



# **Social Inclusion in the City of Hamilton**

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**Sherri Torjman and Anne Makhoul**

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## *Executive Summary*

In 2015, the City of Hamilton will have the privilege of co-hosting the Pan/Parapan American Games (“Pan Am Games”). It will share this honour with 16 municipalities in southern Ontario.

The Community Services Department sees this role as a significant opportunity for the City. It means not only the construction and retrofit of venues that will be left as part of the vital physical space of the community. Equally and perhaps more important, the Pan Am Games provide a unique springboard from which to effect change. It is a chance to have a lasting impact on the way in which the City engages with citizens and opens its doors to their participation.

At the end of the day, the legacy of the Games will not be the buildings that are left behind. It will be the building blocks that the Games have helped create.

The Games can be used as a lever to raise awareness of these issues. The purpose is not only to organize a socially inclusive sporting event. Rather, the intent is to use the Games as a way to create a socially inclusive community that will remain so before, during and long after their completion. Social inclusion ideally will become a lens for all actions undertaken by the City.

While the term ‘social inclusion’ does not have a single, commonly accepted definition, it incorporates several key components: tackling poverty and providing opportunities for active engagement and participation in society. In reference to international sporting events, social inclusion has been used to describe efforts that seek to increase volunteerism, create accessible and affordable sporting venues, involve local businesses in Games’ contracting work and enable people living on low incomes to attend events.

But *all* citizens can benefit from environmentally-friendly construction and site selection. All residents of a community can take advantage of post-Games sporting venues and affordable housing. All neighbourhoods gain from transportation improvements that ease access to the Games communities.

Major sporting events have the potential to create a shared experience and leave a lasting impact upon a city.

In most cases, post-Games legacy typically has not been defined in terms of social inclusion, though the City of Glasgow’s work in preparation for the 2014 Commonwealth Games is moving in this direction. In fact, international sporting events have been criticized for the expense involved in their development and operation compared to their relatively low after-Games impact. In focusing explicitly upon social inclusion as a legacy issue, the City of Hamilton is breaking new ground.

The wide-ranging recommendations for practical implementation of social inclusion are summarized in Appendix 1. It sets out specific actions that the City can take to advance this concept through three main areas of activity: engagement, participation and employment.

Because of the high profile of the Pan Am Games, the creative application of the concept of social inclusion can help put the City of Hamilton on the map as a world leader. But references to the City need not imply that this important work is the role only of the formally elected Council. It is the responsibility of the entire community, which stands to benefit greatly from the effective implementation of this concept.

The participation of diverse sectors is essential to the success of this work. City Council can act as convener of the many actors: voluntary agencies; local businesses and their representative organizations; schools, colleges and universities; arts groups and cultural institutions; recreational and sport associations; youth groups; neighbourhood associations; and private funders. They all have a vital role to play in translating this ideal into action.

### ***The concept of social inclusion***

Social inclusion means that all individuals have an opportunity to participate in and contribute, to the best of their ability, to the community. Inclusive communities remove more than just physical obstacles. They also reduce financial barriers to participation and seek to engage citizens in meaningful ways.

Social inclusion means that citizens and the City work together to create a caring community that respects difference – whether rooted in income status, age, disability, gender identification, sexual orientation, Aboriginal status, race or creed.

Social inclusion means that citizens and the City work together to ensure access to the resources, relationships and opportunities that ensure participation and inclusion, with solutions to barriers that allow people to participate in the way they determine.

Social inclusion means that citizens and the City work together to promote community and economic participation. *Engagement, participation* and *employment* are the three core components of social inclusion. It should be noted that these three elements are not listed as such in any single definition of social inclusion. Rather, they derive from an extensive analysis of a wide-ranging body of international research. The 2015 Pan Am Games can provide a strong foundation to help create these positive conditions.

### ***Important work already done***

Hamilton has a long history of responding to environmental, economic and social challenges. In 1992, it first published *Vision 2020*. This blueprint was developed with the input of

citizens, City Councillors, businesses and organizations, and is renewed every five years.

*Vision 2020* lays out the main elements of a strong, healthy and sustainable City. Its guiding principles and 14 themes continue to anchor and inspire municipal planning and programming. The Community Well-Being and Capacity Building theme, in particular, seeks to tackle social issues that are barriers to public participation and affect community well-being.

*Vision 2020* provides a strong conceptual foundation for several key legacy projects. These include the City's work to institute light rail transit, a Downtown and Community Renewal Plan, and a Tourism Strategic Plan. Recreation is another core theme. The City continues to develop plans to offer diverse recreational opportunities and recently released the *Hamilton West Harbour Waterfront Recreation Master Plan*. These legacy projects all embody the City's long-term commitments to building, renewing and expanding Hamilton's services and infrastructure.

With respect to social inclusion in particular, the City has already carried out some important work in this regard. In 2009, it collaborated with several community partners to produce *The Playbook: A Framework for Human Services Planning*. The guide provides concrete suggestions for putting into practice the City of Hamilton's vision: *Being the best place in Canada to raise a child, promote innovation, engage citizens and provide diverse economic opportunities*.

To achieve this vision, the City recognizes that it must respond appropriately to the human services needs of a diverse population. Human services include early childhood development, employment services, income support, public health, recreation and housing.

*The Playbook* notes that responsive planning involves a collaborative approach. It calls for shared vision and joint planning that evolves from the same page with the same information. Solutions may go beyond traditional human services and even beyond government.

Responsive planning is rooted in the principle of social and economic inclusion, which acts as a lens through which every aspect of human services planning must be viewed. The goal is to move away from poverty and disadvantage, and from barriers and marginalization. The ideal of inclusion, by contrast, seeks adequate income, reduced disparities and opportunities for all citizens to participate in the community.

*The Playbook* sets out the ways in which the City can take steps to promote economic and social inclusion. All policies and practices must accommodate a diverse community. The City should create opportunities for marginalized groups to contribute to the planning and delivery of human services. It must also ensure that programs and services are accessible and affordable.

In February 2010, City Council directed staff to focus on social inclusion. This work would be carried out in collaboration with the Hamilton Centre for Civic Inclusion, Hamilton Roundtable for Poverty Reduction and other local stakeholders.

## *The benefits of social inclusion*

Building an inclusive city is the right thing to do. It is respectful of the citizens whom the City is intended to serve. It is respectful of human rights codes that govern all public action in the country. It is respectful of the *Equity and Inclusion Policy* that the City already has in place.

