

Introduction

This draft, interim report presents the preliminary findings of stakeholder engagement interviews and a survey of local and provincial sport organizations to help evaluate the existing Calgary Civic Sport Policy (CPS2005-74) and to help inform development of a new, refreshed Civic Sport Policy. This report is an on-going “working document” that reflects the feedback received to date, and will be updated to reflect subsequent stakeholder engagement initiatives. The final report will be issued once all the phases of the Calgary Civic Sport Policy Review project are completed.

This interim report presents an overview of our project, outlines the engagement approach for our stakeholders (who we talked to and what we asked), provides an assessment of the level of achievement of the objectives of the current policy, and summarizes some of the key findings of this preliminary stakeholder engagement.

Any stakeholders who would like to provide feedback on these findings can send their comments to Calgary Recreation by emailing sport@calgary.ca or by calling the Sport & Partnership Development Division at 403-268-5288.

Project Overview

The Calgary Civic Sport Policy (approved by Council in 2005) was the first municipal sport policy of its kind in Canada. It was developed with the support of the sport community, and set the direction for amateur sport in the city of Calgary. The policy achieved 3 significant objectives:

1. Creation of Calgary Sport Council (now known as Sport Calgary) “to be the voice for amateur sport..., and to assist, support, and influence the growth of amateur sport in Calgary.”¹
2. Creation of the Calgary Sport Tourism Authority (CSTA) “to provide advice, due diligence and strategic direction in attracting major sport event opportunities to Calgary...and to establishing Calgary as a premier host of major events and one of the preeminent winter sport cities in the world.”²
3. Established Calgary Recreation as the single window into City Administration on sport issues while guiding Calgary Recreation’s partnerships with Sport Calgary and the Calgary Sport Tourism Authority.

Given that over 10 years have passed since the introduction of the policy, Calgary Recreation is undertaking a work to:

- Conduct a current state analysis of the existing policy to understand its impact and overall effectiveness since its approval in 2005;

¹ Sport Calgary webpage, <https://www.sportcalgary.ca/en/who-we-are>

² Calgary Sport Tourism Authority webpage, <http://www.visitcalgary.com/calgary-sport-tourism-authority>

- Engage a wide range of stakeholders (both sport and non-sport) to collect input on the current policy and to identify and document the key outcomes and objectives which the stakeholders would like to see addressed within a refreshed Calgary Civic Sport Policy;
- Identify and evaluate options and recommendations for the outcomes of the refreshed policy so that the highest impact and most effective outcomes can be included in a revised policy.

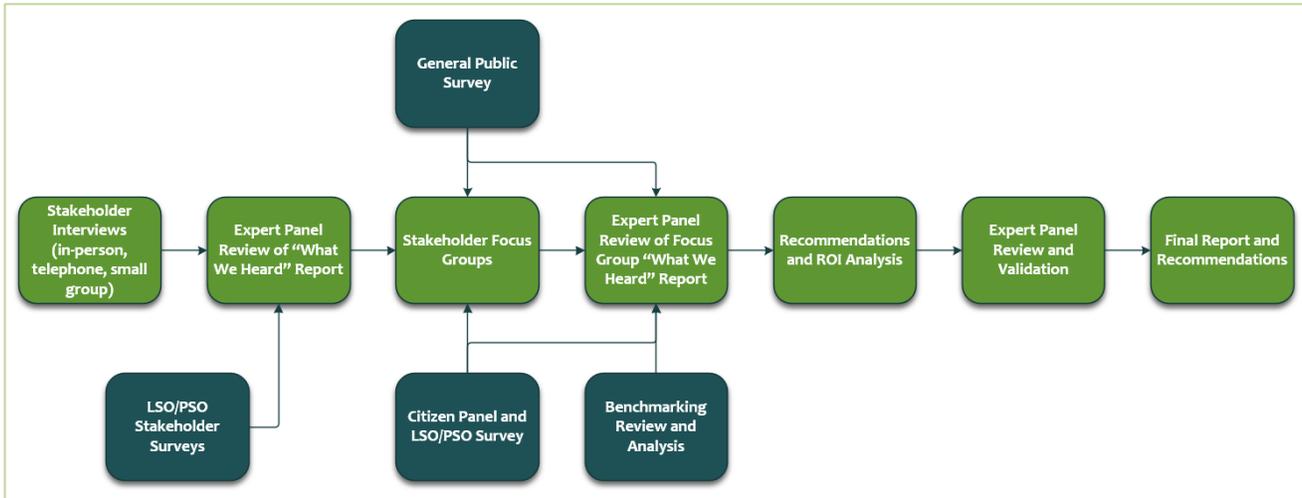
The original policy also envisioned the following achievements:

