Recreation Director's Handbook

A guide for recreation delivery in Aboriginal communities

2008

Manitoba

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FACILITIES

Introduction

Recreation facilities and open space affects your community recreation program. Each community may have different types of facilities and open spaces. It is essential they are well managed, maintained and programmed.

WHAT IS A FACILITY?

A facility is a place, structure or space where people can participate or watch recreation, sport and leisure activities.

A facility can be as simple as an open outdoor space or a constructed building.

Some examples of facilities are:

- outdoor soccer field
- walking / nature trail
- softball field
- community park
- community hall
- drop in centre
- school gymnasium
- horseshoe pitches
- homemade rink on the lake
- indoor hockey arena

These many types of facilities can be used for different programs and opportunities.

Larger, more expensive facilities are not needed to run recreation programs. In fact, many successful programs can be run from very simple facilities such as an outdoor open field or a wooded area.

In this section we will explore:

- planning and development (new or renovating an existing facility)
- programming (types of programs and activities, who are the users)
- risk management (identify and control potential risks and hazards)
- emergency action planning (system to deal with emergencies and accidents)
- preventative maintenance planning (inspecting, maintaining and operating)

For further information about facilities, please contact :

- Your regional Manitoba Culture, Heritage, Tourism and Sport office (see list in the partner's section)
- Or the Recreation Connections Manitoba office

FACILITY PLANNING AND DEVELOPMENT

The costs associated with facility development and maintenance can be great and may sometimes outweigh the benefits of having the facility. To help alleviate some of the maintenance costs and increase the longevity of your facilities, have a well thought out and organized preventive maintenance plan. The decision to develop new facility or open space is a big financial commitment. Before committing determine:

- if the funding can be secured for both start-up and ongoing maintenance costs
- if the facility will be cost-effective
- if there are other facilities that could be upgraded or adapted instead
- if there are other communities or organizations to partner with, and
- if there's a real need for the facility

Every community is faced with the challenge of deciding what facilities need to develop and how to do it.

The Planning and Development information can be applied to:

- new facility or
- renovating or repair of existing facilities

There are 5 keys steps that need to happen to take your project from an idea to a functioning facility:

1) Defining and Measuring Need
2) Planning your Project
3) Construction and Supervision
4) Programming
5) Preventative Maintenance

Defining and Measuring Need

In this step we want to get detailed feedback and determine the needs of the people in our community.

The Idea - Set Goals and Objectives

(think about these questions as a starting point)

- What are we trying to do?
- Who are we doing it for?
- Why is it necessary?
- What should our community look like in 20 years?

Prepare for Planning

Form a planning committee

- Which organizations have an interest in the planning or use of the facility?
- Who must be included to ensure that our committee reflects the diversity of needs in our community?
- Establish planning process expectations
- Why is planning necessary? What do we hope to gain from it?

Review mission statement

- Do we have clearly established terms of reference? Do we have a mission statement?

Define initial objectives

- What do we want to accomplish?
- Does this serve our community's vision of the future?

Scan your environment

- What activities are currently being served by facilities in our community?
- Are any other groups planning or undertaking facility development?

Identify resources needed to support planning and research

(see the budgeting section and the fundraising section)

- What volunteer and financial support is needed?
- What are our potential revenue and grant sources?

The Needs Assessment

A needs assessment is a process to collect and gather feedback from community residents. Needs assessments can be done through:

- questionnaires (face to face or mail outs)
- surveys (door to door or mail outs)
- public presentations
- public forums
- is the community informed about the recreation and sport choices?

If your community isn't aware of recreation and sport choices the best option for collecting feedback would be face to face. This allows you to talk with people about their needs and explain questions.

Take stock of current picture – make an inventory of all existing programs, facilities, delivery systems, and partnerships.

- What recreation and sport programs exist?
- What facilities exist?
- What delivery systems exist?
- What partnerships exist?

Determine wants and needs – research

- Is our idea supported by the community?
- Is our idea doable?
- How can we adjust our idea to reflect the information we have gathered?