Passed in August 2010, Hamilton's *Equity and Inclusion Policy* commits City Council and corporate management to embed principles of equity and inclusion within their business practices and delivery of service. It incorporates a commitment to meet the needs of underserved communities. In fact, the policy refers explicitly to ensuring that all residents must have equitable access to City services, programs and opportunities. A second principle ensures that diverse communities and individuals are included in crucial decision-making tables during public engagement processes.

It should be noted that, in March 2011, the Toronto organizing group for the Games released a *Pan Am Diversity Policy*. It encourages participating cities to be respectful of the diversity of their communities and to include representative groups on their teams when considering work related to the Games.

Building an inclusive city is important not only from a human rights perspective. It also makes good economic sense. The City stands to gain financially and to save money in the long run when it pays attention to the factors that promote a sense of belonging, participation and economic opportunity. There is a growing body of evidence that points to the negative effects of exclusion in terms of anti-social behaviour, violence and unsafe neighbourhoods.

In some cities, the business community itself is recognizing the value of social inclusion – both for its own members and for citizens of the community, more generally. The Toronto Board of Trade, for example, recently published a report that sets out the economic benefits of social inclusion. *Lifting All Boats: Promoting Social Cohesion and Economic Inclusion in the Toronto Region* makes a series of cogent arguments for this investment.

The report describes the benefits of working regionally to overcome barriers to immigrant employment. It argues that newcomer populations in the Toronto region represent a wealth of skills, education, commercial and industrial know-how, and that their many languages and cultural connections make southern Ontario a place of rich human potential.

*Lifting All Boats* notes, for example, that by 2011 Canada's net labour force growth will depend entirely on immigration; the Toronto region already relies on immigrants for its labour force growth. Unfortunately, however, the region loses an estimated \$1.5 to \$2.25 billion each year by failing to recognize the qualifications and experience of immigrants. There is substantial economic value to ensuring active labour market participation.

Paying attention to social inclusion can create other advantages. It provides an opportunity for City Councils to gain positive recognition for their awareness of social issues and for

being forward-looking. Municipal governments today are at the forefront of significant challenges including racial and other forms of discrimination, economic marginalization of many citizens, a stressed or declining local economy, poverty and homelessness, drug use and crime. The social inclusion umbrella enables local governments to tackle these interrelated and complex problems.

### ***Putting the concept into practice***

The lens of inclusion is a robust vision. It sees a world in which every person is a full citizen. Every individual – regardless of colour, creed, gender identity or ability – can partake in and contribute to community life. The role of the community is to help make that happen.

As noted, the concept of social inclusion consists of three key components: engagement, participation and employment. Each of these core areas is discussed below. They build on significant work on social inclusion undertaken by the Vancouver 2010 Winter Olympics, described more fully in Appendix 2.

#### ***A. Engagement***

Engagement provides an opportunity for community members to express their thoughts, feelings and concerns about the issues that affect their lives. *The City can enable engagement by creating safe spaces for ongoing community conversations about social inclusion.*

Ideally, the City will reach out to residents where they are – in their neighbourhoods, schools and community centres. The City will go to the places where people already gather in local coffee shops, arenas and libraries.

Engagement means giving voice not only to those typically marginalized from larger community decisions. It should also include the ‘unusual suspects’ like business people, university professors and members of service clubs. Involving these individuals in community conversations can help raise awareness about inclusion as well as create opportunities for training, employment and volunteer participation.

Engagement often takes the form of consultation. There is a significant difference, however, between these two functions.

Consultations generally present a set of predetermined options for citizen feedback. While important, consultation usually takes place after major decisions are already made. Community members are asked to select their preference of two or three predetermined options.

Engagement, by contrast, involves active participation in the formulation of possible responses. It seeks to reach out to citizens and listen to their views – perhaps even asking them

what solutions they would suggest rather than presenting them with a limited selection of possible answers. The City of Hamilton *Playbook*, for example, talks about a continuum of engagement starting with passive and reactive modes, and moving toward participation, empowerment and leadership.

The City may want to consider a process in which citizens are involved in defining their core areas of interest, not merely responding to a set of proposals already created. In fact, some would argue that it is important to engage citizens even earlier in the process by actually defining the nature of the questions to be addressed.

There is a *caveat* that should be noted at this point. Because decisions have already been made in certain areas by Pan Am organizers at the national and international levels, there should be clarity around the outstanding points for deliberation. Citizens' views may still be relevant, however, to other areas of City business that can endure beyond the completion of the Games.

There are many ways to hear citizen voice – including traditional methods such as invitational roundtables, town hall meetings, newspaper coverage and personal interviews. But there is also a new and emerging world of possibilities rooted in the burgeoning use of social technologies.

*The City could set up a Facebook page for the Pan Am Games in which it invites residents to share their views on the concept and practice of inclusion. It can send out regular updates about community meetings or available employment/contract opportunities via Twitter in addition to using traditional forms of communication, such as ads in the Hamilton Spectator and ethnic press.*

*Given the Games' demographics, media outlets that reach Caribbean and Latin American community members should receive special attention. These two groups have been traditionally racialized and marginalized. It is essential to include their press representatives in communications efforts.*

*Young Hamiltonians can be attracted through social media, games and events that are fun. In fact, use of the terms 'engagement' and 'inclusion' likely should be avoided as it is not language typically employed by young people – or many other community members for that matter. The City should incorporate into its youth engagement strategy the findings of the *Seeking Better Outcomes for Youth in Hamilton* report released by the Social Planning and Research Council in January 2011.*

There are also many non-traditional methods for capturing citizen views. *The City can encourage expression of the concept and practice of social inclusion through art work drawn by elementary school students, photos taken by youth in middle or high school, or essays written by university students as part of their course work. Visual representation of the concept is helpful for individuals who may have difficulty with written communication or for those for whom English is not a first language.*

*Drama productions represent another way to encourage the expression of views. Mime theatre can enable all individuals to express their views even if they do not have the language capability or skills for the verbal articulation of their thoughts.*

Recognition of arts and culture is a vital element of social inclusion. There is wide-ranging evidence that community events and celebrations – such as festivals, parades and block parties – are important to communities not just because they are fun.

These celebrations help keep neighbours in touch with each other and reinforce the networks and associations that make neighbourhoods strong. These events are a vital means of creating community ‘glue,’ which strengthens and secures the social fabric especially among different cultures.

There is also growing acknowledgement that diversity is good – not just for the economy, as noted in the Toronto Board of Trade report, earlier discussed. Appreciation of difference is crucial for a healthy society. A socially inclusive society embraces and celebrates its diverse cultures and language.