1. *Align and coordinate the development of Calgary's sport infrastructure and programs with the "Canadian Sport Policy" at the national level, and the "Sport Plan for Alberta" at the provincial level;*
2. *Establish Calgary Recreation as the single window into City Administration on sport issues.*
3. *Enable an independent sport body, the Calgary Sport Council, to represent the interest, goals, and objectives of amateur sport to City Council and Administration;*
4. *Enable an independent sport authority, the Calgary Sport Tourism Authority, to compete with other jurisdictions in the bidding and hosting of, national and international sporting events;*
5. *Identify and prioritize sport programs and initiatives by supporting and participating in partnerships with sport organizations and associations, businesses, community groups, and the federal, provincial and other municipal governments;*
6. *Implement a multi-year funding strategy to provide sustainable, consistent and predictable funds for sport infrastructure, programs, and initiatives;*
7. *Profile and market Calgary as a proactive sport community in its marketing materials;*
8. *Support community-based programs and initiatives that will promote and facilitate accessibility of sport for all Calgarians;*
9. *Recognize the sport contribution of outstanding athletes, coaches, teams, and other individuals to the city in an annual formal event;*
10. *Position Calgary as a leader in the sport development industry.*

Project Methodology and Execution

Figure 1 outlines the key tasks and milestones for completion of the stakeholder engagement portion of the project. This interim report focuses on the findings of the first two tasks: “Stakeholder Interviews” and “Stakeholder Surveys”.

Figure 1. Project Phases and Milestones



Throughout this document, we refer to sport and recreation. These terms refer to sport from the perspective of competitive and high-performance sport, as well as sports which are more recreational and self-organized. When referencing recreation, the reader should infer this to mean “recreational and/or self-organized” sports.

Engagement Overview

As outlined in Figure 1, a wide range of feedback was collected as part of the stakeholder interviews conducted both internally with City staff and externally (via in person interviews and surveys to local and provincial sport organizations). This engagement facilitated a current state assessment of the stakeholders’ perspectives on the policy and the sport partnerships (competitive sport and recreational/self-organized sport) in Calgary.

The external stakeholders were not limited only to sport organizations, although those did represent a majority of the external interviews. Calgary Recreation has recognized that a refreshed Calgary Civic Sport Policy must also include other, non-traditional stakeholders who may have an input into the development of a refreshed Calgary Civic Sport Policy. As a result, the stakeholders engaged were expanded to include these broader groups in order to provide more informed input, and to better understand the needs of all “interested parties”.

Table 1. Interview Statistics and "Demographics"

Stakeholder Group	Interviews	Participants
Internal: Calgary Recreation	17	33
Internal: Members of Council including Ward Staff or Staff of the Office of the Mayor	10	11
Internal: Calgary Parks/Calgary Neighborhoods	4	10
Sport (Local/Provincial/National Sport Organizations)	23	25
Government	7	7
Education	5	6
Healthcare	5	4
Social Services	3	3
Facility Partners	3	3
TOTAL	77	102

There are 13 interviews that, although scheduled, were not completed prior to the submission of this report, either due to the availability of the identified stakeholders, or the stakeholders themselves opting out of the discussion. Interviews will continue until completed, and new information will be brought forward in the subsequent stages and as this report continues to be updated until the final report is released.

As shown in the project phases and milestones diagram (Figure 1), part of the stakeholder engagement included the delivery of an online survey targeted to provincial sport organizations and local sport organizations. The survey was distributed to both those stakeholders who were selected for individual, in-person interviews, as well as those which were not selected, but who wanted to provide feedback on the outcomes and priorities of a refreshed Calgary Civic Sport Policy. While we attempted to reach out to all interested stakeholders (via networks such as the Calgary Chamber of Volunteer Organizations, Sport Calgary, Calgary Sport Tourism Authority, and Sport Connection) a fraction of stakeholders may have been missed.

As of April 22, 2016, 79 surveys have been completed and submitted. The surveys have been used to supplement the findings and feedback collected via each of the telephone and in-person interviews. This survey offered an opportunity for local and provincial sport organizations that were not invited to an interview, to provide their feedback.

