



Winnipeg Community Sport Policy



From a common goal...
Through community consultation...
To the development of a shared Policy

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FROM A COMMON GOAL ...THROUGH COMMUNITY CONSULTATION ... TO THE DEVELOPMENT OF A SHARED POLICY

"To achieve positive change among Manitoba's population, communities, organizations and governments need to pool their commitment, leadership and resources. Sports, recreation, education, fitness and other organizations need to work together to identify and remove or minimize the barriers to participation."
Manitoba Physical Activity Action Plan (2001)



Introduction and Background

Community-based “sport” is woven into the fabric of every community in Canada and Winnipeg is no exception. Sport helps to strengthen our community by building social capital, strengthening family bonds, helping newcomers to integrate more quickly, fostering greater inclusion of people with disabilities and supporting the renewal of Aboriginal culture. In our youth, sport enhances academic achievement, teaches positive values and life skills, prevents crime and gang involvement and empowers girls. In adulthood, involvement in sport can enhance workplace productivity and promote healthy aging. At all ages, physical activity helps to tackle obesity, prevents and manages chronic disease, enhances mental health and well-being, and can lead to reductions in overall health care costs.¹

Winnipeg has a rich history in the provision of sport and recreation opportunities available to its residents. The continuum begins with parents, early childhood caregivers and community-based programs fostering active play opportunities and the development of basic motor skills within infants, toddlers and pre-school aged children. More formal fundamental movement skills are learned and practiced by young children in physical education classes taught within Winnipeg’s elementary schools; as well as through participation in municipal ‘learn to play’ and community-based physical activity programs. Through these programs, children develop physical literacy skills and become confident in performing a wide range of movements. Sport specific skills, aerobic, and strength training are introduced to youth as they continue to grow and develop through their participation in community-based teams/ clubs, in their school, community centre or local minor sport organization. Here sport specific skills and training prepares them for participation in organized sport and competition at the local level and, for some, onto the provincial, national and international levels of competition through well developed provincial and national sport delivery systems. A primary output of the sport system is a healthy, active, physically literate population.

Community sport and recreation programs play a vital role in providing Canadians with the spaces, programs, and opportunities to gain the physical literacy skills they need to benefit from physical activity and sport participation.

Winnipeg’s leaders in sport, recreation and physical activity must collaborate to establish a shared strategy for developing, promoting and delivering physical activities for all people in Winnipeg. The Winnipeg Community Sport Policy reflects this effort.

Community sport is sport led, organized, supported or enabled by community volunteers and institutions. It runs from the playground to the podium, ranging from simple pick-up games, to community and school-based sport leagues, to elite high performance competition. It is present in virtually every community in Canada.

Community sport is supported primarily by communities themselves, relying heavily on volunteers and only minimally on government support.

“One out of every 4 adults and one out of two children actively participate in sport. We have only to look at the sheer numbers of Canadians who participate in sport, the depth of engagement of the volunteers and donors who make sport possible, and the fundamental goodwill that emanates from the majority of those who act from a desire to help others and their community – to know that the reach of community sport into Canadian life, in so many ways that matter, is extraordinary.”

What Sport Can Do-

The True Sport Report (2005)

Building on the World Health Organization’s global recommendation that physical activity be considered a major preventative measure in minimizing health risks³, in January 2011 the Canadian Society for Exercise Physiology (CSEP), in conjunction with ParticipACTION and the Public Health Agency of Canada (PHAC) revised the Canadian Physical Activity Guidelines. The updated and harmonized recommendations stem from a four year systematic, evidence-based review of best practices, and recommend:

•A minimum of 60 minutes of daily physical activity of moderate to vigorous intensity for children 5-11 and youth 12-17 years old, including⁴:

- Moderate activities, such as walking or skateboarding to school, bike riding and playground activities, cause children to breathe harder and begin to sweat*
- Vigorous activities, such as swimming and running that cause children to sweat and be ‘out of breath’ a minimum of 3 days per week*
- Strength-building activities 3 times a week to strengthen muscles and bones.*

APPENDIX “I” RR1

Policy Development Process

In reviewing the status of existing sport policy it was determined that the City of Winnipeg Sport Policy established in 1983 no longer reflected current sport and recreation methodologies and was not well positioned to take advantage of partnerships and connectivity that will be required to be effective in the coming decade and beyond. It was concluded

that a new Winnipeg community sport policy should be created to provide a basis for the planning, development and delivery of sport and recreation programs and activities that will result in Winnipeg being recognized as an active for life community.



In **November, 2005**, the Big City Mayors' Caucus of the Federation of Canadian Municipalities approved the following motion:

"Direct selected municipal staff and the Federation of Canadian Municipalities to draft a comprehensive civic sport, recreation, and physical activity policy, in close collaboration with key representatives of sport, recreation, physical activity, and healthy living organizations."

On October 16, 2009 a partnership of three sport organizations and three stakeholder organizations (hereafter referred to as 'The Partners') agreed to join in an initiative to create a broad based community sport policy.

The sport organizations representing members whose mandate is to deliver sporting activities and developmental programs are:

- General Council of Winnipeg Community Centres (GCWCC)
- Winnipeg Community Sport Alliance (WCSA)
- Sport Manitoba

The stakeholder organizations that have mandates that include supporting physical activity and developing physical literacy in Winnipeg include:

- Winnipeg Regional Health Authority (WRHA)
- Manitoba Physical Education Supervisors Association (MPESA)
- The City of Winnipeg Community Services Department

This newly created partnership initiated the process of setting a future direction for the delivery of sport and recreation in Winnipeg. Following extensive deliberation and the review of local, provincial and national policies, plans and strategies the Partners agreed upon a four stage policy development process.

Stage One... included the signing of a letter of intent on June 14, 2010 formalizing the partnership and endorsement of a document entitled "A Framework to Develop a Winnipeg Community Sport Policy". The framework articulated the principles and areas of emphasis for the development of the policy.

The following concepts were used as the focus points for engaging sport's partners and stakeholder organizations as well as the public in the development of the Winnipeg Community Sport Policy:

- Physical Literacy for All
- Active for Life
- Striving for Achievement and Excellence
- Quality Volunteers and Facilities
- Shared Leadership
- Coordinated Planning and Ongoing Interaction

Stage Two... involved a wide ranging community consultation process which engaged the members, partner organizations and other constituents of the sport partners and stakeholders in twenty four facilitated meetings using the Canadian Sport for Life Model (CS4L), the framework principles, and the framework areas of emphasis as the basis for discussions.

Stage Three... represented by this document, articulates the current and future sport interests of the citizens of Winnipeg as gained from community consultation, research/literature review, and best practices. It will be used as a basis for further consultation within the community and among other organizations.

Stage Four... the final implementation stage will see the partners establish a Coordinating Committee that will be tasked with the development of policy action plans and implementation strategies.

Priorities in the Winnipeg Community Sport Policy

The development of the Winnipeg Community Sport Policy was guided by the following principles:

1. Partners and stakeholders will work collaboratively towards a common vision for sport in Winnipeg.
2. The knowledge and expertise of all partners and stakeholders will guide the future direction and development of sport in Winnipeg.
3. A shared knowledge and understanding of the various roles of Winnipeg's sport partners in the delivery of sport/active living.
4. A framework will be laid out to increase and complement the health and wellness of Winnipeg citizens by having more residents introduced to a quality sport for life experience.
5. A network will be built to enable the coordination of quality sport/active living programs and initiatives in Winnipeg.
6. Sport will be accessible, welcoming and socially inclusive for all citizens of all ages, all abilities and all socio-economic backgrounds.
7. Multi-sport participation for young athletes will be encouraged and promoted.
8. Continually build facility development and human resource capacity related to the needs of organizations within the delivery of sport/active living.



The process of implementing policies stemming from the national level to local leagues and clubs is often very difficult.⁵ Very little analysis of sport policy has been conducted, and a paradigm framework for analyzing and evaluating sport policies has not emerged.⁶ The sustainability of using sport programs to promote healthy living has been studied, but the results of the studies are inconclusive.⁷ What is known is that health promoting programs are more likely to be successful when:

- The funding and organizing bodies negotiate respectfully with each other
- The organization running the program's goals match with the program goals
- Evaluation of the program shows it is effective.⁸

Canadian Sport for Life ... "provides a road map for a better sport experience for all, whether an aspiring Olympian, an aging weekend warrior or participating just for fun. The components of Canadian Sport for Life are not exclusive to athletes; they are for every participant."

The Winnipeg Community Sport Policy is built upon complementary policies, plans and programs such as the Province of Manitoba Sport Policy, Sport Manitoba's Manitoba Action Plan for Sport (MAPS), the General Council of Winnipeg Community Centre's Plan 2025 and strategic plan; and the Winnipeg in motion initiative, a partnership between the Winnipeg Regional Health Authority, University of Manitoba, and the City of Winnipeg. A number of civic policies were considered in the development of the Winnipeg Community Sport Policy including the City of Winnipeg's LiveSafe; Plan Winnipeg; Call to Action for Our Winnipeg; Hosting of Major Events and Games; Recreation, Leisure and Libraries Facilities (RLALF) and ACTIVE Policy Framework. The Canadian Sport Policy, as endorsed by the federal, provincial and territorial governments, also received consideration within the development of the Winnipeg Community Sport Policy.

Consistent with the harmonized approach to policy and strategy development, a fundamental building block of the Winnipeg Community Sport Policy was its reference to the emerging Canadian Sport for Life (CS4L) Model which is being developed and shared by key sport partners and stakeholder organizations at the national, provincial and community-based levels of participation in sporting activities. CS4L's underlying philosophy recognizes that sport's outcomes are connected with those

of recreation, health and education and that physical activity is of primary importance for all levels of government. Canadian Sport for Life supports the development of physical literacy in all children leading to life-long physical activity. CS4L reframes sport as being inclusive. It encourages the progressive development of skills while de-emphasizing competitive sport programming for young children in a continuum from grass roots, recreational through to developmental and high performance levels of participation.

In keeping with this philosophy and using a community development model the Winnipeg Community Sport Policy lays out a framework for all the city's sport partners and stakeholders to join together to increase and complement the health and wellness of Winnipeg citizens by having more residents introduced to and enjoying a quality active for life experience.

The Winnipeg Community Sport Policy, as set out within this document, addresses the common themes and primary policy areas that were articulated within the consultation process. It places emphasis on six key foundational aspects of sport and recreation in Winnipeg. To support the development of these six policy areas, along with the community consultation process, a review of current research and best practices was completed (see Appendix I).

Priorities in the Winnipeg Community Sport Policy

Winnipeg Community Sport Policy

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Primary Policy Areas:

1. PEOPLE who are both the deliverers and the participants (beneficiaries) of a well organized and operated system;
2. PARTNERSHIPS that will be enhanced and developed to ensure that participants and communities are recipients of the most effective programs and efficient systems possible;
3. PROGRAMS that provide opportunities for people to learn skills and take part in activities or competitions of their choice and stay active for life;
4. PLACES that people come to that host the programs that provide opportunities for all Winnipeggers to lead a healthy and active lifestyle through participation in sport and recreation;
5. PROMOTION to provide effective education which is critical to public understanding of the long term benefits of sport and recreation;
6. PUBLIC & PRIVATE FUNDING of sport and recreation contributes to enhancing the quality of life of Winnipeggers as well as to bringing greater vibrancy to our neighbourhoods.



In Canada, 5.3 million Canadians volunteer in the sport and recreation sector, which equates to 28% of the population devoting their time to community sport.⁹

APPENDIX "I" RR2

Motivating people to be more active and less sedentary requires skills and expertise, which trained exercise professionals and kinesiologists possess.¹¹

APPENDIX "I" RR4

"Communities advocate that recreation commissions departments and provincial training bodies increase the number of training opportunities for volunteers and professionals involved in physical activity programming and that the training also focuses on youth leadership development."

