A Framework to Develop a Winnipeg Community Sport Policy
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 has the potential to reduce overall health care costs.

**Purpose**

To develop a Winnipeg Community Sport Policy in collaboration with all partners and stakeholders in sport in Winnipeg.

**BACKGROUND**

After months of dialogue regarding Sport in Winnipeg, representatives from sport’s various partners and stakeholder organizations including Sport Manitoba, Winnipeg Community Sport Alliance, General Council of Winnipeg Community Centres, Manitoba Physical Education Supervisors Association, Winnipeg Regional Health Authority and City of Winnipeg Community Services Department on October 16, 2009 agreed to a framework to begin earnest process for the future direction of sport delivery in the City of Winnipeg.

There is recognition the current City of Winnipeg “Sport Services Policy”, which was adopted in 1983, is in need of revision. A more current community-based policy for sport in Winnipeg should be developed within the context of a number of key federal, provincial and municipal initiatives. The Winnipeg Community Sport Policy will build upon the Canadian Sport Policy as endorsed by the federal, provincial and territorial governments. As well, other related policies, plans or programs such as the Province of Manitoba Sport Policy, Sport Manitoba’s Manitoba Action Plan for Sport (MAPS), the Provinces’ Healthy Kids, Healthy Futures Task Force Report, the new Manitoba Physical Education Curriculum, the General Council of Winnipeg Community Centre’s (GCWCC) Plan 2025 and the Winnipeg in motion initiative, a partnership between the Winnipeg Regional Health Authority (WRHA), University of Manitoba and the City of Winnipeg should receive consideration within an overall strategy.

A number of Civic policies now govern how the City of Winnipeg responds to sporting issues within our community. LiveSafe; Plan Winnipeg; Call to Action for Our Winnipeg; Hosting of Major Events and Games; Recreation, Leisure and Library Facilities Policy (RLALF); ACTIVE Policy Framework and Aboriginal Youth Strategy are examples of recent policies which need to be incorporated or referenced within the Winnipeg Community Sport Policy.

Consistent with the harmonized approach to policy and strategy development, another fundamental building block of the Winnipeg Community Sport Policy is the ground-breaking concept of Long Term Athlete Development, which is commonly known in Canada as Canadian Sport for Life (CS4L). 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 is significant in that it 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 to developmental and high performance.

In keeping with this philosophy 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 a quality “Sport for Life” experience.
The development of the Winnipeg Community Sport Policy will be guided by the following principles:

1. Partners and stakeholders will work collaboratively towards a common vision of a “True Sport” 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” 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.

**Processes**

The four-staged process will include:

1. Following presentation and review of this document; Winnipeg’s partners and stakeholders in sport will be asked to sign a Letter of Intent to agree to collaborate with each other; and agree to engage their members, partner organizations and/or constituents; in discussions regarding their roles in supporting the development and/or responsibilities in the delivery of sport in Winnipeg. It is understood by all parties that their common goal is to develop a shared Winnipeg Community Sport Policy.

(February to June, 2010)

2. The partners and stakeholders in sport will actively engage their members, partner organizations and/or constituents in facilitated meetings using the Canadian Sport for Life model as well as the “principles” and “areas of emphasis” within this document as the basis for discussions.

(September to December, 2010)

3. A Winnipeg Community Sport Policy will be developed and approved by signatory partners and stakeholders in sport in Winnipeg. The Policy will:
   • include a common vision, and a shared mission and principles that will set the future direction for community sport in Winnipeg.
   • acknowledge and identify the roles and responsibilities of all partners and stakeholders organizations.
   • establish an ongoing process for the partners and stakeholders to continue planning to coordinate the development and delivery of sport in Winnipeg.

(January to June, 2011)

4. A Winnipeg Community Sport Strategy and action plans will be developed to complement “The Canadian Sport Policy” including facilitating ongoing and integrated partnerships that will
   • enable the coordination of community sport programs and initiatives
   • 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 their roles within the system.

(Ongoing)

**Areas of Emphasis:**

- Physical Literacy for All
- Active for Life
- Striving for Achievement and Excellence

- Quality Volunteers and Facilities
- Shared Leadership
- Coordinated Planning and Ongoing Interaction
Appendix “A”

Definitions:

1. Sport:

Sport is a physical activity within 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.