What We Asked

The review topics and questions were generally the same for all stakeholders, with some minor variations based on the specific stakeholder being interviewed (for example, health services stakeholders may not have been asked about high-performance sport). The key themes addressed during the discussions with each of the stakeholders were as follows:

Awareness of the Existing Calgary Civic Sport Policy and its Successes and Challenges

Given that the Calgary Civic Sport Policy is already in place, it was important to understand the overall awareness of this policy among the City’s partners and stakeholders. In addition to inquiring about a general awareness of the policy’s existence, the stakeholders were also asked about how often the policy served them as a guiding document in helping evaluate alternatives in their programming or sport delivery decisions and what, if any, challenges they faced in the context of the existing policy.

Successes, Challenges, and Gaps of Sport and Recreation Partnerships

The current framework of sport and recreation (competitive and high performance sport as well as recreational and self-organized sport) within the city of Calgary involves a large number of partnerships. These exist internally within the City of Calgary (Calgary Recreation, Calgary Parks, Calgary Neighborhoods), externally between Calgary Recreation and its various stakeholders, and between the stakeholders themselves.

When externally focused, there are even more layers of the framework because there is a broad typology of partnerships with varying levels of complexity and expectations. It should be noted that Calgary Neighborhoods is currently undertaking a partnership policy review to which the Calgary Civic Sport Policy and its implementation plan will need to align.

Within this context, the stakeholders were asked about their observations of the effectiveness of these partnerships. And this was focused not only on the relationship of external partners with the City, but also on the relationship among and between these external groups.

Each Stakeholder’s Vision, Role, and Responsibility Related to Health and Wellness

Currently, there is a clearer societal understanding of the importance of introducing physical activity throughout an individual’s life, as reflected within Canada Sport for Life’s Long Term Athlete Development (LTAD) Framework (shown in Figure 2).

Figure 2. Long Term Athlete Development Framework



LTAD reflects this improved societal understanding via its 7 developmental stages. Recreational and self-organized sports apply in stages 1, 2, 3, and 7 while more competitive, higher-performance sports apply more prominently in stages 4, 5, and 6. The practical application of this framework will help contribute to the overall health of Calgarians while aligning to and helping achieve Council’s priority of a “Healthy and Green City”. Stakeholders were asked for their perspective on their organization’s vision, role and responsibility for helping achieve improved health and wellness within this framework.

Direct Delivery and Shared Outcomes

Calgary Recreation uses two unique approaches for the delivery of its programs to support delivery of Council priorities. Direct Delivery refers to the provisioning of programs by Calgary Recreation and its staff directly to participants (e.g., learn to swim and learn to skate programs). Shared Outcomes relates to the partnership between Calgary Recreation and other facility and service providers to deliver programming (e.g., facility partners, lease holders, large sports organizations, etc.). The inquiries in this area focused on determining whether Calgary Recreation was delivering an appropriate level and variety of programs via Direct Delivery, and whether there were gaps in the services provided. The Shared Outcomes analysis inquired about how Calgary Recreation could work together with its partners to support and enable its partners in their delivery of their programs and services.

Key Outcomes of a Refreshed Policy

Stakeholders were also asked about their perspectives on the key outcomes and priorities of a refreshed Calgary Civic Sport Policy. These inquiries were generally around what each stakeholder would expect to see occur as the result of a successful implementation of a refreshed Calgary Civic Sport Policy.

Defining Sport and Recreation

Understanding that terminology will be an important consideration in a refreshed policy, each stakeholder was asked his/her definition of sport and recreation and the differences between the two. This area of review will help define the terminology and definition of sport and recreation to help the policy feel inclusive for all stakeholders, regardless of whether they self-identify as sport participants or recreational participants/“enthusiasts”.

Benchmarking of Other Municipalities

Benchmarking of other municipalities is currently underway and will determine how similar municipalities apply sports strategies or sports policies. Benchmarking will also help highlight their “lessons learned” which may be applied to the city of Calgary. Preliminary benchmarking findings (and the specific cities being benchmarked) are shown in Table 3.

