARKING FOR PLAYING FIELDS.

VEHICULAR ACCESS TO PLAYING FIELDS.

RECREATION COURTS.

SHARED FACILITIES.

- GYMNASIUM
- CAFETERIA
- LIBRARY

FLORIDIAN

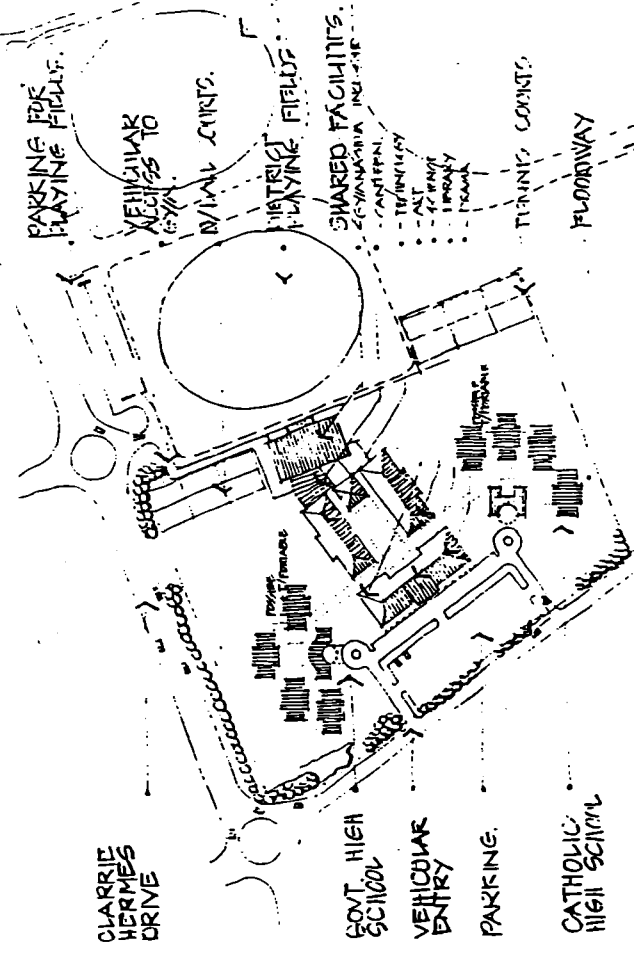
GOVT. HIGH SCHOOL

VEHICULAR ENTRY

PARKING

CATHOLIC HIGH SCHOOL.

Option C: Integrated joint use



**NICHOLLS HIGH SCHOOLS
INDICATIVE ONLY**

NICHOLLS HIGH SCHOOL SITE
PLANNING STUDY.

SITE SAVINGS

	<u>Site Size</u>	<u>Site Savings</u>
PRIMARY SCHOOLS		
Two separate schools	7.4 ha	0
Some joint buildings (hall, library)	5.0 ha	2.4 ha

HIGH SCHOOLS

Two separate schools	11.5 ha	0
Some joint buildings	11.0 ha	.5 ha
Integrated joint use	10.65 ha	.85 ha

BENEFITS OF NICHOLLS PROPOSAL

SOCIAL BENEFITS

Greater convenience for users

Wider range of programs

Potentially better development of community networks

Less vandalism through more after-hours activity

EFFICIENCIES

Greater (more efficient) use of assets

Likely need for fewer buildings

Cost savings (capital and recurrent)

Site savings