2. Sport Partners:

Are organizations who or whose members directly deliver sporting activities and developmental programs. This includes: the Winnipeg Community Sport Alliance, the General Council of Winnipeg Community Centres, junior and senior high schools’ sport teams/clubs, universities and colleges and City of Winnipeg Community Services – Recreation Services.

3. Stakeholder Organizations:

Are organizations whose mandates include supporting physical activity and/or the development of physical literacy for Winnipeggers. This includes the Winnipeg Regional Health Authority and local School Divisions.

4. Sport Alliance/Council:

A collaborative initiative by local sport organizations within a municipality or sport region to work together collaboratively towards a unified and effective sport delivery system.

References:


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.”


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 “B”

7. 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

8. 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/
9. 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, fitness management, safety, personal/social management and healthy lifestyle practices. See: http://www.edu.gov.mb.ca/k12/cur/physhlth/index.html

10. 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 and 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

11. Winnipeg in motion:

Winnipeg in motion is a 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. 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

12. 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/clkdmis/ViewDoc.asp?DocId=9826&SectionId=&InitUrl=

13. 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/CLKDMIS/DocExt/ViewDoc.asp?DocumentTypeId=2&DocId=3538

14. 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 or http://winnipeg.ca/clkdmis/ViewDoc.asp?DocId=8259&SectionId=&InitUrl=

15. 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

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.


17. 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/clkdmis/ViewDoc.asp?DocId=3359&SectionId=&InitUrl=

18. Aboriginal Youth Strategy:

Provides for support funding in the:
Provision of external funding support for Aboriginal Community-driven youth initiatives.
Provision of Aboriginal youth-focused civic service initiatives.

See: http://winnipeg.ca/clkdmis/ViewDoc.asp?DocId=8259&SectionId=&InitUrl=

19. 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 may be used to integrate the activities of communities’ schools and clubs with Provincial and National Sport Organizations.”

See: www.CS4L.ca Appendix “C”

20. 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 “B”

Province of Manitoba – Sport Policy (1991)

Appendix “C”

Key Statements within Canadian Sport for Life (www.CS4L.ca)

Appendix “D”

2005 Big City Mayors’ Caucus of the Federation of Canadian Municipalities Motions and Statements
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.

PROVINCE OF MANITOBA – SPORT POLICY (1991)

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.

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.
**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.

**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.

**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.

**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.

**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.

**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.

**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.

**SPORT FACILITIES**

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

**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.

**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 “C”

Key Statements within Canadian Sport for Life (www.CS4L.ca)

“A training, competition and recovery program based on developmental age – the maturation level of an individual – rather than chronological age.”

p.7. Canadian Sport for Life - Long Term Athlete Development Model.

“Promotes a healthy, physically literate nation whose citizens participate in lifelong physical activity.”

p. 7. Canadian Sport for Life - Long Term Athlete Development Model.

“The Health and well-being of the nation and the medals won at major Games are simple by-products of an effective sport system.”

p.13. Canadian Sport for Life - Long Term Athlete Development Model.

“Developmental athletes over compete and under train”

p.17. Canadian Sport for Life - Long Term Athlete Development Model.

“Sports specialize too early in an attempt to attract and retain participants”

p.17. Canadian Sport for Life - Long Term Athlete Development Model.

“Preparation is geared to the short term outcome – winning – and not the process”

p.17. Canadian Sport for Life - Long Term Athlete Development Model.

“In most sports, the competition system interferes with athlete development.”

p.31. Canadian Sport for Life - Long Term Athlete Development Model.

“Activities of schools, communities, clubs, PSOs and NSOs should be fully integrated through LTAD.”

p.33. Canadian Sport for Life - Long Term Athlete Development Model.
Appendix “D”

**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 DiIanni  
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. Montreal, Maire Gerald Tremblay  
18. Laval, Maire Gilles Vallancourt  
19. Quebec, 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
Partners Sign Community Sport Policy Letter of Intent
June 14, 2010

Back row: Rick Lambert; Sport Manitoba, Gerald Ouellette; Winnipeg Community Sport Alliance, Larry Gledhill; General Council of Winnipeg Community Centres  Front Row: David Bard; Manitoba Physical Education Supervisors Association; Dr. Catherine Cook; Winnipeg Regional Health Authority; Dan Prokopchuk; City of Winnipeg Community Services Department