Cultural events generally place in formal facilities. But they also can be organized in outdoor spaces to make interesting ‘streetscapes.’ They can be held in neighbourhoods or along transit routes so that they are brought closer to where people live and effectively are embedded in local neighbourhoods. From this perspective, public transit becomes more than just a means to get to a place. It can act as a vehicle (so to speak) for community building.

*The Pan Am Games provide a unique opportunity to celebrate the diversity of the City of Hamilton as well as participating nations from around the world. The City should stage wide-ranging cultural events as part of the Games. Food concessions should reflect the cultural diversity of the City of Hamilton as well as the countries represented at the Games.*

*Students and persons living on low income should be included in the planning, organization and performance of cultural events. These events should be organized at minimal or no charge to encourage participation by residents of and visitors to the City of Hamilton.*

*There are many possibilities for cultural exchanges that can be enabled by the Games. Students from the City of Hamilton can be paired with students from selected countries participating in the Games and can communicate with each other about their respective cultures. Each school can pair with a school in a different country.*

*Alternatively or in addition, the City of Hamilton can twin with a selected city from one of the participating nations in the Games. It can undertake a wide range of cultural and arts exchanges with this partner.*

These types of activity help celebrate diversity. Storytelling about cultures can help build bridges among difference in the community.

As in its other work, the City should consider striking a small sounding board or advisory group to ensure that it captures the major components of inclusion. The sounding board could be composed of representatives from people living in poverty, youth at risk, new Canadians, persons with disabilities and Aboriginal people.

The City may also want to appoint a separate group to act as a monitor for accessibility, discussed below. It could be responsible for assessing the work related specifically to the Pan Am Games including information, site venues, transportation, housing, cultural events and guest facilities.

A separate group is suggested because places and materials that appear accessible at first glance often have embedded barriers such as small washrooms, websites that cannot be translated by Braille readers, step ramps and complex language. These obstacles may not be apparent until directly identified by persons with disabilities.

The good news is that the City of Hamilton has already done some important work on accessibility. It is also aware of the need to listen to and engage citizens in decisions that affect them. *The Playbook: A Framework for Planning Human Services* talks about the fact that an understanding of emerging community needs and interests is a fundamental building block for integrated human services planning.

The guide speaks to the need for authentic community engagement involving those who are affected by, use and/or provide human services. It refers to community engagement as “people working collaboratively, through inspired action and learning, to create and realize bold visions for their common future.”

The most vulnerable citizens in any community, notably those who are homeless, persons with disabilities and households living on low income, generally have few occasions to contribute their ideas about the programs, services and supports that are designed, ironically, to help them.

At the very least, the citizens of Hamilton should be engaged in discussion about the concept of social inclusion. This engagement is crucial for several reasons. First, citizens can help shape the agenda by adding their ideas to the mix of possible actions. Second, the act of participating in these conversations raises awareness about the many dimensions of this complex issue.

In short, the City can demonstrate the essence of social inclusion by the very way in which it engages with citizens around this concept. *The Playbook* sets out some key guidelines in this regard. Citizens and organizations are informed of issues. They provide input into selected priorities and decision-making. They help initiate and lead in identifying issues and planning action.

In some ways, the engagement of citizens is easier said than done. Many members of the community have not played an active role in the past and may not believe that they can make a

meaningful contribution to this process. In other cases, the time crunch that most families experience makes it difficult to squeeze volunteer or community work into their already busy schedules. Still others cannot afford to participate in community discussions because of travel or child care costs.

It is important to reduce barriers to participation – by providing, for example, supervised child care during public consultations, soup and sandwiches (for the children as well) if these meetings are held at or near meal time, or a small payment to cover travel and child care costs. The availability at selected meetings of language and sign interpreters might also be considered to encourage the participation of new Canadians and persons with hearing impairments, respectively.

Engagement usually seeks the views of individual citizens or groups typically excluded from decision-making processes. But insights about the concept and practice of inclusion need not come only from individuals or groups. The City can make an effort to reach out to the residents of selected neighbourhoods.

It would be informative, for instance, to explore the meaning of social inclusion from the perspective of the neighbourhoods in which residents live. Appendix 3 briefly describes the eight neighbourhoods identified as vulnerable by the Hamilton Community Foundation.

This place-based perspective is important because the identified issues may be somewhat different than those raised by individuals alone. For instance, while a given resident may talk about the need for affordable or accessible public transportation, an entire neighbourhood may identify improved public transit service – in terms of availability – as their priority.

The engagement process can also extend beyond improvements to selected neighbourhoods to include core regions of the City. In a January 2011 submission to City Council, the Hamilton Roundtable for Poverty Reduction highlighted the many ways in which the redevelopment of the centrally located Ivor Wynne Stadium Complex could promote the goal of social inclusion. The Roundtable advanced a more comprehensive approach that puts citizen input at the forefront, along with considerations of mixed-income housing, utilization of green space and ongoing access to community and multi-use sports facilities.

There is precedent for this type of broader redevelopment approach. The 2002 Commonwealth Games in Manchester, for example, selected a former brownfield site as the location for a 36,000-seat stadium facility, which was built to house a National Cycling Centre, Indoor Tennis Centre and English Institute of Sport. The engagement of citizens in the design of the sports complex is described in Appendix 4 on the Manchester Commonwealth Games.

## ***B. Participation***

The inclusion lens seeks to ensure the active participation of all citizens in the cultural, recreational and social life of the community. Paying and playing are no longer the same word. The primary role of the City is to create an enabling environment which actually encourages that participation. It is guided by two core principles – accessibility and affordability – both of which are discussed below.

### ***i. accessibility***

Participation in the community starts with accessible communications. *General principles regarding accessible communications should apply to information and materials on the Pan Am Games.*

*Games-related information and materials should be written in clear language and made available in alternate formats including cassette, Braille, variable font sizes and electronic formats friendly to print readers. Games-related information and materials should be presented in the major languages spoken in the City of Hamilton and in Commonwealth countries.*

Of course, the notion of accessibility goes well beyond communications. Some groups face barriers that exclude them from participating in the community – both physically and socially.

The first step in building an inclusive community is to ensure that all members are able to move freely and to engage in its social, economic and cultural life. The inclusion agenda begins by efforts to open the door – literally – through barrier-free design.

This design is helpful not only for persons with disabilities but for all community members. As the population ages, barrier-free design will become increasingly important. In fact, it should be the norm – not the exception. Ramps and curb cuts are helpful for seniors, for persons with mobility impairment and for parents pushing baby strollers. Low telephones can be accessed by persons in wheelchairs and by young children. Large typeface is accommodating for all, including the growing numbers whose eyesight and hair colour are fading.