-The Manitoba Physical Activity Action Plan

Problems volunteers report in the literature include burnout, lack of recognition, lack of training and supervision, and dissatisfaction with increased regulations (such as requirements for police checks, credentials, and permits).¹⁰

APPENDIX "I" RR3

People

Winnipeg is noted for its commitment to volunteerism and is often referred to as the volunteer capital of Canada. Volunteers are the backbone of sport and recreation and are critical to the planning and operation of many community organizations.²

In some cases paid leadership supplements volunteers where specialized skills are required or where it is unreasonable for volunteers to make an extensive time commitment. The volunteer/staff balance is critical to the long term viability of the sport and recreation system.

POLICY STATEMENT

Sport and recreation organizations will be encouraged to invest in the development of effective leadership through a strategic balance of volunteer and paid staff recruitment, placement, training, recognition and succession planning.

The role of volunteers in the sport and recreation system is complex and diverse and can range from coaching and managing teams to convening leagues and operating facilities. History has demonstrated that volunteer participation goes through cycles and the relative strength of organizations generally reflects these fluctuations. When volunteers leave an organization, knowledge is often not passed on or documented for future use. Demands on volunteers, beyond that for which they signed up, can be onerous (e.g. training, certification, criminal/abuse record checks).

POLICY PRIORITY – Volunteers are critical to the long term viability of the sport and recreation system. The partners will collaborate in developing a volunteer management strategy that can be used by all stakeholders.

In many cases professional staff and resource personnel supplement and compliment volunteer directed organizations. Staff with specific expertise are hired and assigned job functions to provide supports to volunteers helping to ensure a degree of organizational consistency and continuity.

POLICY PRIORITY – Professional staff and resource personnel play an important role in the sport and recreation system and will be encouraged and supported when appropriate.

The General Council of Winnipeg Community Centre's Plan 2025's approach is simple: "people drive programs and programs drive facilities. That is, one cannot plan for facilities without an understanding of the programs that are intended to be delivered through those facilities and one cannot understand the nature of the programs without understanding the needs of the people".



Partnerships

A driving force behind the creation of a Winnipeg Community Sport Policy was the identified need to set aside self interests in order to form and strengthen partnerships between sport and stakeholder organizations that benefit from the positive outcomes of sport. A strong well connected sport and recreation network will ensure that participants and communities are recipients of the most effective and efficient system possible. Rather than competing for athletes, funds and physical resources of a cooperative system will focus on the greater good. This will ensure that the needs of participants are first and foremost in policy considerations and decision making.

POLICY STATEMENT

Sport stakeholder organizations will be encouraged to work cooperatively in establishing a shared vision and common goals to ensure that participants in sport and recreation are provided with the most effective system possible.

A common concern is that sport delivery agencies operate independently (silo effect) which can impact on athletes' skill development and activity choices. In extreme cases program organizers compete for athletes to strengthen their respective programs. Some developing athletes are forced to choose between competing programs due to overlap of seasons or conflicting training or competition schedules. Opportunities to participate in multiple programs could be of greatest benefit to these athletes.

POLICY PRIORITY – Sport programming partners and stakeholders will be encouraged to collaborate in assessing current program gaps and overlaps in order to maximize multi sport choice options for children and youth and create skill development paths that allow participants and athletes to grow at their desired pace and stage of development.

There are examples of inter-agency cooperation that have developed into strong partnerships and a synergy that has benefited participants and program delivery agencies. The Winnipeg Community Sport Alliance, General Council of Winnipeg Community Centres and the City of Winnipeg have partnered on a sport inventory and mapping project that will introduce a new level of technology to locate, access and update sport program options. A number of core area organizations and businesses have partnered in providing hockey opportunities for disadvantaged youth through the introduction of the North End Hockey Program. A partnership between Age and Opportunity and certain community centres has opened up an array of structured and drop-in recreation activities during traditionally low use daytime hours. The Central Park redevelopment combined active sport, passive park and intergenerational community elements into a unique core area meeting place.

POLICY PRIORITY – Partnerships will be encouraged to maximize program opportunities, share capital and operating costs, and provide a diversity of sustainable sport and recreation options.

Many communities are recognizing the value of partnerships between the grassroots sports, recreation, and public health sectors. Partnership frameworks are useful in "addressing the social and environmental causes of poor health and can assist in mobilizing more skills, resources, and approaches to influence an issue beyond which any one organization could achieve alone."¹²

APPENDIX "I" RR5

The research indicates that many community sports groups lack a thorough understanding of partnership building. Knowledge of how to use sport partnerships to meet community needs is often hindered by poor communication between community sport groups and their stakeholders.¹³

APPENDIX "I" RR6

"In youth hockey in most cases it is really important for kids to play other sports whether its indoor lacrosse or soccer or baseball. I think that what this does is two things. One is that each sport helps the other sport... and I think that by taking time off...the off season really rejuvenates kids so when they come back in the fall they think ...All right hockey is back...I'm ready to go"
Wayne Gretzky

Programs

Sport programming in Winnipeg is well organized and developed at the local level; however, it is felt that in some cases there is a lack of city-wide coordination both within a sport and between sports. Mainstream community based sports including soccer, softball, hockey, ringette and baseball are well represented and offer recreational and developmental programs throughout the city at community centres and within various district and city-wide sports leagues. The primary education system emphasizes children's learning of basic movement skills while secondary and post secondary schools offer advanced skill development in a variety of sports most notably athletics, basketball and volleyball as well as in community-based sport such as hockey and football. Various other sports such as bowling, curling, figure/speed skating, golf, gymnastics, karate, swimming, skiing and tennis, are offered in not-for-profit or for-profit clubs and city owned facilities and within the more advanced provincial sport system.

The emerging Canadian Sport for Life movement serves to connect sport's broad goals with those of its partners in education, recreation, health and healthy living. In accordance with the CS4L model various sport and recreation organizations in Winnipeg offer a diversity of opportunities from entry level fun-based learn to play and basic movement skill development through to Learning to Train and Training to Train's teaching of and enhancing sport specific skills and for some moving into provincial and national Training to Compete and Training to Win stages.

In more recent years an emphasis has been placed on general physical activity and physical fitness. This is evident within each of CS4L's seven stages that begin with Active Start for children through to Active for Life for older youth and adults. It is becoming more generally accepted that an outcome of the sport system is a population more knowledgeable on the merits of the broader perspective of an active, healthy lifestyle.

Examples of this trend include the City of Winnipeg's successful SPIN (Sports Programs for Inner City Neighbourhoods), the establishment of the Winnipeg Aboriginal Sport Achievement Centre at the Old Exhibition Grounds, the Crescentwood Community Centre's Pond Hockey for children ages 5 to 14; as well as the increasingly popular adult co-ed slow pitch and mixed volleyball leagues.

Despite the fact that 92% of Canadians believe that community sport can have a positive influence on communities, less than 20% of people consider community sport programs to be reaching their potential.¹⁴
APPENDIX "I" RR7

POLICY STATEMENT

The partners will actively encourage a diversity of sport and recreation programs in Winnipeg that engage the widest possible spectrum of the population with the goal of advancing physical literacy and the development of sport skills to promote the principles of physical activity for life.

The need for sport programs varies with the age and ability level of target participants. Young children are influenced by their parents or guardians. Adolescents tend to make their own choices as to what they take part in or whether they participate in sport activities at all. Adults seek out opportunities that meet their broader goals that may include fitness, socialization, skill development and casual or organized competition. A diversity of choices allows for participants and parents to select the type of programs that suit their circumstance and allows them to change and stay active should circumstances change. It is especially relevant to consider circumstances where a limited number of team members are chosen from a tryout pool. Those that do not make the team need an alternative that is still challenging and fun.

Although competition and winning are inherent in sport, the extent to which they are emphasized or deemphasized within the context of each stage of CS4L is a prime consideration. Keeping score and winning are secondary or possibly not even relevant in those cases where participation, learning and fun are the primary goals.

POLICY PRIORITY – A diversity of program opportunities will be offered that will provide a menu of choice and will range from unstructured fun focused to structured skill development and engagement in competitive opportunities.

At the introductory and recreational levels sport programming tends to be scheduled on either a seasonal or session basis that can result in program opportunity gaps for participants. In some instances participants drop out or engage in other non active pursuits. Ideally, there would be opportunity for participants to take part in alternative activities during programming gaps. These activities could be of short duration, fun focused and encourage exposure to multiple sport and recreational activities.

POLICY PRIORITY – Recreation and sport organizations will be encouraged to collaborate in offering a variety of programs at such times and places that provide opportunity for participants to stay active throughout the year, learn new skills or try different sports and activities.

The trend toward competition (games) being more important and outnumbering opportunities for skill development in practices can stymie the overall development of some athletes. Often, due to the demands of competition and practice schedules in team and individual sports, athletes are forced to specialize in a single sport at an early age. This also makes it difficult for individuals whose skills develop at a later age to enter certain sports.

POLICY PRIORITY – In accordance with the Canadian Sport for Life model local and provincial sport organizations, sport and recreation facility owners and programming agencies will be encouraged to adopt and follow CS4L's 7 stages of enhancing participation and long term athlete development.

Winnipeg's aging population is an indicator that sport and recreation programming for older adults needs to become more of a priority. As people mature and age they increasingly wish to make choices that satisfy their sport, recreation and active living needs. Some older adults remain very active, physically fit and competitive. Some are seeking a social experience with a degree of physical activity. Still others have led a sedentary lifestyle and are seeking physical activity for reasons of health and longevity of life. It must be recognized that physical limitations and health issues traditionally associated with aging requires program offerings that are specifically tailored to this population group. Similarly, persons with disabilities and health related issues may require special programs or adaptations to meet their sport, recreation, fitness and health needs.

Successful practices in this area include the growing numbers of older adults from Winnipeg that participate in the annual "55 Plus Games" (a partnership between the Manitoba Society of Seniors, the Manitoba Association of Senior Centres and the Active Living Coalition for Older Adults in Manitoba); Winnipeg Special Olympics eleven (11) multi-sport clubs and thirty five (35) sport specialty programs, as well as the emerging Sledge Hockey Program for disabled youth and adults.

POLICY PRIORITY – A focus will be placed on program opportunities for older adults, persons with disabilities and those with health related limitations that recognize the need to provide for diversity and adaptation.

Transportation to and from sport and recreation programs is a barrier for some participants. This is most prevalent in lower socio economic neighbourhoods where supports may be lacking due to some parents who do not own vehicles, are working, or have other family responsibilities. Transporting participants outside of the local neighbourhood is sometimes left to coaches, managers and programmers who are often not able to effectively move team members and equipment. While public transportation is an option it is often cumbersome, time consuming and may be cost prohibitive.

In addition to the basic requirements of cost and availability of transportation other considerations are reliability and safety. Many parents are concerned about the safety of their children when being transported by others who may not be known to the parents or children. Parents are often forced into a "blind trust" when the only other option is to not allow their child to participate.

The need for transportation is often the result of program, event and competition planning that does not take into account the originating location of the participants. Program organizers should plan to schedule events within their local community's catchment area and include active transportation alternatives where distances are short or are within the same or adjacent communities.

POLICY PRIORITY - No program participant should be denied the opportunity to take part in an activity due to the lack of financial resources or lack of transportation. The partners will engage stakeholders in the development of coordinated programming, financial supports and transportation plans that are safe and reliable and encourage active transportation alternatives.

