Overview

As fiscal belts tighten and community needs evolve, municipalities and government agencies are getting creative in how they use school buildings and grounds and other public spaces. Many local governments, both urban and rural, are engaged in some form of joint use of facilities, but they may not realize they are part of broader national movement.

Joint use means two or more partners, often a school district and a city, arrange to share an indoor or outdoor space. Shared services and programs improve community outcomes through synergies in program and service delivery, as well as in use of a facility itself.

Diverse examples abound. Communities are taking on projects that range from opening up school playgrounds after hours to the co-development of new multi-use facilities designed to meet a range of community needs.

On a practical level, joint use agreements can:

- Streamline facility planning and coordination
- Improve access to services like parks, libraries and transportation.
- Increase space for community activities.
- Promote service effectiveness and integration

Growing interest in joint use has emerged as a response to several urgent societal trends. Municipalities face fiscal stress. Obesity rates among both children and adults are high and growing. The U.S. population is aging rapidly, and poverty rates are at a nearly 20-year high.

Joint use strategies can help:

- Cut costs for municipalities and school districts
- Create opportunities for physical activity
- Serve the growing population of senior citizens and facilitate intergenerational connections
- Strengthen families in poverty

This brief explores the potential of joint use to address these challenges. It also highlights motivations for undertaking joint use, potential pitfalls, and strategies for implementation.

What is joint use?

Joint use generally means that two or more partners share indoor or outdoor space – often a school district opening its buildings or grounds to the community through partnership with a city or county, nonprofit organization or other non-district entity. A variation is joint development for joint use, through which partners collaboratively plan and finance a new facility from the ground up that will meet the needs of different users.

While joint use arrangements may be formal or informal, advocates encourage formal Joint Use Agreements (JUAs), legal documents that lay out the terms and conditions for sharing facilities or property. They cover issues like maintenance, operations, liability, scheduling, staffing, ownership, and cost, and may also contain statements of shared goals and vision. By articulating responsibilities and protocols, JUAs facilitate smoother operations and relationships, help partners anticipate and avoid pitfalls, and ease resolution of conflicts that do arise.

This brief is part of the Multi-generational Planning Project directed by Mildred Warner, Professor of City and Regional Planning, Cornell University, Ithaca, NY. Additional issue briefs on shared services and multi-generational planning can be found at www.mildredwarner.org.
**How widespread is joint use?**

Influential and high-profile organizations are endorsing joint use strategies. The White House Task Force on Childhood Obesity, American Heart Association, and Robert Wood Johnson Foundation, among others, have urged cities and schools to improve community health by better coordinating their resources to provide more places for play and exercise.

Comprehensive data is limited on the prevalence of joint use. A 2010 study found no meaningful changes between 2000 and 2006 in levels of community access to school physical activity facilities (about 67% both years in more than 900 schools nationwide).\(^1\)

A 2009 survey of school principals and parks and recreation officials in low-income communities found 69% (of 360 respondents) “reported their school recreational facilities being open to the public after hours for either informal or supervised use;” though less than 40% reported having a formal agreement in place for the shared use.\(^2\)

**Practical motivations for JUAs: They just make sense.**

While it takes time and care to establish a successful JUA, communities that do so can expect to:

- Create cost efficiencies;
- Improve facility planning and coordination; and
- Make more space available for community activities
- Improve service effectiveness

**Doing more with less: JUAs can stretch public funding**

School districts, municipalities and other partners can save money by joining forces to provide a service or facility rather than duplicating efforts or one entity bearing the full cost alone. **Economic efficiency can be gained in many places** – through purchasing contracts, land use or acquisition, and construction and maintenance costs.

Joint use also can open up new funding streams. In Santa Clarita, California, a middle school and area Boys & Girls Club, both outgrowing their facilities, jointly developed a new facility to serve both entities as well as the public. They tapped state funding earmarked for public-private partnerships and received grants from private foundations to make the $6 million project possible. The new facility has reduced school district costs and been called a model for joint use.
**Improve facility planning and coordination**

From a behind-the-scenes perspective, joint use can cut red tape and help streamline facility planning and coordination. A recent study revealed that more efficient use of facilities and tax dollars is a primary motivator for parks departments in undertaking joint use.\(^3\) In Seattle, for example, the city’s Parks and Recreation Department formed a comprehensive joint use agreement with the school district to centralize scheduling of all school and city recreation facilities.