Table 2. Preliminary Benchmarking Findings

Municipality	Preliminary Findings Regarding Sport Policy/Strategy
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Municipality	Preliminary Findings Regarding Sport Policy/Strategy
EDMONTON, AB	Has been trying to develop a sport policy but has stepped back due to stakeholder engagement challenges. Have re-started the initiative and may have Council recommendations for moving forward in September 2016.
VANCOUVER, BC	Has a municipal sport strategy. Additional information related to their sport strategy will be collected during the in-depth benchmarking questionnaire.
RICHMOND, BC	Has a municipal sport strategy, which is being reviewed at the present time. Additional information related to their sport strategy will be collected during the in-depth benchmarking questionnaire.
ABBOTSFORD, BC	Does not have municipal policy or strategy, but may move to pursue one in the future.
WINNIPEG, MB	Has a municipal sport policy. Additional information related to their sport policy will be collected during the in-depth benchmarking questionnaire.
OTTAWA, ON	Is currently developing a sport strategy and intended to have it approved by the end of 2015, but it continues to be a work in progress. Additional information related to their sport policy will be collected during the in-depth benchmarking questionnaire.
DENVER, CO	Appears to have elements of a sport policy, although not formalized. We will confirm the extent of their status, progress, and lessons learned during the in-depth benchmarking questionnaire.
PORTLAND, OR	Appears to have elements of a sport policy, but we will confirm the extent of their status, progress, and lessons learned during the in-depth benchmarking questionnaire.

What We Heard

Across all of the stakeholder interviews, and supplemented by the stakeholder survey, 7 key themes emerged:

- Awareness of the existing policy was generally poor.**
- There needs to be better clarity of the roles, responsibilities, and mandates across all the partners involved in sport and recreation (competitive and high performance, and recreational and self-organized) delivery.**
- Calgary Recreation is doing a good job both in its support of partners and in its delivery of programming, but there is opportunity to increase and enhance this current level of support and delivery.**
- Health and wellness outcomes, by increasing engagement and participation, are seen as important outcomes of a refreshed policy.**

5. **Accessibility and capacity, across a number of factors and considerations, seem to be barriers to inclusion and participation.**
6. **Greater inclusion of diverse groups (low income, ethno-cultural groups, aboriginal peoples, LGBTQ active aging, etc.) was a priority for a number of stakeholders.**
7. **Competitive sport, recreational sport, self-organized sport, and high-performance sport are all unique and each must be supported within a refreshed Calgary Civic Sport Policy.**
8. **Data, metrics, and key performance indicators (KPIs) to measure the Policy's performance and outcomes are missing and required for future evaluation of the new Policy.**

1. Policy Awareness

Awareness of the existing Civic Sport Policy was poor. Generally, only the stakeholders who were either directly involved in the creation of the policy or who are partners directly mentioned in the policy (Calgary Recreation, Sport Calgary, and the Calgary Sport Tourism Authority) were aware of the existence of the policy. Even stakeholders who were aware of the policy, did not use the policy as a guiding document to assist in their decision-making. Stakeholders were mixed in their feedback of the reasons why there is such low awareness. Some indicated that the policy attempts to be too operational while others said it was too general and too high-level. The refreshed policy should be simplified to focus on the objectives and outcomes; the policy should be "simpler" and more focused.

Interestingly, there seemed to be greater awareness of the existing Civic Sport Policy from the survey respondents than was noted via the in-person interviews (although even those respondents indicated a low knowledge about the content of the policy).

2. Clarity of Partner Roles, Responsibilities, and Mandates

There are a number of formal and informal partner relationships operating within the sport and recreation (recreational and self-organized sport as well as competitive and high performance sport) delivery framework in the city of Calgary. Some of these partnerships are formal, with specific legal agreements while others are highly informal and based on the personal relationships of individuals. Several stakeholders commented that even for formal organizations like Calgary Recreation and Sport Calgary, there is a lack of clarity of their role, what they are supposed to do, and how stakeholders can/should engage them.

Applying more formality to these partnerships will allow a clearer understanding of the role of each partner/stakeholder in the delivery of sport and recreational sport services to Calgarians. Part of this formality will be achieved with improved performance measures, data, and key performance indicators. And this increased formality will become even more important if Calgary Recreation were to expand its partnerships for delivering sport, recreation, and physical activity into new or extended partnerships. In addition to expanding the type and opportunities for program delivery, formalizing the partnerships will also allow clarity into each stakeholder's role and facilitate the opportunity to share research, best practices, and issues and challenges.