Ontario has assumed an active leadership role when it comes to accessibility. It has enacted legislation that requires municipalities and other organizations to meet designated standards. The *Accessibility for Ontarians with Disabilities Act* sets out the goal of an accessible Ontario by 2025. It uses the same definition of disability as the *Ontario Human Rights Code*, which includes both visible and hidden disabilities.<sup>1</sup>

Visible disabilities, such as mobility and sensory impairment, are often evident by virtue of the individual behaviour (e.g., someone using sign language) or through the use of technical aids and equipment (e.g., wheelchair or seeing-eye dog). Invisible disabilities, by contrast, refer

to impairments that are generally not immediately obvious. They include intellectual or developmental, learning and mental health disabilities.

Moreover, some people experience disabilities in which their symptoms recur and remit. They may be able to function well at times and then experience serious impairment in daily activities when their symptoms recur.

When considering how to make an organization, venue or procedure more accessible, it is important to recognize both visible and invisible barriers – the factors that prevent persons with disabilities from participating in the social or economic life of their community.

Barriers may be as obvious as architectural or structural items related to building design – stairs, doorways, hallway width and room layout. The type size, colour, use of language and overall format can make text materials either clear or confusing. Many people struggle to use computer systems, telephones and other communication aids, or they may not own a computer or other tools they need to acquire important information. Policies and procedures may deny a person with a guide dog access to a building or service, such as transportation.

By far, the hardest obstacle to overcome involves attitudes. Not knowing how to communicate is a lack of skills. But not wanting to know how to communicate is an attitudinal barrier, which can result in discrimination or the assumption of poor work performance due to the disabling condition.

The provincial legislation requires the Ontario government and the broader public sector, which includes municipalities, public transportation organizations, colleges and universities, hospitals and school boards, to develop annual accessibility plans. The City of Hamilton already has undertaken some important work in this regard, having developed its first Disability Plan in 2003. Annual updates have been published since that time.

In 2006, Hamilton Public Works published *Barrier-Free Design Guidelines*, updating its original 1994 standards. The newer guidelines now exceed provincial accessibility standards.

In 2008, the City's Advisory Committee for Persons with Disabilities helped identify obstacles, propose solutions and provide advice regarding changes to operational processes and policy documents. The year of consultations resulted in an updated 2009 Accessibility Plan. By 2010, priority items from the Advisory Committee were incorporated in several departmental initiatives.

*Games-related events, facilities and venues should be accessible to all citizens, athletes, visitors, employees and volunteers. Sporting facilities and venues related to the Games and existing recreational structures in the City of Hamilton should be built or retrofit in accord with the City's Barrier-Free Design Guidelines.*

*Cultural facilities and venues related to the Games and the City of Hamilton should be built or retrofit to the standard set with the City's Barrier-Free Design Guidelines.*

*New building and accessibility modifications should adhere to the highest environmental standards, including use of green building materials and renewable fuels.*

*Staff, volunteers and contractors should receive training to help them respond appropriately to the needs of persons with disabilities who, in turn, should have opportunities to provide feedback on how well their needs are being met.*

Even though the City of Hamilton is not hosting the ParaPan Games, it nonetheless can make a special effort to engage athletes with disabilities by ensuring the accessibility and affordability of facilities, equipment and training opportunities. The City can pay special attention to the stories of these athletes and provide them a platform at local events, in schools, and at conferences and meetings to share how they were inspired to achieve success.

## ***ii. affordability***

The lens of inclusion checks for more than physical entry. It also ensures the ability to pay. Programs and facilities must enable participation by all members.

The problem of affordability is exacerbated by funding challenges at the municipal level. All local governments, including the City of Hamilton, face cash crunches in light of large and growing responsibilities with limited revenues other than property taxes and user fees. These fees make it difficult for many residents to participate in recreational and cultural programs.

Entry fees also prevent many families from partaking in community activities, such as arts festivals, music or sports events, or cultural celebrations. Programs billed as 'community events' often exclude many members.

As City budgets shrink and service demands grow, items like recreation and culture come under serious pressure. They may seem less important than roads, sewers and other essential services. However, as Hamiltonians know from *The Hamilton Spectator's* Code Red series, poverty in the form of economic, emotional and social deprivation can shorten lifespan by an average of 20 years. Finding ways to allow more people to access the life of the community is not just a sports-event luxury, but an everyday imperative.

Research evidence from a variety of fields is pointing to wide-ranging benefits – in the areas of health and well-being, skills development, social capital and economic strength – from investment in culture and recreation. Health and activity go hand in hand. Learning and skills development, enhancement of self-esteem, social skills and participation in community life all increase in proportion to a person's involvement in recreational and cultural activities.

Social inclusion implies equal opportunity for all children and youth to participate actively in society and to develop their capabilities, leading to equitable life opportunities. Recreation and physical activity are prime contributors to a healthy lifestyle for all but are especially important to the healthy development of young people.

Research evidence has found that children and youth living in poverty do not participate in recreation and physical activity as much as their wealthier peers. The National Longitudinal Survey of Children and Youth found that children's participation in recreational activities increases with levels of income. Children from low-income households face barriers that restrict access to quality recreation and physical activity opportunities. These obstacles relate to lack of facilities in the community, transportation, family support, awareness, safe places to play and child care.

Much of the exemplary research on the value of recreation for households living in poverty has been carried out at McMaster University in Hamilton. A major study conducted by Dr. Gina Browne and colleagues found that when low-income families and their children participated in recreation as part of an integrated community strategy to deal with problems related to poverty, they showed marked improvement in many areas of their development. In fact, recreation was found to pay for itself through reduced use of social and health services such as probation, child psychiatry, psychology and social work.

More recently, the *Hamilton Spectator's* Code Red series has helped residents appreciate the links between income and health outcomes, and has created support for measures that bridge income and lifestyle gaps. The preventive physical, mental and social benefits of active participation make clear that recreation is an integral part of health and well-being.

It is of interest that the Rio de Janeiro 2016 Summer Olympics have explicitly identified sport as a vital means of achieving social inclusion. These efforts are described more fully in Appendix 5.

The City of Hamilton has long recognized the importance of access to recreation for all citizens, but especially for low-income households. In 1999, its National Child Benefit reinvestment was directed toward affordable recreation. When that source of funding expired, the City recognized that it needed to put in place an explicit policy to cover the provision of recreational subsidies.

In November 2009, the City's Community Services Department issued an *Access to Subsidized Recreation Programs* policy. Hamilton's Bridges program – originally established in 2001 – had offered recreation subsidies to families with low incomes, while also supporting a Youth Serving Agencies Network GROW program established in 1999.

