

## 5. PHYSICAL RECREATION AND SPORT STRATEGY

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The purpose of this report is to seek approval of the Physical Recreation and Sport Strategy.

### CONTEXT

The Recreation and Sport Strategy (now the Physical Recreation and Sport Strategy) was commenced in the last term of the Council. The Physical Recreation and Sport Strategy is being developed to be a strategy encompassing the major recreation and sport providers in the city, rather than as a strategy for the Council alone. The intention from the outset has been to try to get a critical mass of those involved to agree general strategic direction and to establish more collaborative and co-operative ways of working together.

A steering group (names listed in the back of the Physical Recreation and Sport Strategy document) bringing together key people with a range of perspectives on and from a range of relevant organisations involved in recreation and sport was formed and has been working to develop the Strategy.

An extensive process has been carried out to develop the Strategy.

- Discussion Document Developed – this painted a picture of the current situation for recreation and sport in Christchurch along with the trends and challenges.
- Consultation on the Discussion Document – widespread consultation took place with those involved in recreation and sport as well as related sectors with the aim of (a) Confirming or refocussing the picture created, and (b) seeking views of key strategic issues for the future. A forum was also undertaken with 85 young people to seek their views on a range of recreation and sport related issues.
- The Steering Group considered and analysed the responses to the Discussion Document which generally confirmed the picture developed.
- The Steering Group developed the Draft Strategy.
- The Draft Strategy was discussed with five key agencies and minor amendments made as a result.
- Widespread consultation was undertaken with recreation and sports organisations as well as those in related sectors.
- The Steering Group considered the results of the consultation and concluded that the views of Maori and Pacific Island groups were not sufficiently represented.
- Further consultation was undertaken with representatives of Pacific Island communities and attempted with Maori.
- The Steering Group analysed the feedback on the Draft Strategy and developed the final Strategy.

Community Boards have been involved in the consultation processes on the Discussion Document and on the Draft Strategy. During this process several seminars have been held with the Parks and Recreation Committee and subsequently the Community and Leisure Committee.

### EXECUTIVE SUMMARY

The Strategy process has aimed to identify the general strategic direction for all sport and recreation organisations in Christchurch. It is a strategy for the city rather than one for the Council alone.

The process has been based on a belief that by encouraging effective collaboration and co-ordination amongst the many organisations working on the recreation and sport sector more can be achieved in terms of providing quality experiences for Christchurch people. By doing so participation can be enhanced and the benefits from participating can accrue to more people and to the community as a whole.

An extensive process has been used to arrive at the Physical Recreation and Sport Strategy and has been overseen by a group of people bringing different perspectives from within the sector. The process has offered organisations involved in recreation and sport an opportunity to contribute their views on at least two occasions.

The Physical Recreation and Sports Strategy has a vision as follows:

*Moving together to provide a city where people participate and enjoy, and have the opportunity to perform and excel in recreation and sport.*

The Strategy process has not been able to totally achieve its aims of establishing strategic direction for the whole city as effective consultation/engagement with Māori has not been possible. The relationships between the government and Ngāi Tahu and the Council and the respective rūnanga require further development to enable this to happen.

The implementation framework for the Strategy is still under consideration by the Strategy Steering Group. There is a particular duty on the Council as the initiator and leader of the Physical Recreation and Sport Strategy process to ensure that its own actions are contributing as much as possible to the directions identified in the Strategy. Staff are currently considering how best to examine the Council's recreation and sports activities for their fit with the Strategy.

#### **RELEVANT CURRENT POLICY**

The Council's involvement in recreation and sport contributes to a number of the Council's Strategic Objectives.

The Council's Recreation and Sport Policy states:

**The Christchurch City Council is committed to making a significant and sustainable contribution to the quality of life of its residents, particularly its children and youth, by supporting a broad range of recreation and sport services, facilities and programmes**

The Policy identifies the following outcomes:

- Children, youth, people with disabilities and people on limited incomes are aware of, have access to and are increasing their participation in a broad range of recreation and sporting activities.
- Christchurch residents are aware of and have access to a broad range of recreation and sporting activities.
- Christchurch is widely recognised for hosting successful local, regional, national and international recreation and sports events and festivals.
- Consultation with the Christchurch community, recreation and sport participants and service providers is ongoing and effective.
- Physical assets meet the identified and viable recreation and sport needs of Christchurch and minimum legal standards.
- Recreation and sport is making a positive contribution to the city's economy.
- Research into the existing and future recreation and sport needs and trends of Christchurch is ongoing and findings are taken into account in the planning and provision of all services, facilities and programmes.
- Resources are allocated and services, facilities and programmes are delivered efficiently, effectively and equitably.
- Services, facilities and programmes meet the recreation and sporting needs of the Christchurch community, particularly its children and youth, and also its people with disabilities and people with limited incomes.
- Services, facilities and programmes complement and enhance the city's unique character and environment.
- Volunteers are acknowledged and supported.

Amongst the roles for the Council identified in the Policy is one of *'co-ordinating the provision of recreation and sport via the development of a city wide recreation and sport strategic plan'*.