Planning your Project

Establish Priorities

- Prioritize the various development options.
- Do the priorities reflect the input from our community?
- Which of the choices are wants and which are needs?
- Is a series of development phases, over a period of extended time, the best way to meet our development needs?

Review research to justify further activity

- Do adjustments have to be made?
- Should we continue?

Preliminary Design and Cost

Produce a community site plan which shows: current facilities and grounds, all activities current and planned.

- Does our plan reflect the development priorities?
- Do we have a draft management plan for operation and maintenance?
- Does our plan allow for further development?
- Have we budgeted for the eventual replacement of facilities and equipment according to a life-cycle plan?
- Do we need to adjust priorities to reflect budget figures?

Viability (possible and practical)

- Refine draft plans for: activity/use plan, operation and project costs, and revenue plan
- Does the plan accommodate the projected activities with sensible hours of operation?
- Does our plan include projected surpluses and deficits?

Develop a marketing plan to actualize revenue, volunteer participation and facility use goals.

- Will our planned development sustain itself with the loss of one or more revenue source?
- Should we continue?

Construction

Fundraising and Promotion

If we need to raise money to cover the costs of the construction we can consider the following: (for more information on fundraising – see the fundraising section)

- Develop a presentation package.
- How can we best present our development plans to potential supporters, funders and sponsors:

  Visually
  - technical drawings?
  - artist impressions?
  - scale models?
  - colored overlays showing current conditions all phases of future development?

Economically

- cost/revenue graphs?
- charts comparing costs to other facilities?
- charts showing spin off economic benefits?

Use and Activity

Who will use the facility and what are the benefits?

- chart to show usage levels per cost?

-chart showing other benefits such as improved health and wellness?

Develop an inventory of resources including: volunteers, funds on hand, donated materials, donated labor.

- What types of contributions will we require?
- How will we recognize the contributions which we will receive?
- Do we have a grant strategy?
- What grants are available?

Final Design

- Once your committee reviews the research, planning, revenues and funding – you can proceed with the final design.
- Obtain approval from band council / community council and any other municipal authorities.
- Prepare final site plan.
- Prepare final facility designs.
- Prepare a Final Operation and maintenance plan with log book
- Prepare a Final Business Plan
- Do we need to make any final adjustments to our plan to reflect:
  - resource realities?
  - final cost estimates?
  - criteria of grants organizations?

Construction and Supervision

- Prepare tender documents.
- Secure tenders from contractors, sub-contractors and suppliers.
- Don't do business on a handshake; ensure the selected contractor has clearly understood and committed to the conditions in the tender.
- Do the tenders specify: completion dates and penalties, progress payments, performance standards, maintenance material, warranty requirements, etc.?
- Who is responsible for site cleaning and to what extent?
- Have the contractors and suppliers provided: quotations, warranties, liability protection?
- How will we provide liability coverage for volunteer workers and suppliers?

Construction Completion

Once the facility is built – do a detailed check with the contractor / builder to ensure that all expectations are met. If there are any deficiencies, establish a specific date that the contractor will make the necessary corrections.

PROGRAMMING

You've probably heard the movie expression "build it and they will come"
This may be true some of the time but to see the full potential of any facility you must plan to program. This means planning, considering all potential user and age groups, and the different types of recreation and sport activities.

We will use an outdoor hockey rink for the programming example.
Ask your committee these questions:

- what programs can be offered in all 12 months?
- list all of the age groups? What activities for them? (this info could be asked in the needs assessment survey)
- do we need supervised (staffed) programs or just offer the facility to the public?
- users fees or free?

You also want as many people using the rink from all age groups. This means offering programs for:

- youth (skating, shinny hockey, figure skating, broomball, ice games)
- families (family skate, skating parties and dances, kids vs parents sponge hockey)
- girls (learn to skate, shinny hockey, figure skating, ringette, skating dances)
- men (hockey league or tournaments, broomball, sponge hockey)
- seniors / elders (skating, family skating parties)

As you can see, there are many different programs you can program for the people in your community. The Outdoor rink can be a gathering place as people come to watch and visit while programs are happening on the ice.

To make this facility multi-purpose or having more than one purpose, consider offering jam pail curling bonspiel or rely races. Ideally you want the facility to be used more than just the winter months. In the summer time you can offer roller blading, dances or kids games in the rink.