Sport helps people with disabilities to improve their health and mobility by making them stronger, more flexible, and more coordinated. At the same time, it provides opportunities for them to build their self-confidence and self-esteem, enhance their social skills and networks, and become more motivated and independent. Sport also helps change negative community perceptions by focusing attention on athletes' abilities, rather than their disability.
What Sport Can Do- The True Sport Report (2005)

"Winning medals in both Summer and Winter Olympics was not easy. I believe the most crucial ingredient to my success as an athlete was my development as a youngster in an incredible range of community and school sports. From ringette to hockey, ballet to gymnastics, softball to soccer, track and field to volleyball, roller speed skating to speed skating and cycling, I was able to develop the attributes that carry me to success on the international playing field. I also learnt how to have fun with sport long before I knew what the pressure of competition entailed. I learnt how to play before I learnt how to win, and now I do both!"
Clara Hughes, Winter and Summer Olympic Games medalist



Partners in the health sector are increasingly recognizing the role of sport and recreation organizations as allies in promoting health and physical activity.¹⁵ From a population health perspective, the infrastructure of sport and recreation settings provides an avenue for targeting a large number of people in a community, ranging from participants to spectators, officials, and organizers to promote healthy behaviours.¹⁶

Places

The topic of facilities was the most mentioned and debated issue in the community consultation process. The general consensus was that there is a lack of quality facilities for certain sports and active living programs and that many current facilities are dated and do not contain the amenities required to meet the recreational, training and competition needs of today's participants and athletes. It was recognized that recent facility improvements and new facility construction has greatly enhanced the ability for some community recreation activities and sports to recruit new participants, train developing athletes and host competitions. In addition to existing facility improvement and new facility development the issue of access to, and effective use of, current facilities was noted. Generally it was felt that Winnipeg is in need of a coordinated approach to the assessment of sport facility needs, improvement of current facilities and strategic planning of new facilities.

POLICY STATEMENT

The partners will collaborate in conducting a review of the extent to which sport and recreation facilities meet the current and future needs of participants and developing athletes by establishing a plan for facility access, improvement and new construction.

Winnipeg generally has an adequate supply of sport and recreation facilities. Some users could legitimately argue that more or better facilities are needed. The primary issue with the current inventory of facilities is that they are single use and do not meet current training and competition needs due to their vintage (built in the 70's and 80's) and that they are inadequately maintained (primarily due to budget constraints). There is also concern that a universally agreed upon facility plan is not in place. Some argue that funders (governments and private) consider requests on a one-off basis and do not necessarily make decisions that are in the best interests of the Winnipeg community as a whole. It is perceived that identified needs and coordinated long term planning are not always the primary considerations in facility funding processes.

POLICY PRIORITY – A universal facility plan will be developed that will encourage improved facility maintenance and act as a guideline for funding of upgrades, additions and new construction.

There is a general consensus that most facilities (age and funding deficiencies aside) are well run and effectively utilized during the hours that they are open. They are community meeting places available for programmed and casual use. Recent retrofits including skateboard parks and fitness facilities have added to the multi-activity and multi-generational use of several sites. Continuing the trend toward maximizing use of facilities with the whole community in mind is a positive direction.

POLICY PRIORITY – Facility owners, operators and users will be encouraged to seek innovative ways to add multi dimensional aspects to current and future facilities and make them inviting and accessible to a wider demographic of the community.

A number of issues exist regarding access to sport and recreation facilities. It has been identified that some facilities are underutilized, booking varies by jurisdiction, historical policies inhibit use and some facilities are only used seasonally. There are a variety of reasons for less than full use of all facilities such as lack of funding, lack of available program space and supervision, and no identified community need. The move toward an increasingly active population will require that the use of sport and recreation facilities is optimized.

POLICY PRIORITY – Sport and recreation facility owners and operators will be engaged and encouraged to work toward optimizing the use of existing facilities to meet identified community needs and employing a coordinated approach to new facility development.

The Province of Manitoba's Advisory Committee on Joint Use of School and Community Facilities (December 2008):

- "whenever a new recreation facility is being built, that a requirement be established to ensure that consultations with the community as well as with the local school division be conducted."*
- "the province conduct a survey of school divisions and municipalities on user fees and policies related to community use of schools and school use of community facilities."*
- "communication mechanisms be established between the recreation delivery system and the education system to ensure that issues of mutual concern are addressed."*

"Schools, school divisions and districts, recreation commissions /departments and community organizations collaborate to offer physical activity opportunities in school facilities before and after school and at noon hour; as well as outside the schools in community owned facilities during the day and evening."
The Manitoba Physical Activity Action Plan

PROMOTION AND PUBLIC EDUCATION

Effective advocacy and education are critical to the long term success of sport and recreation. Governments, school boards, sport organizations and community sport and recreation boards and leaders need to be continually informed about the long term benefits of sport and recreation and the role that the community at large expects them to play. Parents and children need to be kept informed of the long term health and social benefits of taking part in sport and recreation programs. The emerging CS4L model will be used as the basis for advocating for improved sport and recreation opportunities and for educating the public and stakeholders on the benefits of participation in sport and recreation activities. All stakeholders in sport and recreation are deserving of continual learning opportunities.

POLICY STATEMENT

It is the responsibility of all partners and stakeholders to advocate for the critical role that sport and recreation plays in a healthy community and using the CS4L model as a reference, continually educate Winnipeggers on the societal benefits of sport and recreation participation.

Rapid advances in technology have contributed to society not necessarily viewing an active lifestyle as a priority. Recent statistics regarding the rise in childhood obesity and early onset of chronic diseases indicates the need to prioritize physical activity. Educating parents and children on the value and benefits of physical activity is imperative now and into the foreseeable future in order to reverse this trend.

POLICY PRIORITY – An ongoing education strategy aimed primarily at parents and children will be developed to instill the benefits of healthy eating and regular physical activity.

Pressures on young athletes to perform can be immense. Parents can pressure children into taking part in organized sports that are not of interest to the child. Further, overzealous coaches and parents may pressure young athletes to participate in levels of competition that are not best suited to the level of development of the child. Parents can put pressures on coaches and managers to play the best players in order to win. Officials suffer abuse from parents, supporters and coaches. The best interests of the athlete are not always the first and foremost consideration.



*“Ninety-two percent of Canadians believe that community-based sport can have a positive influence in the lives of youth, and rank it second only to families as a highly positive influence in the lives of young Canadians.”
What Sport Can Do- The True Sport Report (2005)*

The impact of sport on communities should not be underestimated. Sport can reach citizens of a community and pass on health awareness messages and reach an audience many other agencies cannot. The ways that sport can be used to highlight health-promoting messages is very difficult to measure, and very little analysis or evaluation of the role of sport in community development has been conducted.¹⁷ What is known is that community settings, including sports clubs, are crucial for maximizing the effectiveness of health promotion objectives.¹⁸

*“Research shows that among children and adolescents, 17% are overweight and another 9% are obese. Furthermore, the economic burden of physical inactivity is estimated at \$5.3 billion and the burden to the healthcare system is estimated at \$2.1 billion. Canada is facing an inactivity and obesity crisis whose impact on the cost of future chronic disease management is almost unimaginable.”
ParticipACTION*

POLICY PRIORITY – The Partners will develop education and training strategies for participants, parents, coaches, managers and programmers such as the True Sport movement and the Respect in Sport program.

Segments of the population have difficulty understanding, accessing and participating in the Winnipeg sport system. Some may experience language barriers; not be familiar with registration processes; not be familiar with how some sports are played; experience gender issues that limit participation. Others may not be familiar with volunteerism and how they can get involved.

POLICY PRIORITY – Support and resources will be given to those who have difficulty accessing the local sport and recreation system.

There are many positive aspects of the current sport system that need to be communicated. Opportunities exist for family unit participation; fostering of life long friendships; breaking down gender barriers; and experiencing a sense of pride in accomplishing individual or team goals. Sport can also be a controlled and positive outlet for expending energy, expressing emotions and channeling competitive spirit.

POLICY PRIORITY – The partners will promote the positive aspects of sport and recreation participation through a variety of mediums.

"Young athletes are more likely than non-athletes to eat healthily and weigh less, and less likely to smoke cigarettes, use drugs, engage in sexual activity, or be bored or hopeless. Organized sports are generally associated with less antisocial behaviour, such as carrying a weapon or contemplating or attempting suicide, while adolescent girls who participate in sport are less likely than non-athletic peers to participate in sexual activity and/or report a pregnancy. Sport can also help to strengthen communities by building social capital and fostering greater inclusion of marginalized or excluded groups. This view is widely supported by Canadians, 72 percent of whom believe that sport is a key contributor to quality of life in their communities."
What Sport Can Do- The True Sport Report (2005)



"Participating in sports gave me important experiences and lessons that have helped me be a better business leader, a good parent and citizen. Playing in sports that are driven by positive values exposes our children to good role models, teaches them to respect their fellow teammates and competitors, and provides valuable life lessons about leadership, teamwork, and integrity and personal accountability."

*Gordon M. Nixon
President and CEO
Royal Bank of Canada*

PUBLIC AND PRIVATE FUNDING

It is recognized that sport and recreation plays an integral role in contributing to the overall health and well being of the community. Sport and recreation are funded from a number of different sources: Governments play a key role in capital funding and to a degree operating and program funding. Corporations and philanthropic organizations see value in subsidizing sport and recreation and selectively provide support to programs and facilities. Community fundraising has traditionally been a focus of many sport organizations. Participant fees make up the balance of program and facility use costs.

Each of these sectors have faced economic challenges in recent years and the future will require innovative measures to continue to fund sport and recreation so that it is affordable for all to participate. Sport and recreation organizations need to conduct their affairs in a businesslike manner in order to earn the trust of funding agencies.

POLICY STATEMENT

Funding for sport and recreation is a priority and through collaboration innovative methods will be sought to strengthen and improve facilities, programs and opportunities for all Winnipeggers.

The out of pocket cost of participating in some sport programs has become a challenge for many families. Costs related to registration, equipment, tournaments and travel are often daunting for the family budget and are magnified when multiple children are involved. In addition, the timing of these expenses often coincides with other high cost times (start of school; Christmas).

POLICY PRIORITY – Sport and recreation organizations will be encouraged to be transparent in the overall cost of participation, keep fees and charges at a level that is generally considered appropriate and affordable to varying circumstances, and seek out subsidies that will assist low income participants.

There are several forms of subsidy for participation in amateur sport. Funds from government, not-for-profit and philanthropic organizations, and corporations allow disadvantaged individuals to take part in sport programs.

POLICY PRIORITY – No program participant should be denied the opportunity to take part in an activity due to their inability to pay registration fees or equipment costs. The partners will collaborate in identifying and communicating to stakeholder organizations the availability of subsidy initiatives targeting increased participation in sport and recreation.

Questions often arise over the priorities set for allocation of funds and subsidies to sport. In particular, government funding to professional sport, due to the media profile it receives, is publically scrutinized. It is generally perceived that amateur sport, particularly at the introductory and basic skill development levels, is underfunded given the relatively high participation numbers and long term benefits to the community.

POLICY PRIORITY – Governments and private funders will be encouraged to consider the long term benefits of community sport and recreation when allocating funds.

CONCLUSION AND NEXT STEPS

The Partners have done their utmost to understand and interpret the views of the community and take into consideration current literature, research and best practices in drafting a policy that is reflective of the unique nature of sport and recreation in Winnipeg and will stand as a firm basis for key decisions that need to be made now and in the future. Even the best plans cannot anticipate all situations that may arise from time to time and certain unique barriers or opportunities may exist that do not fit within the context of broad policy statements. The partners are committed to giving due consideration to all matters brought to their attention that have not been contemplated or are not addressed within the policy.

The Winnipeg Community Sport Policy lays out the framework for all the city's sport and recreation partners and stakeholders to join together to increase and complement the health and wellness of Winnipeg citizens by having more residents introduced to and enjoying a quality active for life experience.

Upon approval of the Policy, stage four of the process will be initiated with the Partners establishing a Coordinating Committee that will be tasked with:

- development of an overall strategic plan and implementation strategy;
- appointment of committees to establish and implement action plans;
- planning of sport forums to serve as an opportunity for collaboration, celebration, and information sharing among sport and recreation partners and stakeholders in Winnipeg;
- establishment of a review and evaluation process that will ensure that the Winnipeg Community Sport Policy stays current, relevant and responsive to community sport and recreation needs, trends and preferences.