The process to develop the Physical Recreation and Sport Strategy developed from this role. In considering the development of a strategic plan for the Council's activities in recreation and sport it was quickly recognised that there are a huge number of organisations involved in providing recreation and sport activities to the people of Christchurch. There seemed little point considering the Council's role in isolation of these other organisations when by coming together to agree the strategic direction and how best to work together much more could be achieved. This approach clearly fits with the coordination role identified for the Council in the Policy.

## **MAIN POINTS OF THE STRATEGY**

The Physical Recreation and Sport Strategy identifies a vision and six goal areas as follows:

### **VISION**

Moving together to provide a city where people participate and enjoy, and have the opportunity to perform and excel in physical recreation and sport.

### **GOAL ONE – Facilities and Environment**

A safe physical environment that encourages participation in recreation and sport.

### **GOAL TWO – Availability and Accessibility**

A wide range of physical recreation and sport activities that are made available to all citizens of Christchurch and beyond.

### **GOAL THREE - Motivation and Awareness**

A public that is aware of physical recreation and sport activities and motivated to take part.

### **GOAL FOUR – Effective Providers**

Physical recreation and sport providers are effective and working together in a co-ordinated manner.

### **GOAL FIVE – Promising and Talented Performers**

Promising and talented participants who are nurtured and given the opportunity to maximise their potential.

### **GOAL SIX - Funding**

Major funding bodies that are co-ordinated and aligned to the Physical Recreation and Sport Strategy.

A number of more detailed objectives and strategies have been identified under each goal area. A full copy of the Physical Recreation and Sport Strategy is circulated separately.

It is important to note that the vision, goals, objectives and strategies in the Physical Recreation and Sport Strategy are written for Christchurch as a whole, rather than for the Council specifically. The Council will undoubtedly have a role in many, however it may not be one of the principle organisations involved and in some cases may have no significant role to play.

The directions indicated in the Strategy are fairly broad leaving the Council significant discretion in how it contributes to the advancement of these aims. It is however important that as a leader of the city and the initiator of the Strategy that the Council's actions are seen to be supporting the directions indicated in the Strategy.

## **RESULTS OF CONSULTATION**

Widespread consultation was undertaken on the Strategy. Consultation included providing the opportunity for written feedback, consultation meetings in each community board area (to which the community board and local recreation and sports groups were invited), meetings with groups from specific sectors and face to face meetings.

The feedback received was of a number of different types:

- Responses at a 'strategy' – big picture – level.
- Responses that identified issues facing recreation and sport without an indication of how to respond to those issues.
- Responses that will be useful in the implementation of the Strategy but not at a sufficiently broad level to affect the Strategy itself.
- Responses dealing with the use of specific words and language in the Draft Strategy.
- Responses that failed to understand the city-wide approach rather than the Council approach in the Draft Strategy.

Attached is a list of the major issues raised in consultation at the Strategy level.

The high level of the Strategy and the city-wide approach created difficulties for some organisations in understanding the significance of its content for them and in being able to contribute their views in a meaningful way.

Effective consultation/engagement with Māori has not been possible. The relationships between the Government and Ngāi Tahu and the Council and the respective rūnanga require further development to enable this to happen.

## **IMPLEMENTATION ISSUES**

The Physical Recreation and Sports Strategy is based on a belief that by working together in more coordinated and collaborative ways those organisations involved can provide better recreation and sports experiences (and consequently more of the benefits from participation) than by all working alone. The process to develop the Strategy has been centred on this belief and it is important that the framework for implementation also remains true to this approach.

The Strategy is necessarily broad with very many elements to it. There are a huge number of organisations participating in activities contributing to one or more element of it already consciously or unconsciously. The fact that there are so many groups involved is a strength but also presents difficulties in developing a systematic and planned implementation.

The Strategy Steering Group is currently considering how best to implement the Strategy and has not finalised its deliberations on this. The framework being considered currently is one involving representatives from a cross section of the recreation and sports organisations acting as a coordinating and monitoring group. This group would meet perhaps three or four times per year to:

- Identify priority areas within the Strategy for additional focus (recognising that there are groups working on each element anyway).
- Receive and endorse action plans from lead agencies for each section of the Strategy.
- Identify ways to overcome issues and blocks identified by the lead agencies.
- Identify linkages between the initiatives being taken in one area with initiatives being taken in another.
- Review progress on the implementation of the Strategy and report it to the wider recreation and sport community.

In addition a 'lead agency' would be identified for each part of the Strategy. The roles of the lead agency being to:

- Pull together the agencies involved in a particular area of activity (lead agencies will specifically be asked not to undertake work on areas of the Strategy alone unless there are no other relevant agencies to participate)..
- Identify what is already happening relevant to the area of the Strategy.
- Plan the way forward in the relevant area of the Strategy.
- Seek sign off for plans from central coordinating/monitoring group.
- Raise issues and blocks to moving forwards with the central coordinating/monitoring group
- Report progress to the central coordinating/monitoring group.

These ideas for the implementation framework are at their preliminary stage of development and require further consideration.