In North Carolina, the City of Charlotte and Mecklenburg County created a Joint Use Task Force to achieve “maximum public benefit at minimum public cost” through joint use of capital facilities.\(^4\) The 24-member task force coordinates facility siting and develops collaborative long-range plans.

Charlotte’s public library system and local children’s theatre company teamed up around a shared mission, “bring stories to life.” Together they developed ImaginOn, a state-of-the-art facility that houses the library and theater as well as public space that encourages creativity and learning. The two organizations share 16 staff members who jointly handle building rental and events, security, and maintenance. By drawing on the unique strengths of each entity, the partners also collaborate to bring quality programming to the entire community.

These represent complex examples, but smaller scale efforts also can have real impact and may be a wise beginning point for communities new to joint use.

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**Successful JUAs: A Snapshot**

Each Joint Use Agreement is unique to its circumstances but typically covers the following critical issues:

1. **Goals**
2. **Maintenance**
3. **Operations**
4. **Staffing**
5. **Liability**
6. **Cost Allocation**
7. **Process for Resolving Conflict**

The National Policy and Legal Analysis Network (NPLAN) provides comprehensive resources concerning JUAs, including model agreements and a Checklist for Developing a JUA.

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**The Deeper Promise of Joint Use**

Joint use addresses public health and service delivery issues by breaking down silos and integrating services.

**A tool to ward off obesity**

Many joint use advocates are motivated by the nation’s alarming obesity rates. One-third of children and more than two-thirds of adults in the U.S. are overweight or obese,\(^5,6\) threatening the well-being of millions of Americans and placing enormous strain on the country’s health care system. We also know that at least half of adults and two-thirds of children in the U.S. get less than recommended amounts of physical activity, and the figures are worse among lower-income groups,\(^7\) who more often lack access to parks and recreational spaces.

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Inadequate park and recreation facilities are widely thought to contribute to high rates of childhood obesity. Research indicates that children who have access to publicly provided recreation infrastructure and safe transport (sidewalks, controlled intersections, and public transportation) engage in significantly more physical activity.8

The Guide to Community Preventive Services, a leading source for evidence-based public health practice, reports that community-based interventions to promote physical activity are a critical part of getting people to become more active and fit. It strongly recommends creating or improving access to places for physical activity, combined with informational outreach to improve levels of activity and fitness in a community.9

In Oakland, California, the school district enacted the Oakland Schoolyards Initiative to transform four schoolyards in low-income neighborhoods into quality spaces for recreation, learning, and gardening. A community-based organization, the East Bay Asian Youth Center (EBAYC), leads and coordinates the initiative, and the city also is involved. EBAYC offer sports activities at Roosevelt Middle School’s new outdoor field and gymnasium six days a week and shares various expenses with the school. Provide multi-generational services for an aging population.

The U.S. population is aging swiftly and dramatically. One in five people soon will be 65 years old or older, and, for the first time in history, older adults will outnumber children under five. Local governments and communities must plan to meet an increased demand for supportive services for older adults, utilize their time and talents, and promote intergenerational connection.

Creative JUAs can bring together community members of all ages. In Ankeny, Iowa (pop. 45,582), an unused historic elementary school was transformed into the Neveln Community Resource Center with leadership from the school district, which donated the building and helped fund its renovation. The refurbished facility houses a senior center, a congregate meal site, Head Start center, a health clinic, alternative high school classes, and more than a dozen other community groups and social and human service organizations. Seniors volunteer for agencies that rent space in the building, and central shared spaces foster informal interaction between users.

CASE STUDY:
» Creative Multi-generational Facility Sharing, Jenks, Oklahoma

As a result of an unconventional collaboration, 60 kindergarten and pre-kindergarten students in Jenks, Oklahoma (pop. 16,924) attend school at Grace Living Center (GLC), a nursing home in suburban Tulsa. GLC’s president first offered to upgrade a playground that was part of an adjacent district-owned child care facility, but a partnership soon blossomed that resulted in the construction of two on-site classrooms, for which GLC paid $200,000 and then leased to the district for one dollar a year.