Sport touches many aspects of Canadian's lives...

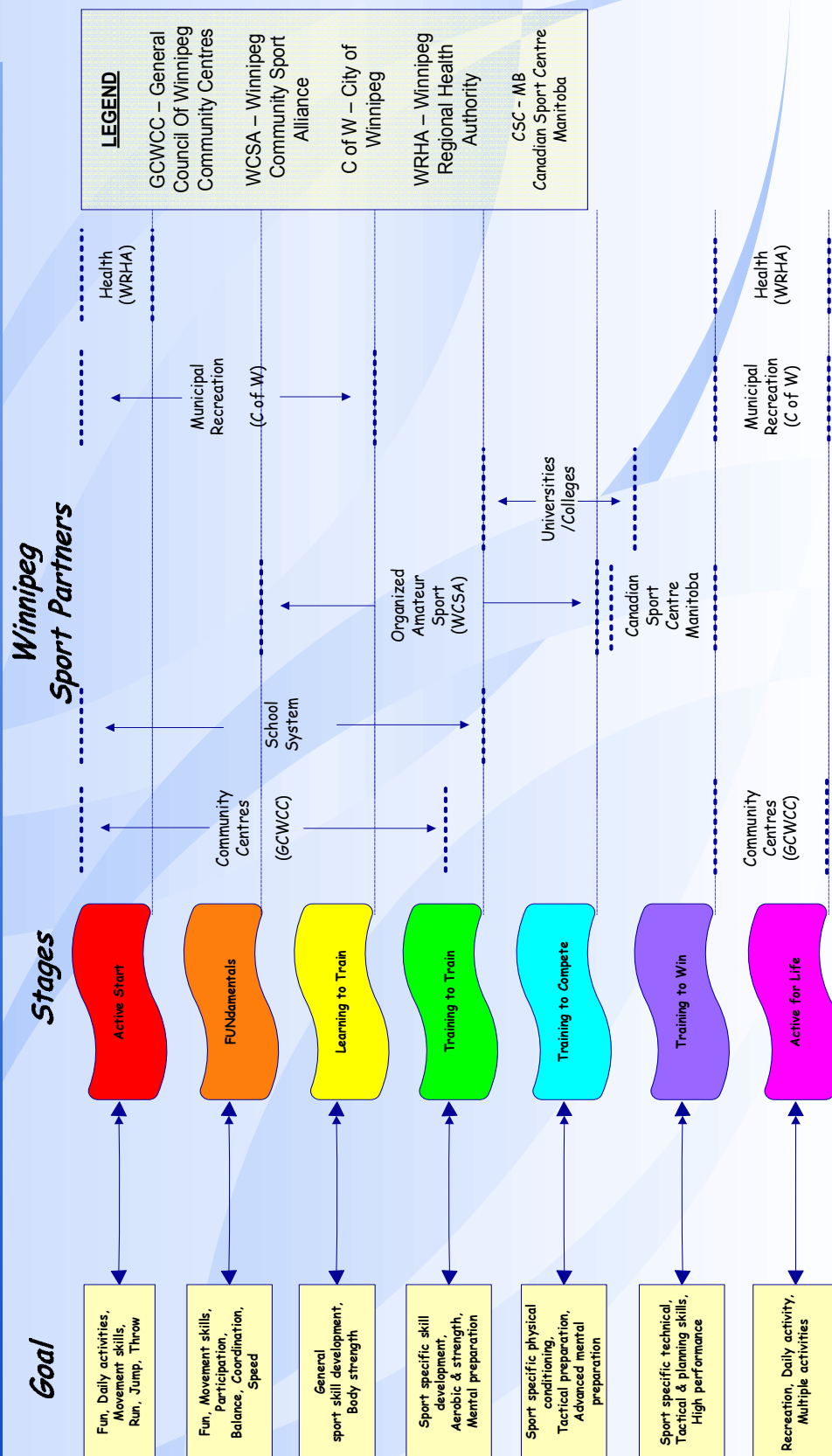
- It changes individual – including their health, their social networks and their skills
- It affects communities – including the social cohesion and social capital of communities
- It has an impact on the economy – enhancing tourism, creating jobs and providing work for thousands
- It helps to shape our national and cultural identity

"Sport plays a significant role in the economic life, as well as the social life of communities, providing jobs, boosting tourism, contributing to neighbourhood economic renewal, and enhancing skills and productivity in the workplace. In 2004, Canadians spent \$15.8 billion on sport – 2.18% of all household spending or \$1,963 per household. Canada's sport sector accounts for 1.2% of GDP and provides 2% of all jobs, employing 262,324 Canadians."

The Conference Board of Canada: The Socio-economic Benefits of Sport Participation in Canada

"That communities and regions reduce the financial, physical and knowledge barriers to participation in physical activity programs and places."
A Manitoba Physical Activity Action Plan recommendation

WINNIPEG COMMUNITY SPORT POLICY WHERE WE FIT WITHIN THE CANADIAN SPORT FOR LIFE MODEL



APPENDIX "A"

DEFINING SPORT

The literature reveals countless variations of the definition of sport. It is apparent that the definition of sport for a given municipality needs to be reflective of the sport culture that exists and/or that which the municipality wishes to cultivate. In "A Framework to Develop a Winnipeg Community Sport Policy" the steering group proposed the following definition:

SPORT:

Sport is a physical activity in which people choose to compete, either against themselves or willing opponents, and is organized at different levels from fun-based grass roots and recreational through to developmental and high performance.

There was much discussion regarding the definition of sport in the consultation sessions. Generally, participants agreed that sport should include the following characteristics:

- a degree of physical activity;
- be self directed (choice as to what activities one partakes in);
- can be individual or team;
- includes skill development/improvement;
- can range from casual recreation (neighborhood pick up games); to local organized sport competitions; through to the provincial, national and international levels of high performance sport.

The definition of sport proposed in the Framework document is consistent with the descriptors noted above.

Feedback was also received that the proposed definition of sport is too restrictive. It was suggested that it be broadened to allow for:

- an optional element of competition (not necessarily a need to "keep score" or a desire to "win");

- activities, sports and games inherent to the countries of new immigrants and sports/activities modified to accommodate a variety of physical abilities.

With respect to the question of competition, a basic premise of sport is that individuals or teams compete to test their skills within an organized event or game where they attempt to outperform their opponent(s) or themselves. "Competition" within the context of the sport definition is performed in an environment which promotes fair play and where participants are respectful of each other and competition is governed by the rules of the game. Therefore it is reasonable that the reference to competition be maintained.

The current definition is inclusive of all sports including those introduced by newcomers or modifications and those that accommodate a variety of physical abilities. Development of policies and priorities (stage 3) strategies and action plans (stage 4) will address these considerations.

Feedback was also received that sport should be inclusive of any activity that promotes a healthy active lifestyle and that the policy be expanded to an active living or active for life policy. As referenced in the CS4L model there is a strong connection between sport and active living. By its nature, sport supports and is a key component of the broader concept of physical activity and an active lifestyle. The inclusion of "physical activity" in the sport definition entrenches the notions of active lifestyle and active choices.

In conclusion, at this stage of the sport policy development process the definition of sport as stated in "A Framework to Develop a Winnipeg Community Sport Policy" remains unchanged. However, given that much focus has been directed on the current definition, as the policy proceeds through the final stages of development, the sport definition will remain under scrutiny and be open to change.

APPENDIX "B" GLOSSARY OF TERMS

PEOPLE

Are individuals who participate in sport and recreation programs or are volunteers and/or paid staff that provide programs and services.

PARTNERSHIPS

Are mutually beneficial relationships between two or more organizations that share a common purpose or interest. A partnership includes a formal agreement or informal arrangement with any or all of the following:

- ongoing communication, collaboration and cooperation
- sharing and/or coordinating the allocation of resources
- common initiatives to build community capacity

PROGRAMS

Are organized activities in which people are physically active participants in recreation and/or sport.

PLACES

Are the locations where people participate in sport and recreation including gymnasiums, athletic fields, parks green spaces, sport courts, arenas, stadiums, pools, etc.

PROMOTION

Are the resources intended to educate, inform, advocate, market and support the message of "Sport for Life".

PUBLIC & PRIVATE FUNDING

Are government, philanthropic, business, sport, recreation and social organizations and individuals who fund sport/recreation for capital projects, the running of programs or the subsidization of individual programs.

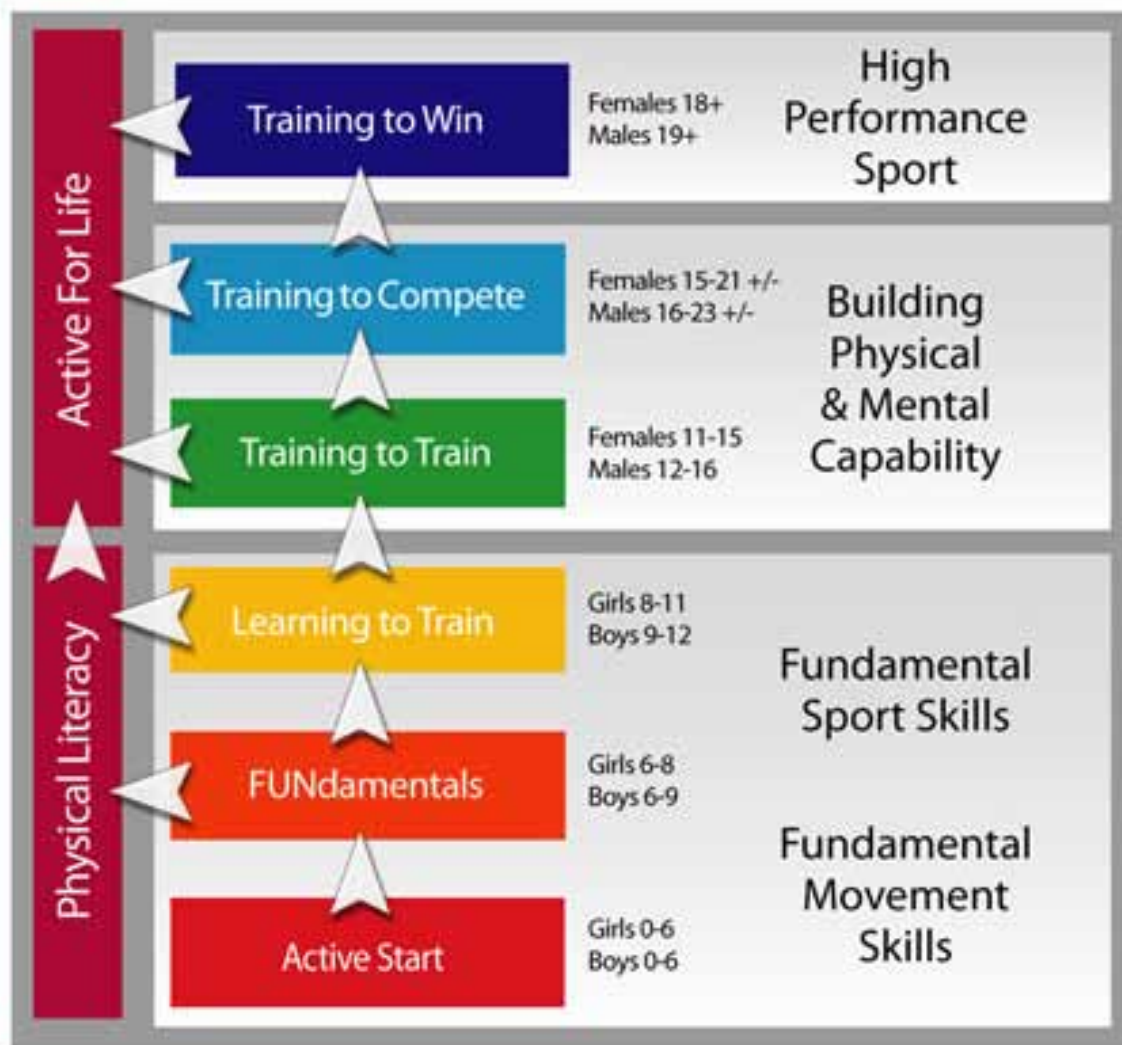
APPENDIX "C"

CANADIAN SPORT FOR LIFE

Children and youth need to do the right things at the right time to develop in their sport or activity – whether they want to be hockey players, dancers, figure skaters or gymnasts.