GROW got its start from the former Municipal National Child Benefit Strategy. But funding changes made it necessary for the City to contribute \$400,000 in 2009 to continue operating the GROW program. That decision provided the Department's Recreation Division with suf-

efficient time to review program and service delivery options for allocating subsidized recreation and arts, and to develop an *Affordable Access to Recreation Policy*.

The policy drew links among childhood obesity, physical activity and the Board of Health's Social Determinants of Health Position Statement. Affordable recreation also accorded with the five critical points of investment detailed by the Hamilton Roundtable for Poverty Reduction and the province's *Breaking the Cycle* poverty reduction strategy.

Hamilton's new recreation policy, introduced in early 2010, will follow the spirit of these documents, along with the direction set by Parks and Recreation Ontario's 2009 *Every One Plays* framework. In the 2009-10 period, the City's Recreation Division contributed to the GROW program at a 3-to-1 ratio for most City-offered recreation programs including memberships, swimming lessons, summer day camp, and a portion of gym and club programs. The City also provided a 50 percent subsidy affiliate rate for minor youth sport organizations for ice, sport field and gym rentals to ensure the affordability of registration fees for families.

Beginning in January 2011, the Recreation Division introduced a three-pronged approach to affordability that provides greater access, easier access and fee assistance for registered programs. The Affordable Access to Recreation Strategy includes free access to recreational drop-in swim skate, and gym and club programs. Low-cost programs and a fee assistance program will be made available for those who require additional support.

Under this new strategy, families living below Statistics Canada's low income cut-offs will be eligible for annual subsidies up to \$150 per child to offset the costs of recreation programs like summer and holiday camps, and up to \$100 to help pay registration fees for minor sports organizations that use City facilities.

In addition, eligible households will receive a free family pass to any recreation facility. The recreation policy has been allocated \$400,000 in new funding from the current municipal Budget, with additional funds from two existing recreation programs that will be phased out in favour of the new, more holistic approach.

The principle of affordability should apply as well to the Pan Am Games. They provide an opportunity to make City-sponsored recreational facilities and programs accessible and affordable to all residents of the City of Hamilton. Prices for all Games-related sporting events should be reduced for students and low-income households, in particular. Students and low-income households should have an opportunity – during and after the Games – to join in City-sponsored recreational activities without fee as a barrier to participation.

*The Games present various possibilities for creative financing. Service clubs or local businesses, for example, might be asked to purchase blocks of tickets to enable children from households living on low income or families from vulnerable neighbourhoods to attend selected events. These sponsors would receive public recognition for their contributions while respecting the anonymity of the recipients.*

There are precedents in other cities from which to learn on the affordability front. In Calgary, for example, City administrators undertook a policy development process on social inclusion and accessibility to services. The City passed the Fair Calgary Policy Framework in 2006 as a way to reduce inequalities of accessibility, availability and affordability.

The Policy Framework supports and strengthens the social element of Calgary's Triple Bottom Line policy in terms of economic, environmental and social outcomes. The goal of both policies is to ensure that all Calgarians have access to the City's programs, services, facilities and public spaces, and that they can participate in and contribute to Calgary's decision-making and policy development process.

It is of interest that the concept of the triple-bottom line has been embedded in the Olympics Games that the City of London will host in 2012. Its approach is based on the idea that the UK must live within the world's resources. Its Sustainability Plan focuses on five key themes: climate change, waste, biodiversity, inclusion and healthy living. The inclusion theme seeks to promote access for all, celebrate the diversity of the City of London and the UK, and create new employment, training and business opportunities. Appendix 6 presents the details of the City of London's Sustainability Plan.

Affordable transportation is another essential piece of the puzzle in enabling access to recreational, cultural and employment opportunities. In 2008, the City of Hamilton instituted a half-price transit pass program. Employed individuals and families that fall below specified income thresholds may purchase the passes on a first-come, first-served basis. The City currently makes 600 passes available each month. Some flexibility in work and income sources is possible; individuals on social assistance who work part-time are eligible for the passes.

*Throughout the duration of the Pan Am Games, the City should consider lowering the cost of public transit in certain neighbourhoods or even across the region, if possible. This short-term special rate might help increase ridership in future.*

*Public transit serving all sporting facilities and cultural venues linked to the Games should operate at no cost or at reduced fare throughout the duration of the event.*

*Public transit to and from the Games facilities and venues should be accessible to persons with mobility and visual impairments, and to families with young children. Accessible and affordable options should be made available for residents, athletes, visitors, employees and volunteers unable to use public transit.*

The Pan Am Games provide an opportunity for all citizens to serve in a volunteer capacity. The City may consider the development of a volunteer training program to prepare residents for their varied roles as host for the Pan Am Games. Content would include, for example, a thorough knowledge of the region, key transit routes, major events, accessibility provisions and protocols for welcoming guests from other countries and cultures.

Volunteers effectively become ambassadors for the City. They can even be awarded a certificate that allows them to volunteer in other high-profile capacities in future. Appendix 4 describes the Manchester volunteer experience.

The City can also build on the fact that many different languages are spoken in Hamilton. There may be volunteers who speak several languages and can act as hosts to visiting athletes and tourists.

Students can be encouraged to volunteer with other students. High school students can be invited to share their ideas about community inclusion, for example, with elementary school children. Within the same school, older students can work with younger students to help organize cultural festivals involving art, music, theatre and dance. Students can work on projects about visiting athletes from various cultural backgrounds.

*Citizens of all ages and from all walks of life should be included as volunteers for the Games as site guides, seating hosts, drivers, interpreters, providers of temporary housing and other activities. All residents can be involved as volunteers in a hosting or billeting capacity to ensure affordable accommodation for athletes and visitors.*

*Members of marginalized communities should be identified and trained as volunteers for all sporting, recreational, cultural, service and communications activities related to the Games. An audit of volunteer applications can ensure that these are easy to understand and accessible to all prospective applicants.*

*Young people can be encouraged to volunteer. They may be paired with other students or with seniors to provide assistance at the Games.*

*Visiting athletes can act as volunteers. They can be invited to speak to groups of school children and youth about setting personal goals and taking concrete steps that lead to the fulfillment of those goals. Local athletes, including those with disabilities, similarly can be invited to make these presentations.*

The City can draw some important lessons from the *Our Millennium* project spearheaded at the turn of the century by the Community Foundations of Canada in association with local community foundations. The purpose of this national initiative was to encourage Canadians to become engaged in a personally meaningful way in 'giving back' to their community.