Jenks School District now operates two classes at GLC. Inter-generational activities are a regular part of the curriculum and help both the school district and the nursing home advance their missions. Since 2004 students from GLC have required 10 percent less reading intervention upon entering first grade than their peers from a comparable nearby school without intergenerational programming.1


Students in Jenks, Oklahoma head to their classrooms at Grace Living Center. Image: Edutopia
Empower underserved communities

Rising rates of poverty mean more families need more assistance. The 2010 Census revealed a national poverty rate of 15.1%, the highest since 1993, and that one in five U.S. children lives in poverty. Yet poor children are at significantly greater risk for worse health, educational, social, and cognitive outcomes.

Full-service community schools, a more complex form of joint use, address issues of poverty by bringing supportive services to students and their families in the school. This model has emerged mostly in poorer districts. Many low-income students cannot fully engage in learning because of problems that originate outside the classroom – such as hunger, untreated illness, and family distress.

Community schools take a “whole child” approach – meeting social, emotional, and physical needs, in addition to academic ones. Without leaving the building, students in community schools can receive mental health counseling, visit the dentist, access basic health care, get extra academic help or attend an after school program. Parents might attend ESL and GED classes, receive legal assistance, or participate in family counseling. Students and their families often eat meals there, and schools remain open in the evening and on weekends and holidays.

Joint use represents just one dimension of a broader effort and vision. The school goes beyond its traditional role, strengthening families and communities by becoming a community hub for learning, support services, and diverse programming. Many full-service community schools are urban, but this model also has been recommended to meet the challenges of the country’s rural schools – such as teacher shortages, transportation barriers, and lack of services.

CASE STUDIES:

Community-Planned, Multi-Use Facilities in Rural and Urban Contexts

Gaylord Community School, Gaylord, Michigan

After being twice thwarted in its plans to construct a new school building, the school board in rural Gaylord, Michigan (pop. 3,600) tried a new approach by incorporating broader community needs and desires into the project. The board’s revised strategy was a facility that includes child care, a community health care clinic, senior activities, a performing arts center, and a gymnasium and classrooms designed for shared community use. The new $25 million bond proposal fostered a broad sense of community investment in its school and eventually gained support of Gaylord residents. The school gave Gaylord its first performing arts center, which includes practice space for band, chorus and other ensembles, and with its many uses has become a place where students and community members regularly interact.

Emeryville Center for Community Life, Emeryville, California

Tucked in the heart of the San Francisco Bay Area, Emeryville (pop. 10,000) is at once a major employment center – home to headquarters for Pixar Animation, Bayer and Novartis, among others – and a poor, ethnically diverse city. After crisis hit in 2001 when the school district went bankrupt, a new school board and coalition of stakeholders committed to rethinking Emeryville’s schools. The business community got on board, too, helping to push through a parcel tax to raise critical revenue for the district.

A new stakeholder group called the Emeryville Youth Services Advisory Committee recommended a school-city partnership to redevelop the schools and adjacent lots into a mixed-use community center. The idea took root, and today the Emeryville Center of Community Life is being jointly developed by the school and the city. The new center represents a fusion of design and programs that will serve the entire community - bringing schools, recreation, and a range of services for all residents under one roof. Though the process has been lengthy, it is the result of unprecedented city/school coordination.

References:


CASE STUDIES:

Full-Service Community Schools in Urban and Suburban Contexts

» Oyler Community School, Cincinnati, Ohio

In response to the alarming state of Cincinnati’s public schools in the late 1990s, the Board of Education in 2001 undertook a new strategy: a district-wide redevelopment of all schools as community learning centers. The plan included a voter-approved $1 billion Facilities Master Plan for new buildings and a commitment to engage each school’s neighborhood in the planning, implementation, and governance of its school. Each school offers services based on needs specific to its community. Oyler School, located in one of the city’s poorest neighborhoods, went from a K-8 school to K-12 due to the high number of students who dropped out after eighth grade, in part because they had to leave the neighborhood to attend high school. Oyler offers a full-service health center, access to vision and dental clinics, and three full-time psychologists. There also are evening meals for students and their families, food to tide over the neediest children on the weekends, college and career planning, varied after-school programming, and more. Student performance and attendance have shown notable improvement. Previously virtually no one from the neighborhood went to college, but every student in Oyler's class of 2012 had been accepted.1,2

» Thomas Edison Elementary School, Port Chester, NY

Despite its location in affluent Westchester County, more than 80% of Edison Elementary School’s student body is poor and from recently-immigrated Hispanic families. In the mid-1990s, students’ evident struggles, both inside and outside the classroom, inspired school leaders to transform Edison into a full-service community school. Edison first undertook a lengthy community engagement and planning process to gain a clear understanding of the central challenges facing students, parents and teachers. Paramount concerns that emerged were children being sent to school sick, communication difficulties between parents and teachers, parents’ need for after-school childcare and homework assistance, and students’ physical and emotional stressors. Leaders then partnered with community organizations to create a school that could address these needs.