Canadian Sport for Life describes the things kids need to be doing at each age in their development, from early childhood to high school graduation.





The first three stages of CS4L help children to develop physical literacy in a fun, stimulating environment by the time they are 12 years old. Physical literacy includes fundamental movement and sport skills that give children the confidence to participate in a variety of sports and physical activities throughout their lifetime, wherever life may take them.

Physical literacy also provides the necessary foundation skills if they choose to specialize and pursue elite training in one particular sport or activity after age 12.

CS4L's stages four, five and six provide specialized training for those who want to perform or compete at the highest level. These extra stages maximize the physical, mental and

emotional development of each athlete. Education about nutrition and other lifestyle factors also help to make these athletes the best they can be.

Stage seven of CS4L is about staying Active for Life through recreational participation in any sport or physical activity. It's also about giving back to the sport community through coaching, officiating, administration, or volunteering. Some people will enter the Active for Life stage during their teen years, while others may choose to pursue elite sport competition for years or decades before transitioning to the Active for Life stage.

APPENDIX “D” COMPLIMENTARY DOCUMENTS

1. Canadian Sport Policy (2002):

The Policy “reflects a new approach to shared leadership and collaboration amongst all stakeholders.” It was developed by Canada’s partners and stakeholders in sport. The Policy was approved and is being implemented by the federal and all 13 provincial/territorial governments whose common goal is “to make the sport system more inclusive and effective by enhancing participation, excellence, capacity and interaction in sport.”

See: <http://www.pch.gc.ca/pgm/sc/pol/pcs-csp/index-eng.cfm>.

2. Province of Manitoba’s Sport Policy – (1991):

The Policy “is consistent with the Province’s overall strategy to enhance the quality of life for Manitobans.” It was developed by an Advisory Committee that represented a broad cross-section of sport following a series of public forums attended by 246 people from 65 communities across the province. The Policy “encourages participation and achievement in sport ... and that all Manitobans should have the opportunity to participate in sport activities of their choice and at their skill level.”

See: Appendix “E”

3. Sport Manitoba’s Manitoba Action Plan for Sport (MAPS):

The Manitoba Action Plan for Sport (MAPS) represents a vision and provides direction for amateur sport in Manitoba. In order to ensure that MAPS reflected the views and needs of the key stakeholders in sport in Manitoba, a series of ten round table meetings were held involving over 150 representatives of the key stakeholders in sport in Manitoba. MAPS “uses the Canadian Sport for Life (LTAD) model as a tool to support an integrated approach to planning the growth, development and training of athletes at all levels within a coordinated community-provincial-national delivery system.”

See: <http://www.sportmanitoba.ca/downloads/MAPS.pdf>

4. Province of Manitoba’s (2005) Healthy Kids, Healthy Futures Task Force Report:

Reflects Manitoba government’s commitment “to develop and promote strategies to improve the health status of all Manitobans, while helping to create an environment where healthy choices are easier to make.” Its “focus on the health of children and youth related to nutrition, physical activity and injury prevention came out of a desire to address issues that will have significant effects on their future health.”

See: <http://www.gov.mb.ca/healthykids/>

8. Manitoba Education’s Grades K to 12 Curriculum

Vision is “Physically Active and Healthy Lifestyles for All Students.”

The curriculum’s five areas of emphasis are: movement education, fitness management, safety, personal/social management and healthy lifestyle practices.

See: <http://www.edu.gov.mb.ca/k12/cur/physlth/index.html>

9. General Council of Winnipeg Community Centre’s Plan 2025:

Plan 2025 is the most ambitious planning exercise ever undertaken by the General Council of Winnipeg Community Centres (GCWCC). It is intended to help: support and sustain a volunteer base for recreation services guide the delivery of recreation programs direct the development of recreation facilities The approach taken by Plan 2025 is simple: people drive programs and programs drive facilities. That is, one cannot plan for facilities without an understanding of the programs that are intended to be delivered through those facilities and one cannot understand the nature of the programs without understanding the needs of the people.

See: <http://gcwcc.mb.ca/documents/Plan2025.pdf>

10. Winnipeg in Motion:

Winnipeg in motion is partnership between the Winnipeg Regional Health Authority, City of Winnipeg and University of Manitoba. The vision for Winnipeg in motion is a supportive community where residents include physical activity in their daily lives for health, well-being and enjoyment. Engaging citizens, groups, and organizations is essential to the creation of supportive communities and the success of Winnipeg in motion. Communities working together will be able to identify opportunities and barriers to being physically active and plan, develop, coordinate and deliver services that support their residents to include physical activity in their daily lives.

See: <http://www.winnipeginmotion.ca>

11. LiveSAFE in Winnipeg – An Interconnected Crime Prevention Strategy:

The intent of the LiveSAFE policy is that the City of Winnipeg will work together with all sectors within Winnipeg on an interconnected approach to crime prevention in our Community and will continue to contribute to crime prevention within those areas of the City’s public service mandate.

See: <http://winnipeg.ca/clkdms/ViewDoc.asp?DocId=9826&SectionId=&InitUrl=>

12. Plan Winnipeg ... 2020 Vision:

Long-range plans, policies and proposals respecting land use, development, transportation and measures to improve physical, social, economic and environmental conditions.

See: http://www.winnipeg.ca/cao/pdfs/plan_2020.pdf

13. Call to Action for Our Winnipeg:

The 76 actions included in this report demonstrate that the City of Winnipeg is ready to move on community priorities. These actions are also a starting point; first steps in working together towards our vision.

See: <http://speakupwinnipeg.com/resource/file/Call%20to%20Action.pdf>

14. Hosting of Major Events and Games:

Provides guidelines to ensure the efficient use of City resources, reporting procedures/control mechanisms so as to achieve maximum benefit in hosting events, and includes the following: bid process/submission; business plan development; multi-party agreement; and governance/reporting process.

See: <http://www.winnipeg.ca/CLKDMIS/DocExt/ViewDoc.asp?DocumentTypeId=2&DocId=3945>

15. Recreation and Leisure Facilities Policy (RLALF):

A framework to empower the community, through a partnership with the General Council of Winnipeg Community Centres, to reconfigure recreation, leisure and library facilities in a way that is more responsive to local needs, leading to a more contemporary and financially sustainable mix of facilities.

See: <http://www.winnipeg.ca/CLKDMIS/DocExt/ViewDoc.asp?DocumentTypeId=2&DocId=3667>

16. A.C.T.I.V.E. Policy Framework:

The 'A.C.T.I.V.E.' Strategy represents a policy framework that will guide the City Council in its decision-making around public use facilities. Consistent with the provisions within Plan Winnipeg, the guiding principles espoused in this framework will also serve as the critical policy foundation for the development of a long-term and sustainable strategy for a recreation, leisure and library infrastructure plan that better meets the service needs of our citizens – today and into the future.

See: <http://winnipeg.ca/clkdms/ViewDoc.asp?DocId=3359&SectionId=&InitUrl=>

17. Canadian Sport for Life (CS4L):

"Promotes a healthy, physically literate nation whose citizens participate in lifelong physical activity. Recognizes that the health and well-being of the nation and the medals won at major Games are simply by-products of an effective sport system. CS4L maybe used to integrate the activities of communities' schools and clubs with Provincial and National Sport Organizations".

See: www.CS4L.ca

Also see: Appendix "C"

18. True Sport:

"True Sport is a social movement powered by common principles and people who believe that sport can transform lives and communities—if we do it right. True Sport members across Canada are committed to community sport that's healthy, fair, inclusive, and fun. True Sport members stand together against cheating, bullying, aggressive parental behaviour, and win-at-all-costs thinking."

See: http://www.truesportpur.ca/en/page-2-about_us



APPENDIX “E”

BIG CITY MAYORS’ CAUCUS OF THE FEDERATION OF CANADIAN MUNICIPALITIES STATEMENTS

At the end of November, 2005 in Vancouver and then two weeks later in Ottawa, the Big City Mayors’ Caucus (BCMC) of the Federation of Canadian Municipalities (FCM) approved the following two motions:

Motion 1: Endorse the recent decision of the Conference of Federal-Provincial/Territorial Ministers Responsible for Sport, Physical Activity and Recreation identifying sport and recreation infrastructure as their number one priority.

Motion 2: Direct selected municipal staff and the Federation of Canadian Municipalities to draft a comprehensive civic sport, recreation, and physical activity policy, in close collaboration with key representatives of sport, recreation, physical activity, and healthy living organizations, for consideration at a future meeting of the Big City Mayors’ Caucus.

Chairperson Pat Fiacco (Mayor of Regina and a one-time Olympic boxing official) helped to shepherd the attached “Active Cities” brief through a meeting of the 22 Mayors from Canada’s big cities. At least 30 sport and physical activity leaders played a role in either drafting the paper or briefing their civic officials, all of which laid the groundwork for a successful foray into the municipal realm.

So what does this mean for those involved in sport? This opens the door to extend the Canadian Sport Policy framework to include Canada’s municipalities. Our efforts over the past 4 years to align the objectives of the sport community and the federal and provincial/territorial governments under the CSP framework has enabled sport to leverage investments and partnerships (like Own the Podium and the Roundtable on Development through Sport,) to introduce cross-cutting concepts that will advance sport development (like LTAD) and to establish shared priorities (like coaches, ethics in sport, hosting and infrastructure to name a few.) It also put in place the bilateral process between governments that is enabling new kinds of programs in all parts of the country.

What we’ve long understood is that cities and municipalities hold the starter key to the infrastructure development process. Cities identify priorities which p/t and federal governments respond to with infrastructure investments as earmarked in investment programs. Typically, sport infrastructure has been lower on the priority list than sewers, roads, and water treatment infrastructure creating a serious infrastructure deficit in sport and recreation. More than that, we’ve yet to identify “the sport need,” irrespective of hosting requirements for major events.

So what’s different now? Until now, cities have been in the sport bullpen, only brought into action when a local group was particularly active or needed a closer on a hosting opportunity. This new opportunity gives us a chance to mainstream the involvement of cities and civic leadership into the day to day development of sport and physical activity for Canadians.

It also gives us an opportunity to engage with the Federation of Canadian Municipalities as they move forward with a \$60 billion infrastructure policy framework. Previously, sport and physical activity was not an element of this policy framework but we now have a foothold and some common ground to extend our work with the FCM. It puts upon us an opportunity and a responsibility to provide leadership and input as the process to develop a “comprehensive civic sport, recreation, and physical activity policy” begins.

BIG CITY MAYORS’ CAUCUS

The Big City Mayors Caucus (BCMC), comprised of the mayors of Canada’s 22 largest FCM member cities, meets approximately three times a year to discuss issues common to large urban areas and to bring an urban perspective to FCM’s advocacy work on municipal issues.