The principle upon which the effort was based was profound: Every person, no matter their background or level of income, can make a contribution to the community. Creating the opportunity for each citizen to share his or her own unique gift is entirely consistent with the concept of social inclusion.

### *C. Employment*

In addition to the key pillars of engagement and participation, the concept of social inclusion seeks to create opportunities for all residents to participate, where possible, in the economic life of the community. Some individuals are unable to work fully or even partially in the paid labour market because of a number of barriers. But many others are excluded – not by preference but by prejudice.

The City of Hamilton has both a direct and indirect role to play in influencing the availability of employment opportunities. Its direct actions involve the hiring of persons with disproportionately higher rates of unemployment. Of course, there are union and seniority provisions that must be respected in this practice.

Nonetheless, the City's recently approved *Equity and Inclusion Policy* provides a good foundation to encourage this role. The City can work in partnership with external organizations to identify and support the employment of individuals from a diverse range of circumstances and backgrounds.

A second route to increasing job opportunities for groups typically underrepresented in the labour market is to raise awareness of the capacity of these individuals and their availability as prospective workers. Successful stories about community business or social enterprises are often powerful motivators – especially if these stories are told from the viewpoint of the employer.

Social enterprises are organizations that seek to make a profit while at the same time meet a fundamental social need. They blend money and meaning. A small organization can make a profit (economic objective) by building social housing (social goal). Social enterprises can intensify the social value by hiring people from groups with disproportionately high rates of unemployment. Inner City Renovation Inc. in Winnipeg, for instance, operates this type of business.

Another example of a successful social enterprise, A-Way Express, involves a courier service that employs psychiatric survivors (individuals who have been extensively involved with the mental health care system) to make the deliveries. Again, the firm combines private profit with social purpose.

There is a burgeoning enterprise sector in which Aboriginal people are involved in a wide range of enterprises, including environmental management and ecotourism. They seek profits while at the same time create jobs explicitly for groups who experience disproportionately higher rates of unemployment.

A third route to enhancing job opportunities for these groups is to build a hiring expectation into the contracts that the City signs with the providers of required goods and services,

whether from the private or voluntary sectors. This practice is known as ‘social procurement’ and is rooted in purchasing power.

While this approach may be relatively new for some local governments, consumers have long known the value of their purchasing power. They effectively can vote with their wallets by buying certain products that they like and purchasing less of – or none at all – of the products that they dislike.

Purchasing decisions typically are made on the basis of three factors: consumer need, product quality and price. Increasingly, however, consumers are adding a fourth variable to the equation: their values. They may buy products, for example, that explicitly avoid the use of child labour or that are made with environmentally friendly ingredients. They may patronize companies that direct a certain percentage of profits toward social or environmental causes, such as breast cancer research, wildlife preservation or earthquake relief.

As consumers have become more aware of their power, many companies have linked with causes they believe will attract a consumer base they otherwise would not have had. Some now advertise the cause with which they are affiliated as much as the product they produce or the service they deliver.

The federal government has long been aware of the power of its dollars – known formally as the federal spending power. In return for the transfers of funds, Ottawa typically embeds a set of guiding principles in its agreements with provinces and territories. These principles effectively act as conditions to be respected by recipient governments.

At all orders of government, contracts, grants and contributions have always come with a set of conditions to which the providers of goods and services must adhere. The public dollars basically require a certain set of behaviours.

By virtue of the fact that the enterprise or voluntary organization that won the bid will be receiving taxpayer dollars, there is growing interest in some form of reciprocity agreement. This exchange is at the heart of social procurement. The successful bidder not only must deliver high-quality products or services. It also is expected to return something to the community that has enriched its bottom line.

While governments have long recognized the power of embedded terms and conditions, the expectations associated with contractual arrangements typically took the form of legal, ethical and efficiency considerations. There is a new dimension that has become increasingly recognized in recent years: community benefits.

Community benefits refer to the notion that the benefits of a given contract should be felt more broadly than by just the firm or organization that derives monetary gains in the form of cash payments. The community as a whole can ‘win’ through greater awareness of the training and employment needs of groups typically underrepresented in the labour market, skill development

and job opportunities for these individuals, more business for local companies and increased support for voluntary organizations.

In terms of employment, community benefits can mean that the successful bidder provides job opportunities to designated groups – such as persons with disabilities, Aboriginal youth, new Canadians and young offenders. In theory, the community benefit provisions need not necessarily involve a promise to hire in relation to the precise contract. There may be other appropriate job opportunities that the organization can offer.

However, de-linking the community benefits clause from the actual contract makes it difficult to monitor the results and tie payment directly to those outcomes. Neither is there any bargaining room. There can be no threat to withhold funds in future unless the payment relates to actual performance.

The jobs providing community benefits typically are linked directly to the contract at hand. The company promises to hire, in fulfillment of the contract, a certain number or percentage of individuals considered hard-to-employ. Another variation on the employment theme involves encouraging social enterprises, earlier described, to actually apply for the contracts.

Community benefits can also involve training prospective employees in a field in which it may be difficult to find individuals with the requisite knowledge and skills. The community benefit, in this case, takes the form of skills development. It also helps raise awareness among employers and community members, more generally, about the value of people who often get overlooked as potential workers.

It is possible that in certain workplaces, such as construction sites, the nature of the work means that a company can hire only those individuals specifically trained in a given trade. There may be insurance, health and safety, or union-related constraints in terms of paid employment.

But so long as health and safety precautions are taken, there may well be many opportunities for training. These may not result in immediate employment because participants may have to complete an apprenticeship or require additional skills. But the very act of participating in a project as trainees may afford them the confidence to pursue a skilled trade or return to school. This is particularly true in light of the many infrastructure projects identified in the *Made in Hamilton Infrastructure Solutions* report prepared for the City of Hamilton by the Canadian Urban Institute.

The experience may also provide trainees with contacts and letters of referral that they otherwise would not have had. The burgeoning literature on social capital has found that social contacts and networks can generate tremendous economic value by virtue of the informal connections that it helps foster.

Third, community benefits can involve support for designated voluntary organizations. While this approach is the least direct form of community benefit, it nonetheless can raise

awareness about certain social issues and help direct resources to organizations struggling with relatively scarce supports. The community benefits can include raising awareness about a given cause, such as the prevention of drug abuse, or directing a designated percentage of generated profits toward a local effort – e.g., the purchase of recreational equipment or musical instruments for children from low-income households.