Once the programs are decided, you must schedule these activities and let the community know. A schedule shows everyone what time or day the facility is available for their program.
When developing a schedule consider the following questions:

- which days suit age groups (weekdays vs weekends)
- what time of the day is best for everyone (evening programs for youth as they are in school during the day)
- are all age groups getting enough time
- is one age groups getting more of the prime time (between 6 – 9 pm on weekdays) ◇ if so consider breaking it up to allow other groups in the prime time

See the chart for an example

Weekly Rink Schedule for January 15 – 22 (sample)

Time	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
10 – noon						Men hockey	Womens ringette
Noon – 2pm			School – learn to skate clinic			Under 12 – broomball	Under 12 – skate
2 – 4 pm	Elders – skating	Elders – skating		Elders – skating	Elders – skating	All ages – skate	Ice carnival
4 – 6 pm	Under 12 – skating	Under 12 – shinny hockey	Under 12 – girls figure skating	Under 12 – broomball	Under 12 – ice games	Moms vs girls ringette	Ice carnival
6 – 8 pm	Girls ringette	Family skating	Elders dance party	Girls figure skating	Kids vs parents	Family skate	Family skate
8 – 10 pm	Mens broomball	Coed sponge hockey	Mens hockey	Coed	Teen skate	Teen shinny hockey	

Allow time between groups to do ice cleanings and scraping.

Exercise – develop a weekly schedule for your outdoor rink or indoor rink.
(remember to talk to your user groups about preferences)
What about a weekly schedule for a week in the summer?

Once your program schedule is complete, it needs to be seen by everyone in the community.

- put copies in everyone's mailboxes
- posters at school, community hall, all public places
- announcements at school
- radio announcements
- announcements at bingos and other public events

RISK MANAGEMENT

From the facility side we now need to look at safety for all the people coming participate in the programs and activities.
A risk management program identifies and controls potential risks or hazards to reduce financial and personal losses. It is needed to protect an organization, its staff and clients.

Risk Identification

Identify all potential sources of risk such as programs, facilities, leadership or supervisory practices, or participant behavior.

Risk Evaluation

Identify actual risk occurrences and agency policies for handling them. Evaluate the probability of accidents occurring in given programs or sites and how severe they may be.

Risk Control

A process to control risks should be developed. Risks can be controlled through:

- elimination -- cancelling programs, closing facilities, enforcing certain rules etc.
- reduction -- by loss prevention programs, such as, limiting fire exposure by installing fire extinguishers and enforcing no-smoking rules.

Methods for reducing and managing risks include:

- **Systematic Reporting or Record Keeping** - Records must be kept to monitor trends in accident locations or trouble spots. They allow plans to reduce or eliminate these risks and determine if current systems work.

- **Inspections** - Inspections ensure all equipment is in good working order, and that all areas are free of obstacles or hazards. For inspections to be effective, they should be structured in a written format, ongoing, reviewed periodically and followed through with feedback from employees to ensure correction of problems. (See Appendix 9A)

- **Safety Preparations** - Participants and staff should understand the hazards and risks involved in recreation participation. Preparations can be done through posting rules and policies, information sessions and supervision.

- **Staff Training and Goal Setting** - Safety and accident prevention must be done for a risk management plan to work. Staff need to be aware of the risks and prevention strategies. Staff members should be involved in determining the process for managing risk. This helps build their commitment to the process.

- **Emergency Procedures** - An emergency action plan (EAP) should be developed identifying potential emergencies. It should plan strategies for dealing with them when they occur. First aid, accident and other emergency procedures should be clear to all staff.

Emergency Action Planning

Emergency action planning is developing a system to deal effectively with emergencies or accidents. It is the facility manager's or recreation director's responsibility to ensure staff and facilities are prepared to care for the injured, act quickly to prevent further injuries and notify authorities.

The process for emergency action planning:

- Identify potential emergencies.
- Review your facility and equipment.
- Formalize your emergency action plans.
- Ensure ongoing training.
- Ensure ongoing communication.
- Ensure testing and refining emergency action plans.