1. Vancouver, His Worship Mayor Sam Sullivan
2. Surrey, Her Worship Mayor Dianne Watts
3. Calgary, His Worship Mayor David Bronconnier
4. Edmonton, His Worship Mayor Stephen Mandel
5. Regina, His Worship Mayor Pat Fiacco
6. Saskatoon, His Worship Mayor Don Atchison
7. Winnipeg, His Worship Mayor Sam Katz
8. Brampton, Her Worship Mayor Susan Fennell
9. Hamilton, His Worship Mayor Larry Dilanni
10. Kitchener, His Worship Mayor Carl Zehr
11. London, Her Worship Mayor Anne Marie DeCicco
12. Mississauga, Her Worship Mayor Hazel McCallion
13. Ottawa, His Worship Mayor Bob Chiarelli
14. Windsor, His Worship Mayor Eddie Francis
15. Toronto, His Worship Mayor David Miller
16. Gatineau, Maire Marc Bureau
17. Montréal, Maire Gérald Tremblay
18. Laval, Maire Gilles Vaillancourt
19. Québec, Maire Jean-Paul L’Allier
20. Longueuil, Maire Jacques Olivier
21. Halifax, His Worship Mayor Peter J. Kelly
22. St. John’s, His Worship Mayor Andy Wells

APPENDIX “F”

PROVINCE OF MANITOBA – SPORT POLICY (1991)

A. DEFINITION OF SPORT

In establishing a Sport Policy, the basic foundation must be a clear, generally accepted definition of sport. There are numerous definitions of sport which have been adopted by different organizations and it is important that the definition of sport be consistent with definitions adopted by the major partners in sport in Manitoba.

The definition, then, follows: Sport is a human activity in which people compete at varying levels of physical exertion, using their strength, will, spirit, co-ordination and intellect to obtain measurable results.”

B. PROVINCE OF MANITOBA ROLE STATEMENT

The Province of Manitoba considers it a priority to develop a sport environment that promotes and encourages participation and achievement in sport. This will provide Manitobans with significant personal, social, health, economic and cultural benefits.

The Government of Manitoba believes in the importance of these benefits to Manitoba society, as well as in the intrinsic value of sport as a human activity which inspires the pursuit of excellence and the joy of effort. The Government of Manitoba believes that sport delivery is a partnership involving the volunteers, community organizations, province, municipalities, school divisions, Provincial and regional sport organizations.

In fulfilling this role, the Government of Manitoba will strive to demonstrate the following beliefs:

ACCESSIBILITY – All Manitobans should have the opportunity to participate in sport activities at reasonable costs for facilities and coaching.

ATHLETES AND COACHES – Athletes and coaches must continue to be recognized as the cornerstone of sport.

CONTINUUM OF SPORT – All individuals have the opportunity to participate at the skill level of their ability or choice. An integrated sport delivery system should encourage and facilitate movement between various levels.

EQUITY – Sport is for all Manitobans regardless of age, sex, creed, ability, socio-economic background or location.

FACILITIES – Participants should have suitable and adequate sport facilities wherever possible and economically viable.

FAIR PLAY – All participants have the obligation to participate in a manner which upholds the highest ethics of fair play and which respects the rights and well-being of other participants.

HEALTH AND SAFETY – Sport programs and facilities should preserve the physical and emotional health and safety of participants.

LEADERSHIP – Development of professional and volunteer leaders within the sport system is integral to continual effectiveness of the sport system.

OFFICIALS AND SPORT MEDICINE PRACTITIONERS – Proper officiating and medical support is integral to the effective delivery of sport.

SELF DEVELOPMENT – The opportunity to develop one’s potential and preserve one’s over-all well-being should be available to all participants.

VOLUNTEERISM – Volunteers and volunteerism are the foundation of the sport system. Professional administration of sport should be focused on increasing the effectiveness of volunteers.



C. KEY POLICY STATEMENTS

This document, a Sport Policy for the Government of Manitoba, focuses on describing how the Government can improve the sport environment in Manitoba. The policy statements and objectives are not ranked by order of importance but rather form a total package of goals for the future. The Policy does not attempt to be an exhaustive discussion of all issues facing sport in Manitoba but addresses those issues that will be most critical in providing the finest possible environment for Sport.

1. THE FOCUS ON ATHLETES, COACHES AND OFFICIALS

Policy Statement: In order to more effectively promote and develop sport in Manitoba, the Government will pursue, on an ongoing basis, a better understanding of the needs, and requirements for development, of athletes, coaches and officials.

2. THE DELIVERY OF SPORT IN MANITOBA

Policy Statement: The Government of Manitoba will ensure that the delivery of sport is cohesive and consistent with an overall plan for sport, to enable all members of the sport delivery system to have a clear understanding of the roles within the system.

3. SPORT, PHYSICAL RECREATION AND FITNESS

Policy Statement: The Government of Manitoba recognizes the integral links between sport, physical recreation and fitness, and will ensure a coordinated approach to their delivery.

4. SPORT RECOGNITION

Policy Statement: The government of Manitoba recognizes a wide range and level of sport activities and will provide for varying resources to these activities based on their role within Manitoba society.

5. FAIR PLAY

Policy Statement: The Government of Manitoba will seek to ensure that the highest standards of fair play are maintained at all levels within the sport system.

6. PROMOTION OF THE VALUE OF SPORT

Policy Statement: The Minister responsible for sport will communicate the value and its contributions to Manitoba society throughout the government, the sport community and the public.

7. EDUCATION AND Sport Manitoba

Policy Statement: The Government of Manitoba recognizes that the education system is an integral component of the sport delivery system in Manitoba, and will encourage the educational system to enhance the role of sport in education and education in sport.

8. SPORT FACILITIES

Policy Statement: The Government of Manitoba will ensure a cohesive, comprehensive approach to the development and use of sport facilities within Manitoba.

9. ACCOUNTABILITY

Policy Statement: The Government of Manitoba will ensure that resources designated for sport are subject to the highest levels of fiscal, administrative and program accountability.

10. PROFESSIONAL & VOLUNTEER SUPPORT

Policy Statement: The Government of Manitoba will seek to ensure that the professional and volunteer administrators of sport provide the appropriate support to the sport system, with adequate resources, in an efficient and effective manner.

APPENDIX “G”

PROGRESSING TOWARD A WINNIPEG COMMUNITY SPORT POLICY

STAGE 2: ENGAGING THE COMMUNITY

“To achieve positive change among Manitoba’s population, communities, organizations and governments need to pool their commitment, leadership and resources. Sports, recreation, education, fitness and other organizations need to work together to identify and remove or minimize the barriers to participation.”

Manitoba Physical Activity Action Plan (2001)

1.0 Introduction and Background:

Community-based “sport” is woven into the fabric of every community in Canada and Winnipeg is no exception. Sport helps to strengthen our community by building social capital, strengthening family bonds, helping newcomers to integrate more quickly, fostering greater inclusion of people with disabilities and supporting the renewal of Aboriginal culture. In our youth, sport enhances academic achievement, teaches positive values and life skills, prevents crime and gang involvement and empowers girls. Providing opportunities for physical activity helps to tackle obesity, prevents and manages chronic disease, enhances mental health, promotes healthy aging and can lead to reductions in overall health care costs.

Winnipeg has a rich history in the provision of sport and recreation opportunities available to its residents. The continuum begins with parents, early childhood caregivers and community-based programs fostering active play opportunities and the development of basic motor skills within infants, toddlers and pre-school aged children. More formal fundamental movement skills are learned and practiced by young children in physical education classes taught within Winnipeg’s elementary schools; as well as through their participation in municipal ‘learn to play’ and community-based physical activity programs. Sport specific skills, aerobic and strength training are introduced to youth as they continue to grow and develop through their participation in community-based teams/clubs in their school, community centre or local minor sport organization. Here sport specific skills and training prepares them for participation in organized sport and competition at the local level and, for some, onto the provincial, national and international levels of competition through well developed provincial and national sport delivery systems. A primary output of the sport system is a healthy, active, physically literate population.

A partnership of three sport organizations and three stakeholder organizations (hereafter referred to as the partners) agreed to join in an initiative to create a broad based community sport policy. The sport organizations representing members whose mandate is to deliver sporting activities and developmental programs are:

- ***General Council of Winnipeg Community Centres (GCWCC)***
- ***Winnipeg Community Sport Alliance (WCSA)***
- ***Sport Manitoba***

The stakeholder organizations having mandates that include supporting physical activity and the development of physical literacy in Winnipeg include:

- ***Winnipeg Regional Health Authority (WRHA)***
- ***Manitoba Physical Education Supervisors Association (MPESA)***
- ***The City of Winnipeg Community Services Department***

On October 16, 2009 the six organizations came together as a steering group agreeing to a framework to begin the process of setting a future direction for the delivery of sport in Winnipeg.

It was determined that the current Winnipeg Sport Policy (established in 1983) was not in keeping with current sport methodologies and was not positioned well to take advantage of partnerships and connectivity that will be required to be effective in the coming decade and beyond. It was concluded that a new Winnipeg community sport policy should be created to provide a basis for the planning, development and delivery of sport programs and activities that will result in Winnipeg being recognized as an “active for life” community.

2.0 Policy Development Process

The Winnipeg Community Sport Policy will be built upon complimentary policies, plans and programs such as the Province of Manitoba Sport Policy, Sport Manitoba’s Manitoba Action Plan for Sport (MAPS), the General Council of Winnipeg Community Centre’s Plan 2025 and strategic plan; and the Winnipeg in motion initiative, a partnership between the Winnipeg Regional Health Authority, University of Manitoba, and the City of Winnipeg.

A number of civic policies will be incorporated or referenced within the Winnipeg Community Sport Policy including the City of Winnipeg's LiveSafe; Plan Winnipeg; Call to Action for Our Winnipeg; Hosting of Major Events and Games; Recreation, Leisure and Libraries Facilities (RLALF) and ACTIVE Policy Framework.

The Canadian Sport Policy, as endorsed by the federal, provincial and territorial governments, will also receive consideration within the development of the Winnipeg Community Sport Policy.

Consistent with the harmonized approach to policy and strategy development, a fundamental building block of the Winnipeg Community Sport Policy will be its reference to the emerging Canadian Sport for Life (CS4L) Model which is being developed and shared by key sport partners and stakeholder organizations at the national, provincial and community-based levels of participation in sporting activities. CS4L's underlying philosophy recognizes that sport's outcomes are connected with those of recreation, health and education and that physical activity is of primary importance for all levels of government. Canadian Sport for Life supports the development of physical literacy in all children leading to life-long physical activity. CS4L reframes sport as being inclusive. It encourages the progressive development of skills while de-emphasizing competitive sport programming for young children in a continuum from grass roots and recreational and for some through to developmental and high performance levels of participation.

In keeping with this philosophy and using a community development model the Winnipeg Community Sport Policy will lay out a framework for all the city's sport partners and stakeholders to join together to increase and complement the health and wellness of Winnipeg citizens by having more residents introduced to and enjoying a quality "active for life" experience.

Following extensive deliberation and the review of local, provincial and national policies, plans and strategies the steering group agreed upon a four stage policy development process. Stage 1 established a set of principles and identified areas of emphasis. Stage 2 consisted of a community consultation process. This report represents the findings and information gathered at the consultation sessions. Stage 3 will see the development of a draft Winnipeg Community Sport Policy. Stage 4 of the policy process will include the establishment of a coordinating committee to develop a sport strategy and associated action plans to enable the effective ongoing coordination of sport programs and initiatives; thus ensuring that the delivery of sport is cohesive and consistent within an overall and integrated plan.

Stage 1:

The steering group partners and stakeholders developed "A Framework to Develop a Winnipeg Community Sport Policy" that was used as the basis for their joint signing of a letter of intent on June 14, 2010 in which they each committed

to collaborate with each other and engage their members, partner organizations and constituents in discussions regarding their role(s) in the delivery or support of sport in Winnipeg with the common goal of developing a shared Winnipeg Community Sport Policy.