3. Expectations of Recreation's (and the Municipality's) Role

The majority of stakeholders were satisfied with Calgary Recreation's role and their support of external organizations. Recreation is seen as an important player in delivering physical literacy and sport introduction to Calgarians, and can do this more affordably than the private sector. Many stakeholders (both internal and external) suggested that Recreation even increase their delivery of these types of programs by:

- a) Increasing delivery capacity for programs that fill quickly so that additional individuals can join and participate;
- b) Expand its "learn to" programs to adults so that they can learn the skills of a sport or activity, which increases the likelihood that a person will continue to participate and remain physically active;
- c) Offer more variety in its sport and recreation programming (competitive and high performance sport, and recreational and self-organized sport), focused on sports and activities that the local sport organizations are not providing, but at an introductory/recreational level;
- d) Provide information to participants for the "next step in the pathway". For example, a new swimmer who appears to excel at the sport can be referred to one of the existing swimming clubs, and this "seamless pathway" is facilitated by a partnership between Calgary Recreation and the local sport organizations

One area specifically mentioned by several stakeholders (both sports and Calgary Recreation) related to facilities, in terms of historical/block booking practices. Historical/block booking was highlighted as a challenge and the perception of sport organizations seems to be that the booking organizations (which have a historical booking at a facility) feel like they have "the right of first refusal" to those facilities. And when historical booking practices are combined with block booking, several stakeholders indicated that they feel they are denied access to a facility, even when the facility is not being utilized.

4. Health and Wellness Outcomes Are Important

Virtually all the stakeholders indicated that health and wellness outcomes, by increasing participation, are seen as an important part of the new policy. This aligns to Calgary Recreation's engagement of additional, traditionally non-sport stakeholders (such as Alberta Health Services, Play Calgary, Calgary Board of Education, Calgary Separate School Board, Calgary Sexual Health Center, etc.) to help define the objectives and priorities of a new, refreshed Calgary Civic Sport Policy. And the majority of survey respondents indicated that achieving overall/lifelong health benefits to their participants is an important role or the most important role of their organization.

One potential barrier to this expansion of the policy to highlight the importance of health and wellness outcomes was the observation (primarily from municipal government representatives) that health and wellness are a provincial responsibility and under the jurisdiction of the Government of Alberta. This potentially leads to a belief that Calgary Recreation should limit the health and wellness objectives within the policy. Nonetheless, a large percentage of stakeholders believed that Calgary Recreation's facilitation and promotion of active, healthy lifestyles, in stages 1, 2, 3, and 7 of the Long Term Athlete Development

framework (Figure 3), should be a priority of the new policy. It was also suggested that Recreation could support “organized self-organized” activities by providing equipment or less formal supervision for participants who “just show up and take part”.

Figure 3. Health and Wellness Outcomes within the LTAD



5. Accessibility and Capacity are Barriers to Inclusion and Participation

There are a number of factors to be considered when discussing accessibility and capacity. Accessibility does not necessarily refer to facility accessibility in terms of physical access to a facility for people with disabilities (although this remains an important consideration and goal). Instead, it refers more to the ability to have access to sport and recreational sport opportunities in local communities instead of at centralized, regional facilities. This may mean partnering with schools and/or community associations or community-based facilities to provide and deliver sport and recreation sport (both formalized and self-organized) in a person’s local community. Stakeholders indicated that there is a need (and significant opportunity) to deliver sport and recreation programs (again, related to competitive, high performance sport and recreational, self-organized sport) locally within community based organizations (Community Associations) and community-based facilities (schools, churches, etc.).

One interesting suggestion made about accessibility (and its ability to promote healthy, active lifestyles) is that the measurement of these opportunities should be similar to how the City of Calgary measures accessibility to transit service. For example, a core indicator of the accessibility to the Primary Transit Network (PTN) is “the percentage of the population and jobs respectively within 400 metres of the PTN.”³ Calgary Recreation could

³ City of Calgary. “Municipal Development Plan/Calgary Transportation Plan: 2013 Monitoring Progress Report”. December 2013. p. 26. <http://bit.ly/24prWh0>

use a similar metric to indicate the number of sport and recreation (competitive, high performance, recreational, and self-organized sport) opportunities within walking distance (e.g., 80% of residents will be within walking distance of 2-3 sport or recreational sport opportunities).