Edison has since become an exemplar community school. In 1999 only 19% of Edison’s fourth-graders passed the state English language arts assessment, and 75% passed the state math assessment. In 2007, those numbers soared to 93% and 89%, respectively, and the New York State Education Department recognized the school for its innovation and achievements.3,4


What It Takes: Navigating the Challenges of Joint Use

While it promises all manner of benefits, joint use arrangements require careful planning and execution to succeed. Even simple ideas may not be simple to implement. Partners who undertake joint use for the first time will likely face some “growing pains” as they learn to work together in a new way. It can be done, however, and the rewards are worth the effort.

Communication and Coordination

From financing to management to personnel, fruitful collaboration necessitates clear and open communication about all aspects of the partnership. This helps establish trust and strong relationships between partners, especially those new to collaborating together. A cooperative spirit and commitment to success also go far.

An established decision-making process can protect against miscommunication and clarify expectations and accountability. Partners must determine priorities for shared spaces and plan for changing staffing needs as facilities see increased use. Joint use experts note that janitorial issues undermine the success of a partnership as often as the commonly feared liability problems.13 However, failure to tackle coordination can amplify a variety of other challenges, including liability.

Risk and Liability

Risk management and liability are the biggest perceived barriers for schools undertaking joint use. A 2010 national survey of school administrators found that 91% of those who did not allow community access were somewhat to very concerned about liability, such as after-hours injuries on school property. However, most state laws already protect schools from liability, regardless of when community activities take place. A 50-state scan of liability risk revealed that in no state is the risk of liability greater for after-hours use of school facilities than it is during the day. Still, liability is an issue that must be properly addressed. Risk management experts and legal counsel can help craft agreements that set clear and appropriate protections for all parties. Organizations like the National Policy and Legal Analysis Network (NPLAN) and the National Clearinghouse for Educational Facilities also provide resources to help schools and cities better understand the rules that govern liability.

Concerns over security have led many schools to restrict parent and broader community involvement inside school facilities. However, the joint use and community schools movements show that integrating parents and the broader community in the school strengthens community cohesion, security and student performance.

Gaining Support

Early involvement of stakeholders such as school principals, parent organizations, and local elected officials can help get widespread buy-in and dispel misconceptions. Broader community engagement can further strengthen the project and also helps ensure that the amenities being made available through joint use will be well utilized.

All staff should be prepared for and integrated into the endeavor. Without their support and cooperation, internal skepticism can lead to fear of job loss, territorialism, and poor public perception of service quality. Moreover, developing top-level leadership support will help to ensure administrative follow-through.

Estimating Costs

Difficulties can arise from estimating and allocating the various costs involved in joint use. Partners may underestimate the maintenance, repair, equipment, custodial, insurance and security costs that rise with intensified use. This can lead to funding conflicts down the road and even derail a project.

Some school districts report feeling as if they are subsidizing the practice of joint use. To ensure that all partners bear costs equitably and that fiscal efficiencies are realized, financing must be structured appropriately and costs estimated realistically. School districts should have a clear understanding of their own costs so that they can negotiate optimal cost sharing for a joint use arrangement. Tools like the joint use cost calculator, developed by the Center for Cities and Schools, can help estimate costs and determine fee structures.

Getting the Right Information

Understanding how people use a space – and for what purposes and which services they would like to see integrated – is vital. Absence of this information makes it difficult to establish policies and procedures that fit different users’ needs.

Community conversations or surveys about service needs and the potential for shared resources should be encouraged. Meaningful resident engagement helps ensure a project meets the real needs of a community, fosters broader buy-in, and may unearth creative ideas for problem solving.

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Once joint use is under way, good data is the most reliable lens through which to discern how a facility and its users are performing on a whole range of metrics and to plan effectively for the future. Data concerning energy consumption and costs and other “nuts and bolts” issues related to the buildings or outdoor facilities themselves should be collected and analyzed for tracking, planning and cost-management purposes.