Timeframe: COMPLETE

Stage 2:

In order to establish an effective basis for community consultation the steering group shared the following eight Principles within the framework document which were used as relevant background material as a starting point for discussion:

1. Partners and stakeholders will work collaboratively towards a common vision of an "active for life" community in Winnipeg.
2. The knowledge and expertise of all partners and stakeholders will guide the future direction and development of sport in Winnipeg.
3. A shared knowledge and understanding of the various roles of Winnipeg's sport partners in the delivery of sport/active living.
4. A framework will be laid out to increase and complement the health and wellness of Winnipeg citizens by having more residents introduced to a quality "Sport for Life" and "active for life" experiences.
5. A network will be built to enable the coordination of quality "Sport for Life" and "active for life" programs and initiatives in Winnipeg.
6. Sport will be accessible, welcoming and socially inclusive for all citizens of all ages, all abilities and all socio-economic backgrounds.
7. Multi-sport participation for young athletes will be encouraged and promoted.
8. Continually build facility development and human resource capacity related to the needs of organizations within the delivery of sport and active living.

Over a period of three months (mid September to mid December 2010) twenty four consultation sessions and meetings were held involving community organizations (health, recreation, older adults, active living, advocacy), sport organizations, district and neighborhood sport organizations, school divisions (physical education) and community centres. Session attendees were actively engaged and provided the steering group with a wealth of information on three key aspects of the sport policy preparation process:

- barriers that face residents entering the sport system or staying active in sport/recreation;
- successful initiatives that introduce people to sport and recreation and keep them active for life;
- priorities for a made in Winnipeg sport policy.

Timeframe: COMPLETE

Stage 3:

The sport policy will be drafted and further community consultation will be conducted. This will be followed by each steering group representative organization considering and endorsing the policy.

Timeframe – JANUARY TO JUNE 2011

Stage 4:

A coordinating committee will be established to develop a Winnipeg Sport Strategy and Action Plan(s) including regular review and updating.

Timeframe – ONGOING

3.0 Defining Sport

Literature review reveals countless variations of the definition of sport. It is apparent that the definition of sport for a given municipality needs to be reflective of the sport culture that exists and/or that which the municipality wishes to cultivate. In “A Framework to Develop a Winnipeg Community Sport Policy” the steering group proposed the following definition:

SPORT:

Sport is a physical activity in which people choose to compete, either against themselves or willing opponents, and is organized at different levels from fun-based grass roots and recreational through to developmental and high performance.

There was much discussion regarding the definition of sport in the consultation sessions. Generally, participants agreed that sport should include the following characteristics:

- a degree of physical activity;
- be self directed (choice as to what activities one partakes in);
- can be individual or team;
- includes skill development/improvement;
- can range from casual recreation (neighborhood pick up games); to local organized sport competitions; through to the provincial, national and international levels of high performance sport. The definition of sport proposed in the Framework document is consistent with the descriptors noted above.

Feedback was also received that the proposed definition of sport is too restrictive. It was suggested that it be broadened to allow for:

- an optional element of competition (not necessarily a need to “keep score” or a desire to “win”);
- non traditional activities such as sports/games inherent to the countries of new immigrants and sports/activities modified to accommodate physical limitations (persons with disabilities and older adults).

With respect to the question of competition, a basic premise of sport is that individuals or teams compete to test their skills within an organized event or game where they attempt to outperform their opponent(s). “Competition” within the context of the sport definition is performed in an

environment which promotes fair play and where participants are respectful of each other and completion is governed by the rules of the game. Competition does imply that scores to assign a winner or loser is always needed. Therefore it is reasonable that the reference to competition be maintained.

The question of non traditional sports, upon examination, is quite relevant. The current definition does not directly reference non-traditional sports but is inclusive of all sports including sports being introduced by newcomers or modifications and new opportunities that accommodate physical limitations. Development of policies and priorities (stage 3) strategies and action plans (stage 4) will address these considerations.

Feedback was also received that sport should be all inclusive of any activity that promotes a healthy active lifestyle and that the policy be expanded to an active living or active for life policy. As referenced in the CS4L model there is a strong connection between sport in the traditional sense and active living. By its nature, sport supports and is a key component of the broader concept of physical activity and an active lifestyle. The inclusion of “physical activity” in the sport definition entrenches the notions of active lifestyle and active choices.

In conclusion, at this stage of the sport policy development process the definition of sport as stated in “A Framework to Develop a Winnipeg Community Sport Policy” remains unchanged. However, given that much focus has been directed on the current definition, as the policy proceeds through the final stages of development, the sport definition will remain under scrutiny and be open to change.

4.0 Community Identified Barriers to Entering the Winnipeg Sport System and Staying Actively Engaged in Sport

The consultation sessions revealed a host of barriers preventing active long term participation in the Winnipeg sport system. Common themes that emerged from the feedback include:

Facilities – age; condition; inadequate maintenance; single use; hours of operation (daytime access); size; over use/under use; location (geographic distribution); accessibility for persons with disabilities; need more (or access to) regulation size gyms; allocation policies; quality winter outdoor facilities lacking (e.g. x c ski); inner city facilities inadequate in number and condition.

Communication Gaps – scheduling conflicts between schools and area sport associations; sport seasons overlap; poor transition from school to club teams (vice versa); seasonal gaps in programming; disconnect between Community Centres, Area Associations and Provincial Sport Organizations (PSOs); no central source for program information.

Cost/Funding – registration; equipment; tournaments; inadequate subsidies; insufficient funding to grassroots; timing (registration fees same time as school start costs); role of sport-for-profit organizations; non-mainstream sports (e.g. cricket) not recognized and get little/no funding; funding for professional sport (new stadium) at expense of amateur sport.

Human Resources (staff and volunteer) – volunteer burnout; volunteer recruitment; staff under qualified; unqualified coaches; time commitment for coaching certification; lack of confidence (fear) of volunteering; more paid staff (consistency); volunteers do not pass on knowledge; some new Canadians may not be familiar with concept of volunteerism; criminal record/child abuse checks time consuming and costly.

Bureaucracy – City; School Boards; Provincial Sport Organizations (PSOs); applying for financial assistance; registration processes; community centres biased to youth and certain sports.

Competition – between community centres, schools and sport clubs for the same athletes; too much emphasis on winning; lack of opportunities for casual sport (drop ins) and for kids that don't make club and school teams; teams too large (bench warmers); practice to game ratio; pressure to specialize (cross training not encouraged); pressure for parents/athletes to conform (fear factor); little opportunity for older youth/young adults to enter sport as novices; adapt sports for older adults as well as persons with disabilities.

School gyms – some not accessible to the community; cost of rental; underutilization; residency requirement; regulations not consistent among divisions; exclude use by certain sports.

Social issues – cultural (new Canadians); technology (get the kids off the couch); discretionary time for working parents; low income pockets in high income areas; sport may not be a priority for some parents; family capacity to enroll children in sport; best interest of athletes not always first and foremost; parent pressure to perform; the word “sport” is defined differently; language barriers; fewer opportunities for females; drop out is high in early teens.

Special Needs – physical barriers; few programs; cost; transportation; adapt to participant abilities.

Transportation – cost; availability; reliability; safety (blind trust); better clustering to limit travel; distance to travel for games.

Fun – not enough drop-ins; limited variety; limited access to public casual use facilities/equipment (tennis courts); too structured (kids need to learn fundamental skills in fun environment).

Geography – inner city and lower economic pockets have unique needs; affluent areas charge more and pay for leadership.

Education – increasing need to educate kids/parents on the value of sport and health related benefits; educate public on the broad definition of sport; need sport hot line where people can call confidentially and ask the “dumb question”.

5.0 Community Identified Strengths of the Current Winnipeg Sport System

The consultation process actively encouraged participants to relate their positive experiences with the sport system. Many people enter the sport system and maintain a life long active, healthy lifestyle at least in part due to the skills and knowledge gained through participation in sport. Benefits of a strong sport system include:

Social issues – family unit participation; friendships; crime prevention (positive outlet for aggression); mentorship (coaches/older youth); breaking down gender barriers.

Health and wellbeing – emerging active involvement with and support from many health sector partners; contributing to participants' healthy lifestyle; enjoyment; peace of mind; lifestyle balance; fun; sense of pride (part of a team).

Geography – convenient (neighborhood centres within walking distance).

Human Resources – committed volunteer and paid leadership; former athletes return to coach (role models); teachers coaching outside of school hours.

Education – coaching certification; respect in sport and fair play programs (athletes/parents/coaches/volunteers); promote healthy competition; Leisure Guide.

Partnerships – sports working together (swimming & rowing); Age and Opportunity partnering with community centres; City/Winnipeg Community Sport Alliance computerized inventory; Central Park redevelopment.

Facilities – well run; welcoming; community meeting place; available for casual use; multi use spaces; recent upgrades and new facilities; leaving lights on for casual use; Community Centre amalgamations; alternative uses (bicycle polo on asphalt rink surface); older adult use of community centres; new skateboard parks; Fitness centres (Cindy Klassen; SJ Centennial); YM/YWCA (good model for multi generational use); Magnus Eliason Rec Centre MERC (unique approach to inner city needs).

Cost/Funding – KidSport; low cost for older adults; Sport MB future directions and funding to be based on CS4L model; Canadian Tire Jump Start; GCWCC subsidies; Y's membership structure; City fee waiver policy.

Programs – multiple day registration (easy to access); exposure to new non-mainstream sports (ultimate frisbee); Sport Programs for Inner City Neighbourhoods (SPIN); drop ins with structure (Crescentwood pond hockey); developmental leagues (Winnipeg Minor Basketball); adapted sports (tee ball); adult recreational leagues (slo-pitch ball); older adult programming (active and social – play and eat); see it try it experience for young kids (low or no cost/no commitment); controlled youth drop ins; adult leagues; Annual MSO – Seniors Games; adapted sports (pickle ball); Lighthouse programs; school intramurals; Spence neighborhood sports program; Winnipeg in Motion; Enhancing Participation of Aboriginal and New Canadian Youth in Sport Program.

6.0 Community Identified Key Elements of a Winnipeg Sport Policy

Consultation session participants were asked to offer their views on what they believed were key elements of a made in Winnipeg sport policy. Common themes that emerged include:

- Cookie cutter approach will not work. Need to allow for geographic/situational differences.
- Utilizing the 5 C's process: collaboration, cooperation, coordination, communication = community development
- Adopting the CS4L model which emphasizes inclusion, participation and skill development and de-emphasizes winning.
- Partnership building. Break down existing barriers and silo thinking
- Social/cultural inclusion.
- Define roles and responsibilities of sport partners.
- Partners to use CS4L model as a basis for policies, action plans and strategies.
- Periodic progress reports.
- Strong connection between sport and active living active for life.
- Sustainability – funding & human resources.
- Facility development long term plan.
- Transportation.
- Continuum of opportunities (entry level; skill development; elite athlete training)
- Coordinated use of facilities (Community Centres; schools).
- Accountability for partners (City; PSOs; Community Centre's; Local Sport Associations; School Divisions).
- All inclusive governance model. Minimize bureaucracy.
- Every child gets a chance to play.
- Paid staffing support (site specific).
- Opportunities for all ages (including multi-generational).
- Commitment to innovation and technology.
- Sport connection to social issues (crime prevention; immigration; poverty).
- Strong public education component.
- Community centers and schools as hubs for recreational and sport activities.

Throughout the consultation process several initiatives were proposed that were not directly related to the development of a sport policy. These suggestions, for the most part, were important in their own right and in some cases could be seen to be complimentary to, or supportive of, sport programming. A sampling of such initiatives is listed below. Those that have a connection to the community sport policy will be addressed through advocacy or as a special consideration.

- Sidewalk repair
- Fitness equipment in malls/parks/street corners
- Bike paths development
- Better public transportation
- Smoke free outdoor facilities
- Rural issues – boundaries; increased costs; filling teams
- Need for social programs in inner city and north end (counseling, nutrition, drop in play/games)
- Need to address inner city poverty before participation in sport can be taken seriously
- Active transportation initiative
- Walking groups in malls
- Positive technology (Wii games)
- City equipment rental for casual use
- Inner city multi agency community development
- Community gardens

7.0 Conclusion and Next Steps

The community consultation process provided valuable insight into key elements of a sport policy that fits Winnipeg. Participants in the sessions were vocal about barriers and frustrations with the current sport delivery system. They were equally engaged in describing the strengths of the local sports scene and how these strengths can be used as building blocks for the future. This input, from sport and recreation programmers, coaches, managers, administrators, facility operators, community development leaders, health care workers, academics and grassroots volunteers, has helped to ensure that the development of the Winnipeg Community Sport Policy will reflect the broad community and participants in the sport system.