Identify Potential Emergencies

Walk around your facility or play area and list all potential hazards or accidents that could happen. When developing this list, think about:

Facility

What are your facilities' characteristics? What particular hazards or limitations do you see? Think about the following key words:

- struck by or against
- caught in, on, or between
- fallen to another level
- in contact with:
  - electricity
  - heat, cold
  - radiation
  - chemicals
- lost, disoriented
- attacked

Users

List all the people who use your facility. Include participants as well as staff, spectators, volunteers, the public, vendors, service people, officials and others. Think about who these people are -- their ages, abilities and usual behavior. This will influence the types of emergencies that could occur.

Their activities

List all activities that take place in your facility. Consider what might go wrong during the activities. For example, socials might have brawls; canoe races could result in drowning.

Review Your Facility and Equipment

Review your facilities and emergency equipment to determine their limitations. Imagine emergencies and begin to imagine appropriate responses. Look for the equipment, accessibility and communication tools that should be in place to support those responses.

Review Equipment

Depending on your facility, your emergency equipment may include:

- exit signs
- emergency lighting
- telephones
- directions to users
- backboard
- fire extinguishers
- first aid kits
- posted emergency numbers
- aquatic lifesaving equipment
- others appropriate to your facility

Ask yourself:

- Do the people who need the equipment know where it is?
- Can they get to it in good time? For example, if it is locked in a cupboard, will the person who needs it also have the key on hand?
- Is it checked and maintained regularly? Do you keep a record of equipment checks, including date, the name of the person checking, and the condition of the equipment?

Make a list of all your equipment, comments and concerns.

Review Accessibility

Consider the following – record observations and concerns:

- Large numbers of people may have to get out in a hurry. What is the most efficient way to leave each area?

- Emergency response teams (police, fire, ambulance) may have to get in quickly. What is the best entrance for them to use in given situations? Can they get in after hours?

- Are there any specific situations that could hinder an emergency response? Such situations could include:
  - construction and facility renovations
  - seasonal conditions (snow piles, etc.)
  - access problems (chained doors, etc.)
  - remoteness

- What would be the most out-of-the way area for an incident or accident? How would you handle it? Are there other areas like this?

Review Communications

Review the effectiveness of your current communications. For each potential emergency ask yourself:

- How do we call for help? Do the staff members all know where to find a phone, who to call, the appropriate number to call and the appropriate information to give?
- How do our users call for help? Do they know where, who and what?
- How do we instruct the people in our buildings what to do in an emergency? Is there a PA system? Will it work in a power failure? Are there signs posted showing emergency exits?

Make Recommendations and Improvements

Based on your answers to these questions, develop recommended improvements for your facility and important points for developing your Emergency Action Plan.

Please refer to the Appendices: F-1 General Safety Checklist, F-2 Risk Management – Parks and Playgrounds, and F-3 Playground Safety Checklist

PREVENTIVE MAINTENANCE

A preventative maintenance plan is a systematic way of inspecting and maintaining your facilities to prevent further maintenance problems. Each facility should have its own preventative maintenance plan. A facility maintenance log book is essential in organizing all the details of your facilities and equipment. The maintenance log book will ultimately:

- Reduce equipment failure through regular and systematic inspections
- Eliminate building and grounds deterioration by constant care and attention
- Improve equipment records by employing an ordered approach to record keeping
- Increase rate of efficiency of all equipment due to optimum running conditions
- Built structures and large equipment will require fewer major repairs
- Energy savings will increase because of better maintenance to equipment
- Provide greater versatility of management and maintenance staff
- Develop smoother running facilities
- Make jobs easier for the facility manager and staff.

Inventory

The first step in developing a preventive maintenance plan involves compiling an inventory of all the buildings, grounds, furnishings and program and related equipment.

The following describes the information that should be collected and documented in your log book.

Building and Grounds

A facility maintenance log book should contain information on all aspects of the facility which relate to the building structure and the surrounding areas.