**Physical Design Constraints**

Design and layout of the space itself is critical. Buildings not suited for flexible use, or that do not allow for shared use by multiple groups simultaneously, require more careful coordination and systems for sharing. Universal design and accessibility also are important, especially for a facility being used by young children or older adults.

Shared use of an existing building is more complicated and presents greater risk management issues. **Designing a shared space from the ground up allows partners to do important visioning and coordination and to infuse flexibility into the project.** An architect who has experience designing multipurpose space can provide insight and guidance to help communities as they think through needs and possibilities.

**Conclusion**

Joint use partnerships are a powerful and achievable means of meeting diverse community needs.

Local governments and school districts can bridge resources across constituencies to provide safe recreational space, help at-risk families meet basic needs, provide inter-generational services, and do more with less money.

A few states, such as California and Arkansas, have incentivized joint use initiatives with special funding, and Maryland and North Carolina endorse the approach, but experts encourage stronger state-level policy support for local joint use. Fiscal stress and changing demographics require new approaches that break down service silos and promote integrated service delivery across generations. Joint use partnerships are a logical first step.

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**RESOURCES**

**National Policy & Legal Analysis Network (NPLAN)**
http://changelabsolutions.org/childhood-obesity/joint-use
NPLAN is a project of ChangeLab Solutions, which has provided legal and policy guidance on public health issues for more than 15 years.

Key reports:
- [Opening School Grounds to the Communities After Hours](http://changelabsolutions.org/childhood-obesity/joint-use)
- [Playing Smart: A National Joint Use Toolkit](http://changelabsolutions.org/childhood-obesity/joint-use)

Other resources:
- [Checklist for Developing a Joint Use Agreement](http://changelabsolutions.org/childhood-obesity/joint-use)
- [Model Joint Use Agreements](http://changelabsolutions.org/childhood-obesity/joint-use)

**Center for Cities & Schools**
http://citiesandschools.berkeley.edu/joint-use.html
CCS is an interdisciplinary initiative between UC Berkeley’s Graduate School of Education and the College of Environmental Design. It conducts research, provides education and facilitates collaborative policy making between local governments and school districts to help improve urban and metropolitan communities and public education.

Key reports:
- [Joint Use of Public Schools: A Framework for a New Social Contract](http://citiesandschools.berkeley.edu/joint-use.html)
- [Partnerships for Joint Use: Expanding the Use of Public Use Infrastructure to Benefit Students and Communities](http://citiesandschools.berkeley.edu/joint-use.html)

**National Clearinghouse for Educational Facilities**
http://www.ncef.org/rl/joint_use.cfm
NCEF offers a plethora of information and resources of its own as well as from other leading organizations.

Key report:
- [Catching the Age Wave: Building Schools with Senior Citizens in Mind](http://www.ncef.org/rl/joint_use.cfm)

**California Pan-Ethnic Health Network (CPEHN)**
http://www.cpehn.org/
CPEHN is a statewide multicultural health advocacy organization in California that works to establish health equity.

Key report:
- [Unlocking the Playground: Achieving Equity in Physical Activity Spaces](http://www.cpehn.org/)

**Robert Wood Johnson Foundation**
The RWJ Foundation includes joint use under its Childhood Obesity program and provides issue briefs and reports created in partnership with Active Living Research and NPLAN.

**21st Century Schools Fund**
http://www.21csf.org/csf-home/
21CSF is dedicated to building the public will and capacity to modernize public school facilities so they support high quality education and community revitalization

**Coalition for Community Schools**
http://www.communityschools.org/
The Coalition for Community Schools is housed at the Institute for Educational Leadership and is an alliance of national, state, and local organizations advocating for community schools.

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This brief was made possible in part by funding from the USDA National Food and Agriculture research grant # 2011-68006-30793 on Multi-generational Planning directed by Mildred Warner, Dept. of City and Regional Planning, Cornell University; and by Hatch Grant #NYC 159402 on Shared Services administered by the Cornell University Agricultural Experiment Station and directed by John Sipple of the NYS Center for Rural Schools in the Department of Development Sociology. Additional issue briefs can be found at the project websites: www.nyruralschools.org and www.mildredwarner.org