The next stage of the policy development process is to use the information gathered in stage 2 (Community Consultation) and prepare a draft policy for further consideration by those who have already had input as well as a broader audience. The policy will then be considered for endorsement by each of the partners. This will complete stage 3.

Stage 4 (final stage) will be the partners' establishment of a coordinating committee that will be tasked with the development of implementation plans and strategies to attach actions to the policy. This will provide the ongoing structure and process required to ensure that the future of sport in Winnipeg is progressive and dynamic with a shared vision among the partner organizations.

APPENDIX “H”

WINNIPEG COMMUNITY SPORT POLICY

COMMUNITY CONSULTATION SCHEDULE

DATE (2010)	GROUP
Sept 13th	General Council of Winnipeg Community Centres (GCWCC) Board
Oct. 12th	University of Winnipeg
Oct. 13th	GCWCC EK/TR Board
Oct. 15th	City of Winnipeg and Winnipeg Regional Health Authority (WRHA) Staff
Oct. 20th	GCWCC Assiniboia District Board
Oct. 21st	GCWCC City Centre District Board
Oct. 26th	GCWCC Riel District Board
Oct. 27th	Manitoba Physical Education Supervisors Association (MPESA)
Oct. 27th	Senior Serving Agencies
Nov. 1st	Senior Serving Agencies
Nov. 2nd	City/WRHA staff
Nov. 8th	Winnipeg Community Sport Alliance (WCSA)
Nov. 15th	City/WRHA Community Connections
Nov. 17th	City/WRHA St. James/Assiniboia CCA
Nov. 24th	GCWCC Lord Selkirk/West Kildonan District Board
Nov. 25th	Winnipeg Community Sport Alliance (WCSA)
Nov. 29th	Sport Manitoba Executive
Dec. 1st	City/WRHA River East/Transcona CCA
Dec. 1st	City/WRHA Point Douglas CCA
Dec. 6th	Alliance for the Prevention of Chronic Diseases
Dec. 7th	City/WRHA Fort Garry CCA
Dec. 7th	City/WRHA Inkster/Seven Oaks CCA
Dec. 9th	City/WRHA Downtown CCA
Dec. 10th	Recreation Connections Manitoba

APPENDIX "I"

RESEARCH REFERENCES (RR)

RR1 Building on the World Health Organization's global recommendation that physical activity be considered a major preventative measure in minimizing health risks,¹⁹ in January 2011 the Canadian Society for Exercise Physiology (CSEP), in conjunction with ParticipACTION and the Public Health Agency of Canada (PHAC) revised the Canadian Physical Activity Guidelines. The updated and harmonized recommendations stem from a four year systematic, evidence-based review of best practices, and recommend:

- A minimum of 60 minutes of daily physical activity of moderate to vigorous intensity for children 5-11 and youth 12-17 years old, including:²⁰
 - Moderate activities, such as walking or skateboarding to school, bike riding and playground activities, cause children to breathe harder and begin to sweat
 - Vigorous activities, such as swimming and running that cause children to sweat and be 'out of breath' a minimum of 3 days per week
 - Strength-building activities 3 times a week to strengthen muscles and bones.

Motivated by research showing that children and youth in Canada spend an average of 8.6 hours per day being sedentary (very little movement or energy expenditure) and only 7% of children and youth meet the recommended guidelines, CSEP conducted a systematic, evidence-based review of the research literature on inactivity. The Canadian Sedentary Behaviour Guidelines, published in February 2011 to complement the Canadian Physical Activity Guidelines, puts forth the recommendation that all apparently healthy children 5-11 years old and youth aged 12-17 years:

- not exceed two hours of screen time per day (e.g. television, video games, and computer use).
- limiting screen time, extended sitting, sedentary transport, and time spent indoors in favour of more time engaging in active play.

Health benefits of increasing active play hours include not only increased fitness and maintenance of a healthy body weight, but the attainment of skills and improved self confidence.

The physical activity requirements for previously healthy adults between the ages of 18 and 64 recommend:

- a minimum weekly accumulation of 150 minutes of moderate (e.g. brisk walking, bike riding) to vigorous (e.g. jogging, cross-country skiing) exercise
- muscle and bone strengthening activities at least twice per week.

Health benefits of 150 minutes of moderate to vigorous activity per week combined with muscle and bone strengthening activities include decreased risk for:

- premature death,
- heart disease,
- stroke,
- high blood pressure,
- several types of cancer,
- type 2 diabetes,
- osteoporosis,
- obesity.

Adults achieving this level of activity can expect to gain improvements in overall fitness, strength, and mental health. Asymptomatic community dwelling adults over the age of 65 with minimal functional inability or impairment can experience and/or maintain benefits such as functional independence, mobility, mental health, and bone health, from maintaining the recommended minimum of 150 moderate to vigorous activity and twice weekly muscle and bone strengthening activities as well.²¹

Community sport and recreation programs play a vital role in providing Canadians with the spaces, programs, and opportunities to gain the physical literacy skills they need to benefit from physical activity and sport participation.

RR2 In Canada, 5.3 million Canadians volunteer in the sport and recreation sector, which equates to 28% of the population devoting their time to community sport.²² The research literature on volunteerism in the community sport and recreation sectors recognizes the crucial roles volunteers play in sustaining and nurturing sport and physical activity opportunities for communities. As founding sport management professor Packianathan Chelladurai explains, “It is unconceivable that sport and recreation can exist without the service of the volunteers.”²³ Consequently, the retention of volunteers is an issue common to all organizations that work in sport and physical activity.

A fear among researchers studying volunteerism and sport is that renewed efforts to promote sport and physical activity will be so effective that the volunteer system will not be able to keep pace.²⁴ Trends noting decreasing participation among volunteers are thus worrisome. Research has identified under-representation of particular groups, including “women, younger (under 35) and older (over 45) individuals, people with less than a college or university diploma/degree, and those who are employed part-time or [are] not in the labour force.”²⁵ Thus, not all members of a community are as likely to volunteer as others. Tapping into and engaging populations with low volunteering rates could help community sport continue to function smoothly.

RR3 Problems volunteers report in the literature include burnout, lack of recognition, lack of training and supervision, and dissatisfaction with increased regulations (such as requirements for police checks, credentials, and permits).²⁶ In Canada, data collected between 1997 and 2000 indicates these challenges led to a decrease in the number of people volunteering and number of hours each volunteer contributed. During that time period, the percentage of Canadians who volunteered in any area fell from 31% to 27% with the most common reason given for the decrease being a lack of perceived free time to volunteer.²⁷ In sport, specifically, potential volunteers can be leery of committing their time for an entire season and worry they will not be able to uphold such a large commitment.²⁸

RR4 Exercise professionals, who have the knowledge, education, and passion to help people get more active and enjoy sports, are becoming a valuable component of the sport delivery system and primary care interdisciplinary teams in Manitoba.²⁹ Motivating people to be more active and less sedentary requires skills and expertise, which trained exercise professionals and kinesiologists possess.³⁰

Evidence points toward the effects that the professionalization of community sport organizations has had on the potential to deter volunteers from offering their time and effort. A system that adds additional paid, trained staff can exacerbate conflicts between volunteers and employees regarding values, expectations, and motives, and lead to feelings of disempowerment.³¹ It is necessary to nurture the relationships between organizers and the volunteers who serve the organization.

RR5 Many communities are recognizing the value of partnerships between the grassroots sports, recreation, and public health sectors. Partnership frameworks are useful in “addressing the social and environmental causes of poor health and can assist in mobilizing more skills, resources, and approaches to influence an issue beyond which any one organization could achieve alone.”³² A vast body of literature supports the idea that partnerships, alliances, and collaborations are essential in the sport and recreation sectors, and that these relationships require nurturing and development.³³

The research indicates that many community sports groups lack a thorough understanding of partnership building. Knowledge of how to use sport partnerships to meet community needs is often hindered by poor communication between community sport groups and their stakeholders.³⁴ What the literature indicates is missing, is consensus among stakeholders that the stakes are high, the organizations involved are interdependent, and all are working toward a common vision. A failure to share these perceptions results in the disinclination of some partners to commit resources and participate equally in addressing the goals of the partnership.

Community programs able to sustain high participation levels are associated with having effective leaders who offer quality programs that community ‘champions’ advocate and endorse. Moreover, effective programs place emphasis on community development. Many definitions of community development exist, but common among the varied usages of the term is the idea of “people helping people improve their life conditions by addressing common interests.”³⁵ An effective way of ensuring participation by partners is through a trusted ‘champion’ who functions to motivate the stakeholders informally to ensure their continued contribution.³⁶ Through the efforts of formal and informal leaders who champion participation in sport, community ‘champions’ promote and encourage involvement in community sport.³⁷



RR6 The research indicates that many community sports groups lack a thorough understanding of partnership building. Knowledge of how to use sport partnerships to meet community needs is often hindered by poor communication between community sport groups and their stakeholders.³⁸ What the literature indicates is missing, is consensus among stakeholders that the stakes are high, the organizations involved are interdependent, and all are working toward a common vision. A failure to share these perceptions results in the disinclination of some partners to commit resources and participate equally in addressing the goals of the partnership. Community programs able to sustain high participation levels are associated with having effective leaders who offer quality programs that community 'champions' advocate and endorse. Moreover, effective programs place emphasis on community development. Many definitions of community development exist, but common among the varied usages of the term is the idea of "people helping people improve their life conditions by addressing common interests."³⁹ An effective way of ensuring participation by partners is through a trusted 'champion' who functions to motivate the stakeholders informally to ensure their continued contribution.⁴⁰ Through the efforts of formal and informal leaders who champion participation in sport, community 'champions' promote and encourage involvement in community sport.⁴¹

RR7 Despite the fact that 92% of Canadians believe that community sport can have a positive influence on communities, less than 20% of people consider community sport programs to be reaching their potential.⁴² According to data collected by True Sport, Canada's national voice for values-driven sport:

"While we experience sport's benefits most immediately as individuals, sport can also play a major role in strengthening communities by bringing people together, building social capital and fostering greater inclusion of marginalized or excluded groups. This view is widely supported by Canadians, 72 percent of whom believe that sport is a key contributor to quality of life in their communities."⁴³



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GLOSSARY OF ACRONYMS

BCMC = Big City Mayors' Caucus
CS4L = Canadian Sport for Life
City = City of Winnipeg
CSP = Canadian Sport Policy
FCM = Federation of Canadian Municipalities
GCWCC = General Council of Winnipeg Community Centres
LTAD = Long Term Athlete Development
MAPS = Manitoba Action Plan for Sport Manitoba
MPESA = Manitoba Physical Education Supervisors Association

PSO = Provincial Sport Organization
RLALF = Recreation, Leisure and Libraries Facilities
SPIN = Sport Programs for Inner City Neighborhoods
WCSA = Winnipeg Community Sport Alliance
WCSP = Winnipeg Community Sport Policy
WRHA = Winnipeg Regional Health Authority

THE WINNIPEG COMMUNITY SPORT PARTNERS

COORDINATING COMMITTEE MEMBERS:

Marlene Amell, GCWCC
Steve Bemrose, GCWCC
Rick Lambert, Sport Manitoba
Amanda Daurie, Sport Manitoba
Gary Swanson, City of Winnipeg
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Michelle Williams, MPESA
Jan Schmalenberg, WRHA
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Winnipeg Community Sport Policy



Winnipeg Regional
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