Of course, social procurement should never be understood as a replacement for direct public investment. The fact that several enterprises or organizations are expected to provide training or employment to individuals typically underrepresented in the labour market can never replace a publicly-supported, widely available program whose purpose is to develop skills, retrain workers or assist them in making links to the job market.

At best, the community benefits derived through social procurement can be understood as a complement and supplement to solid public investment in the important areas of employment and social well-being. It is a vital tool in helping to achieve strategic objectives. Within the broader context of sustainable development, many municipalities are seeking triple-bottom line objectives related to positive social, economic and environmental outcomes.

Moreover, social procurement should not be considered an ‘all or nothing’ process. Some approaches are small-scale and can be implemented almost immediately, while others may require a greater degree of planning. Selected initiatives undertaken by the City may be readily amenable to social procurement while other areas of involvement are not, especially when high skill requirements are involved in the work.

Finally, social procurement should be seen as more than just the addition of community benefits clauses within contracts. It has far broader purposes. It is an important means, for example, of raising awareness about the employment potential of overlooked individuals. It is a way to strengthen the capacity of the local business sector. Social procurement can bolster the local economy through keeping jobs in the community.

It should be noted that work is under way in selected municipalities throughout the world to ensure that these clauses effectively become the norm in purchasing practices. Community benefits are playing a vital role in achieving the legacy principle for the Glasgow 2014 Commonwealth Games. Its work is described more fully in Appendix 7.

*Social Procurement: A Guide for Victorian Local Government* was funded by the Department of Planning and Community Development through Local Government Victoria’s Councils Reforming Business program. The development of this Australian guide was informed through an extensive consultation process including numerous community organizations, Victorian councils and Victorian Government departments and authorities.

*Commercial activity should promote social inclusion in business practices related to training, hiring, building and operations.*

*Companies and organizations receiving contracts for the Games should be required to pay a living wage.*

*Successful bidders should be required to build and/or operate according to the highest accessibility and environmental standards.*

*Businesses receiving contracts for Games-related facilities, venues and services should be required to provide training to and/or employ people who face barriers to employment.*

*Businesses receiving contracts for Games-related facilities, venues and services should be encouraged to engage with a local voluntary organization pursuing a social goal to promote training and employment opportunities for the people it serves.*

*Local small businesses and social enterprises should have access to advice and training on how to engage in the bidding process related to the procurement of Games-related contracts.*

While the Pan Am Games provide an excellent opportunity for social procurement, it is important to acknowledge that this is not the usual route for local governments or communities. As a result, most communities need some assistance in figuring out how to work in this way.

Municipalities that have had experience with social procurement have helped by setting out some guidelines. They advise to do first things first: Develop a set of clear guiding principles.

The following principles derive from the earlier noted 2010 guide for local governments *Social Procurement: A Guide for Victorian Local Government* and *Local Government Expert Support Program – Social Procurement in Practice*. Additional information can be found in the August 2005 report *Public Spending for Public Benefit: How the public sector can use its purchasing power to deliver local economic benefit* published by the New Economics Organization.

The cheapest option is not always the best value. *Best value* involves weighing the benefits of the purchase against the costs necessary for the optimum result for the community. *Open and fair competition* implies that all suppliers are treated fairly, in an open and transparent manner and have access to the same information. *Accountability* refers to the fact that there is consistency in the approach to procurement across the whole organization through coherent frameworks, policies and procedures. *Transparency* means that public procurement processes are conducted in a fair, honest and open manner, with the highest level of integrity and in the public interest.

Social procurement does not imply that Councils must compromise on either the quality or the value for money of the goods and services procured. Rather, it seeks to add value so that purchases lead to social outcomes, in addition to the efficient provision of goods and services.

Successful implementation of social procurement occurs when a Council's purchasing decisions are aligned with its broader aims, such as Council goals, objectives and strategies.

City Councils themselves can raise awareness about the potential positive impact of social purchase. For example, they can introduce fair trade tea and coffee into their workplaces to highlight how purchase choices can affect people and communities around the world.

The second core task involves building the capacity of local businesses, including social enterprises and private entities, to compete for Council contracts, often through economic development or community grants programs. A list of local firms can be created on both the demand and supply sides of the equation.

The City of Vancouver actively engaged the local business community, as discussed in Appendix 2. It also set up a community portal described in Appendix 8 on the procurement experience of the 2010 Winter Olympics. To increase the prospects for successful bids, Councils can encourage social enterprises and local small businesses to work together or to partner with larger suppliers to respond to tenders.

The third core task of City Council is to buy goods and services that also deliver a social impact. For example, City Councils can purchase food for special events from local catering firms that assist marginalized populations. Krackers Katering in Ottawa, for example, employs individuals with mental health problems.

This kind of direct action demonstrates a Council's commitment to using its purchasing power to build stronger communities and improve the quality of life within its region. Social procurement provides an opportunity for social benefit suppliers to demonstrate their capacity to deliver quality goods and services to the community – an important part of their business development.

In fact, wide-ranging value can be gained through deliberate and conscious purchase. For example, waste management need not be centred solely around a contract to collect bins and manage waste. It can also generate local employment, increase community recycling options, educate the community about waste minimization, reduce landfill and contribute to building the local economy.

In short, strategic procurement can lead to multiple positive outcomes for a municipality. Appendix 9 briefly describes how the Lillehammer Winter Olympics used social procurement to encourage the development of environmentally responsible 'green Games.'

Of course, as is the case with any contractual arrangement, there are risks involved in the procurement process. It is essential to ensure that appropriate risk reduction strategies are in place.

Legal and other considerations, such as liability and union contracts, are discussed in several exemplary models for social procurement. The Department of Planning and Community Development for the State Government of Victoria, Australia, for example, has explored many of these implementation issues. They are also considered in Appendix 8 on the procurement experience of the Vancouver 2010 Winter Olympics.

### *Monitoring and assessment*

Games held previously in Canadian and other cities monitored and evaluated social inclusion-related objectives and outcomes up to the point where Games finished, but not beyond. The sustainability report from Vancouver 2010 notes that the Games inspired social inclusion activities such as the Fabrication Shop, Lost and Found, and Aboriginal arts and sports initiatives. But these were not supported beyond 2010.

By contrast, the *Glasgow 2014 Legacy Framework* presents a comprehensive strategy based on the three principles of health, inclusion and sustainability. Although its inclusion elements focus mainly on increasing levels of volunteerism, its economic goals are aligned with the proposals in this report to significantly influence financial and purchasing decisions. No firm metrics are yet in place for evaluating each legacy area. But planners in Glasgow have begun to envision what success will look like. These measures are set out in Appendix 7.