Capacity is a separate item and, as has already been noted previously, relates to the policies of historical and block booking. Several sports stakeholders indicated that these practices result in facilities being unused, especially in non-primetime hours. And there were suggestions that this non-prime time capacity could be filled with participants who are available during those times (e.g., parents and tots, school groups, Alberta Healthy Living Program, etc.). And there was a suggestion of "*quid pro quo*" relationship - Calgary Recreation offer its facilities (at no cost) to school groups during non-prime time hours (which Calgary Recreation currently offers on an informal/ad hoc basis) and schools open their facilities to the surrounding community. The opportunity is that this relationship/partnership become more formal. In this context, the Joint Use Agreement between Calgary Recreation, the CBE and the CSSB requires further exploration to identify potential opportunities. It was suggested that in Edmonton there is a different implementation of the joint use policy which is more reciprocal and allows school boards to use City of Edmonton facilities, and vice versa, with no (or limited) costs.

6. Greater Inclusion of Diverse Groups.

Greater inclusion of diverse groups (low income, ethno-cultural groups, LGBTQ, indigenous peoples, active aging, etc.) was a priority for a large percentage of stakeholders. This inclusion has a link to accessibility and the active engagement of these diverse groups will increase their participation, and level of comfort, when attending sport and recreation facilities and/or programs.

Stakeholders (both internal and external) also suggested that in addition to the increased inclusion by Calgary Recreation itself, there should be a priority on Shared Outcomes so that Calgary Recreation's partners have the same objectives to increase the participation of these diverse groups. One specific example cited is the Alberta Healthy Living program, which is currently delivered at a limited number of direct delivery partners, and based on informal professional relationships. Delivery of this program, could for example, be expanded to all facility partners. Another example is the limitation on access and availability that local sport organizations are able to have to some partner-operated facilities.

7. Competitive, Recreational, Self-Organized, High-Performance Sport are Unique and Require Support.

Stakeholders clearly agreed that there is a difference between sport and recreation, with sport being more formal, governed, and competitive while recreation (which could include performing a sport) as more informal and participation in an activity for the activity's sake. One other important element that would separate sport from recreation would be that sports are formally measured, while recreational activities are not. Another area of general consensus among the stakeholders was that, from the policy's perspective, recreation was not the same as a leisure activity (nature walks, bird watching, singing in a choir). The majority of stakeholders agreed that to be included in the policy, a recreational activity has to have some form of physical activity.

Irrespective of the differences, stakeholders agreed that both sport and recreation are important and need to be addressed as part of a refreshed policy.

Additional feedback related specifically to the distinction between participatory/recreational sport and high-performance sport. Again, the stakeholders generally agreed that both are important and should be included as part of a revised Calgary Civic Sport Policy. All stages of the Long Term Athlete Development must be enabled and supported, but feedback from the stakeholders generally indicated that Calgary Recreation should be focused on first, second, third, and seventh stages of LTAD, while external organizations and third parties should focus on the fourth, fifth, and sixth stages of LTAD (refer to Figure 3, above). The stakeholders generally agreed that Calgary Recreation should not have a prominent role in the delivery of high-performance sport, but should act as enabler for those organizations that do deliver high-performance sport.

8. Data, Metrics, and Key Performance Indicators to Measure the Policy’s Performance are Needed

Data, metrics, and key performance indicators (KPIs) to measure the objectives and priorities of the policy will be needed. Currently, any specific, measurable performance indicators, aligned to the existing policy, are not readily available. Although many of the stakeholders indicated that levels of participation is an important metric, this is still too general (e.g., Levels of participation of which user/affinity groups? Within Calgary Recreation programming, third party programming or both? Increased participation across which stages of the Long Term Athlete Development framework?) The next stages of the project (expert panel feedback and analysis and focus group discussion, will focus on the identification of specific measures which will help evaluate the effectiveness of the newly refreshed Calgary Civic Sport Policy.

Next Steps

This draft, interim report presents the preliminary findings of stakeholder engagement interviews and discussions to help evaluate the existing Calgary Civic Sport Policy (CPS2005-74). And it will also help inform development of a new, refreshed Calgary Civic Sport Policy.

This report will also be used as a mechanism to allow all stakeholders to provide their feedback on these preliminary findings, particularly in the evaluation of proposed policy objectives, until a final “What We Heard” report is issued. **This is a working document that will be updated to reflect subsequent stakeholder engagement. The final report will be issued once all stages of the project and consultation are completed.**

Any stakeholders who would like to provide feedback on these findings can send their comments to Calgary Recreation by emailing sport@calgary.ca or by calling the Sport & Partnership Development Division at 403-268-5288.