There is a particular duty on the Council as the initiator and leader of the Recreation and Sport Strategy process to ensure that its own actions are contributing as much as possible to the directions identified in the Strategy. To some degree this is about what the Council does in the recreation and sport area and to some degree it is about how the Council does it. To this end there is a need to examine the Council's recreation and sports activities in the light of the Physical Recreation and Sport Strategy. Staff will be considering how best to carry out this sort of examination.

There are no immediate resourcing issues for the Council related to the completion of the Physical Recreation and Sport Strategy. However it is a fair assumption to conclude that recreation and sports organisations will use the Strategy where they can as a tool when seeking funding or other assistance from the Council. There is very little in the Strategy that specifically ties the Council to a particular course of action.

The Physical Recreation and Sport Strategy should however provide some sort of guidance to the Council in considering such requests. The Council will still have the opportunity to consider the request for funding or assistance and to decide how it wants to respond to it using the Strategy as a guide. Having established the degree of fit with the Strategy the questions for the Council will remain:

- Does the Council want to devote the additional resources being requested to recreation and sport?
- Is the proposal before the Council the most effective way of using the resources requested to achieve the directions in the Strategy?

## CONCLUSIONS

The Strategy process has been effective in bringing many of the relevant organisations in the city to look at the challenges facing the sector and where it should be heading in to the future. The Strategy indicates directions that the Council should work towards along with other organisations in the sector.

There remain significant challenges in developing a framework for implementation for the Strategy.

## NATURAL + PEOPLE + ECONOMIC STEP ASSESSMENT

#	CONDITION:	Meets condition ✓✓0*	HOW IT HELPS MEET CONDITION:
<b>The Natural Step</b>			
N1	Reduce non-renewable resource use	0	Many recreation and sports activities are users of mining and fossil fuels. However some forms of recreation involvement encourages people in to natural areas increasing awareness of issues related to the use of fossil fuels and increasing sensitivity to natural systems. In addition recreation and sport can be a vehicle to increase people's capacity via improved health to use transport modes involving greater levels of physical activity e.g. walking and cycling.
N2	Eliminate emission of harmful substances	*	Some recreation and sports activities involve the production of emissions, the usage of hazardous substances and create waste.
N3	Protect and restore biodiversity and ecosystems	0	Recreation and sport provides a significant argument for the provision of green space and can be a vehicle to enhance environmental education. At the same time some recreation and sports activities can erode natural environments and have other negative impacts. There is a case for balancing recreational use of natural environments with conservation.
N4	People needs met fairly and efficiently	NA	NA - See People Step + Economic Step
<b>The People Step</b>			
P1	Basic needs met	0	The Physical Recreation and Sport Strategy does not significantly contribute to meeting people's basic needs.
P2	Full potential developed	✓✓	Physical Recreation and Sport Strategy ultimately aims to increase participation amongst Christchurch people in sport and recreation. This has outcomes of improved health, is essential to human development and people developing their potential and is strongly correlated with perceptions of quality of life.
P3	Social capital enhanced	✓✓	Participation in recreation and sport is significant in building strong communities and families.
P4	Culture and identity protected	✓	Recreation and sport are at times vehicles to develop local identity and pride e.g. around a sport club or sports team.
P5	Governance and participatory democracy strengthened	✓	Many recreation and sports organisations are voluntary organisations in which local people come together to meet their own needs. Recreation and sport can be the vehicle to develop community leaders who later may become involved in a wider range of issues, local politics etc.
<b>The Economic Step</b>			
E1	Effective and efficient use of all resources	✓	A major theme of the Physical Recreation and Sport Strategy is to provide direction and a mechanism for the many disparate groups in the recreation and sport sector to work together in a more coordinated and collaborative way. The believe being that by doing so we will collectively be able to achieve more with the money and other resources being used. Recreation and sports activities can play a role in preventative health reducing health care costs, early interventions reducing justice and social service costs etc.

E2	<b>Job rich local economy</b>	✓	Recreation and sport do provide employment for a significant number of people in an area which they are generally passionate about. Some elements of the Strategy have clear economic benefits, e.g. the attraction of visitors to sports events, increased productivity and decreased absenteeism from people participating in recreation and sport. On the other hand there is a cost to rates that is being sourced to some degree from businesses.
E3	<b>Financial sustainability</b>	0	The Strategy hopes to achieve more from the resources the Council and others contribute to the recreation and sport area. The Strategy is not one in which the Council's financial commitment can be clearly quantified or the benefits measured in a pure cost:benefit way. It is likely that many of the benefits from the Strategy will accrue to the citizens and organisations within the city rather than directly to the Council itself. However the Strategy will be a useful tool in helping the Council direct it's financial resources where they will have most impact.

**Staff**

- Recommendation:**
1. That the Physical Recreation and Sport Strategy be approved.
  2. That the members of the Recreation and Sport Strategy Steering group be thanked for their extensive participation in the recreation and sport strategy process.
  3. That staff continue to work on developing a framework for implementation of the strategy that builds on the cooperation and collaboration between agencies used in the development of the Strategy.

**Chairman's**

**Recommendation:** That the above recommendation be adopted.