Building information should include:

- site drawings
- building plans
- construction specifications
- space inventory (room size)
- room finish and interior color schedule
- exterior color schedule
- key control system -- list of key holders and key schedule

Building equipment information should include inventory sheets of the following systems:

- mechanical equipment -- heating system, refrigeration, ventilation, air conditioning, plumbing and miscellaneous systems
- electrical equipment -- power supply, heating system, refrigeration, ventilation, air conditioning, lighting, and miscellaneous
- color code for utilities

Grounds information should include:

- district location plan
- town plan
- space inventory of grounds

Grounds equipment information should include:

- fencing
- lighting
- parking fixtures
- signage
- mowing equipment
- miscellaneous equipment

Furnishing and Program Equipment

Furnishings are any pieces of equipment necessary for working, comfort and convenience.
Information that should be included:
Furnishings:

- office desks and chairs
- file cabinets
- tables
- waste baskets
- shelving
- sofas
- beverage dispensers
- food dispensers
- coat racks/hangers
- hand towel dispensers/dryers
- mirrors
- soap dispensers
- floor mats

Program equipment:

- program equipment inventory
- purchase order records

Organized Maintenance

Setting Goals and Objectives

It is important to determine a specific of maintenance goals. Decide what you wish to accomplish through your plan and how you will go about it.

Maintenance Personnel

To implement a plan successfully, all maintenance staff need to be aware of the plan and how it works.

Maintenance Budget

The facility manager or recreation director, with approval of your council, is responsible for a maintenance budget. Cost surveys, periodic reviews and assessments of maintenance expenditures need to be done. They allow you to correct overruns and annually readjust your annual budget to more realistically reflect the needs of the facility.

Maintenance Equipment and Supplies

All equipment and items required to carry out the maintenance in a facility should be identified and recorded. They might include: detergents, solvents, floor wax, polisher pads, lubricants, belts, filters, gaskets, etc.

Contracting Out

Contracting is necessary when the required expertise or equipment is not available in-house. Be sure the contracts are clear about what is expected, when, where and costs. For example, your community hall needs plumbing repairs and upgrades. You may have to get a qualified plumber from outside the community to perform these repairs. Clarify in writing exactly the duties to be performed, cost of materials, helpers, tools, method of payment and job-quality guarantee.

Inventory of Maintenance Functions

All staff should be aware of the various maintenance functions and what they consist of.

Custodial - dusting, mopping, sweeping, spot cleaning walls, stripping and waxing, windows and glass, scrubbing, buffing, rug cleaning, emptying trash, polishing

Repairs/Replacements - replacing light bulbs, changing belts, repairing pumps

Servicing - lubricating moving parts, changing fluids, cleaning special equipment

Monitoring - a specific and detailed planned inspection of all parts of the facility

Establishing Standards - standards should be set to govern the completion of each task; they should be accurate and achievable.

Maintenance

Develop a maintenance schedule. It should include routine and preventive maintenance. To properly schedule the maintenance - coordinate information from the previous sections.
Develop a master schedule that outlines all maintenance required for buildings, grounds, furnishings and programs.

With all of the steps in this Facility Section done and committed to, your facilities should play a positive role in the delivery of successful recreation in your community.

Appendix F-1

General Safety Checklist

Date of Inspection: _____ Name of Facility: _____

Date of Last Inspection: _____

	OK	Deficiency	Recommendations
Grounds and Building Entrances			
Grounds are free of unusual hazards Such as holes, protrusions and other obstacles.	___	_____	_____
Trees are free of loose or broken branches or protruding roots.	___	_____	_____
Fences are structurally sound and free of holes.	___	_____	_____
Sidewalks, entrances, steps and lawns are properly maintained.	___	_____	_____
Walkways and paved areas are free of cracks and loose pavement.	___	_____	_____
All doors and windows are in working condition.	___	_____	_____
Outside lighting is sufficient and functioning around pedestrian traffic and parking areas.	___	_____	_____
Building and Structures			
Ceilings are free of cracks.	___	_____	_____
Rest rooms are free of water hazards.	___	_____	_____

F-1 General Safety List F-1

	OK	Deficiency	Recommendations
Lighting in stairways and work areas is adequate.	___	_____	_____
Floors are free of holes, splinters, protruding nails, slippery areas and loose boards.	___	_____	_____
All openings in floors are covered	___	_____	_____
Aisles and passageways have adequate width and are unobstructed.	___	_____	_____

Fire Safety

All emergency exists are properly marked.	___	_____	_____
Each building and department has an evacuation and emergency preparedness plan posted and staff are familiar with evacuation plans.	___	_____	_____
Evacuation plans are prominently displayed for the public.	___	_____	_____
Employees are trained in fire fighting.	___	_____	_____
Fire extinguishers and other fire fighting equipment is checked regularly.	___	_____	_____
Sprinkler system is in good working condition and checked regularly.	___	_____	_____
Fire alarms and smoke detectors are checked regularly.	___	_____	_____

F-1 General Safety List

	OK	Deficiency	Recommendations
Machinery, Tools, Equipment			
All machinery and equipment is maintained properly.	___	_____	_____
Belts, gears, chains, clutches and shafting are properly guarded.	___	_____	_____
Effective point-of-operation guards in place.	___	_____	_____
Tampering or unauthorized use of any machinery and equipment is prohibited.	___	_____	_____
Electrical tools, switch boxes and fixtures are properly grounded.	___	_____	_____
Wiring, fixtures, connections, and extension or portable cords are safely insulated and installed properly.	___	_____	_____
Extension cords are free of frays, breaks and potential tripping hazards.	___	_____	_____
All electrical wall outlets and switches are in working order.	___	_____	_____
First Aid			
Employees are trained in first-aid procedures.	___	_____	_____
First-aid supplies are available and easily accessible at each work site.	___	_____	_____
First-aid supplies are checked and replaced periodically.	___	_____	_____
Emergency procedures and telephone numbers are posted.	___	_____	_____

Appendix F-2

Risk Management Inspection
Parks and Playgrounds

PROPERTY DESCRIPTION _____

INSPECTED BY: _____

DATE: _____

Item	OK	Deficiency Noted (describe problem and location)or Action Taken	Corrective Action Required and Date	Follow-up Scheduled
Picnic areas				
Softball/Baseball field				
Tennis court				
Football/Soccer field				
Basketball court				
Wading pool				
Skating rink				
Other				

PROPERTY DESCRIPTION _____

INSPECTED BY: _____

DATE: _____

Item	OK	Deficiency Noted (describe problem and location)or Action Taken	Corrective Action Required and Date	Follow-up Scheduled
PLAYGROUND Play structure				
Slide				
Monkey bars				
Swings				
Spring animals				
Merry-go-round				
Teeter-totter				
Sand box				
Other:				
GENERAL AREAS Restrooms				
Concession/Storage				
Fences, backstops,				
benches				
Bleachers				
Waste receptacles				
Parking area/				
Bicycle rack				
Signage				
Other				
LANDSCAPE Park cleanliness				
River banks				
Trails/Paths				
Trees				

Appendix F-3

Playground Safety Checklist
Specifics

Whole Playground

- ☐ pick up garbage
- ☐ pick up broken glass
- ☐ bathrooms clean
- ☐ no broken windows

Wading Pool

- ☐ no broken glass
- ☐ no large cracks
- ☐ sweep dirt and leaves out before filling with water

Sandbox

- ☐ rake up sand
- ☐ remove glass and any foreign objects
- ☐ check boards for breaks
- ☐ no large slivers

Swings

- ☐ check for broken or cracked links
- ☐ check top bolt is secure
- ☐ seat is in one piece
- ☐ check structure is sturdy

Teeter-totter

- ☐ check for large cracks
- ☐ check for areas with large slivers
- ☐ ensure handle is secure

Slides

- ☐ no missing steps on ladder
- ☐ check bottom of slide for glass and foreign objects
- ☐ no cracks on slide
- ☐ sides of slide do not have sharp edges

Monkey Bars

- ☐ all bars are intact and sturdy
- ☐ no sharp edges
- ☐ check underneath for glass and foreign objects

Fence

- ☐ check for wires sticking out,
- ☐ broken or cut

Play leader

- ☐ valid first aid certificate
- ☐ access to first aid kit
- ☐ know the emergency action plan