As Hamilton City Council embarks upon this social inclusion work, it should identify, in collaboration with its social inclusion advisory group and citizens, the desired targets and associated indicators of progress. It should collaborate with the community to monitor progress toward the achievement of selected goals.

The City may wish to bring to the advisory committee and broader community a preliminary set of possible actions that it has developed as a result of its research and engagement on social inclusion. A proposed list of questions is attached in Appendix 10 on Monitoring and Assessment to enable this community dialogue.

Alternatively, the City can go to the community with its more general intent to promote social inclusion along its three core domains: engagement, participation and employment. Community members can help identify the goals and associated indicators they deem appropriate.

Citizens can also participate in discussions as to whether the City is on track in achieving the ideal of social inclusion. They may decide to identify specific quantifiable benchmarks, such as Games-related training and employment numbers, against which to measure progress. The City of London's efforts in this regard are presented in Appendix 6.

The monitoring and assessment processes effectively can become part of community engagement – a core component of social inclusion. At the end of the day, the Pan Am Games are

a means to a desirable end: a socially inclusive City. Pan Am Games that embody the principle of social inclusion are not the final objective. Rather, they are a powerful lever to help kick start the crucial social inclusion conversation.

Let the Games begin!

## Endnote

1. The *Ontarians with Disabilities Act* (2001) and the *Accessibility for Ontarians with Disabilities Act* (2005) define “disability” as:
  - (a) any degree of physical disability, infirmity, malformation or disfigurement that is caused by bodily injury, birth defect or illness and, without limiting the generality of the foregoing, includes diabetes mellitus, epilepsy, a brain injury, any degree of paralysis, amputation, lack of physical co-ordination, blindness or visual impediment, deafness or hearing impediment, muteness or speech impediment, or physical reliance on a guide dog or other animal or on a wheelchair or other remedial appliance or device,
  - (b) a condition of mental impairment or a developmental disability,
  - (c) a learning disability, or a dysfunction in one or more of the processes involved in understanding or using symbols or spoken language,
  - (d) a mental disorder, or
  - (e) an injury or disability for which benefits were claimed or received under the insurance plan established under the *Workplace Safety and Insurance Act, 1997*; (“handicap”).

[http://www.e-laws.gov.on.ca/html/statutes/english/elaws\\_statutes\\_01o32\\_e.htm#BK3](http://www.e-laws.gov.on.ca/html/statutes/english/elaws_statutes_01o32_e.htm#BK3)

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\* Additional references on specific subjects, such as the Glasgow Commonwealth Games and the City of London Sustainability Plan, are provided in each of the nine appendices attached to this report.

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## APPENDIX 1

### Summary of Recommendations

#### *Engagement*

- The City can enable engagement by creating safe spaces for ongoing community conversations about social inclusion.
- The City could set up a Facebook page for the Pan Am Games in which it invites residents to share their views on the concept and practice of inclusion. It can send out regular updates about community meetings or available employment/contract opportunities via Twitter in addition to using traditional forms of communication, such as ads in the *Hamilton Spectator* and ethnic press.
- Given the Games' demographics, media outlets that reach Caribbean and Latin American community members should receive special attention.
- Young Hamiltonians can be attracted through social media, games and events that are fun.
- The City can encourage expression of the concept and practice of social inclusion through art work drawn by elementary school students, photos taken by youth in middle or high school, or essays written by university students as part of their course work. Visual representation of the concept is helpful for individuals who may have difficulty with written communication or for those for whom English is not a first language.
- Drama productions represent another way to encourage the expression of views. Mime theatre can enable all individuals to share their views even if they do not have the language capability or skills for the verbal articulation of their thoughts.
- The Pan Am Games provide a unique opportunity to celebrate the diversity of the City of Hamilton as well as participating nations from around the world. The City should stage wide-ranging cultural events as part of the Games. Food concessions should reflect the cultural diversity of the City of Hamilton as well as the countries represented at the Games.
- Students and persons living on low income should be included in the planning, organization and performance of cultural events. These events should be organized at minimal or no charge to encourage participation by residents of and visitors to the City of Hamilton.

- There are many possibilities for cultural exchanges that can be enabled by the Games. Students from the City of Hamilton can be paired with students from selected countries participating in the Games and can communicate with each other about their respective cultures. Each school can pair with a school in a different country.
- Alternatively or in addition, the City of Hamilton can twin with a selected city from one of the participating nations in the Games. It can undertake a wide range of cultural and arts exchanges with this partner.

### *Participation*

- General principles regarding accessible communications should apply to information and materials on the Pan Am Games.
- Games-related information and materials should be written in clear language and made available in alternate formats including cassette, Braille, variable font sizes and electronic formats friendly to print readers. Games-related information and materials should be presented in the major languages spoken in the City of Hamilton and in Commonwealth countries.
- Games-related events, facilities and venues should be accessible to all citizens, athletes, visitors, employees and volunteers. Sporting facilities and venues related to the Games and existing recreational structures in the City of Hamilton should be built or retrofit in accord with the City's Barrier-Free Design Guidelines.
- Cultural facilities and venues related to the Games and the City of Hamilton, should be built or retrofit to the standard set with the City's Barrier-Free Design Guidelines.
- New building and accessibility modifications should adhere to the highest environmental standards, including use of green building materials and renewable fuels.
- Staff, volunteers and contractors should receive training to help them respond appropriately to the needs of persons with disabilities who, in turn, should have opportunities to provide feedback on how well their needs are being met.
- The Games present various possibilities for creative financing. Service clubs or local businesses might be asked to purchase blocks of tickets to enable children from households living on low income or families from vulnerable neighbourhoods to attend selected events. These sponsors would receive public recognition for their contributions while respecting the anonymity of the recipients.

- Throughout the duration of the Pan Am Games, the City should consider lowering the cost of public transit in certain neighbourhoods or even across the region, if possible. This short-term special rate might help increase ridership in future.
- Public transit serving all sporting facilities and cultural venues linked to the Games should operate at no cost or at reduced fare throughout the duration of the event.
- Public transit to and from the Games facilities and venues should be accessible to persons with mobility and visual impairments, and to families with young children. Accessible and affordable options should be made available to residents, athletes, visitors, employees and volunteers unable to use public transit.
- Citizens of all ages and from all walks of life should be included as volunteers for the Games as site guides, seating hosts, drivers, interpreters, providers of temporary housing and other activities. All residents can be involved as volunteers in a hosting or billeting capacity to ensure affordable accommodation for athletes and visitors.
- Members of marginalized communities should be identified and trained as volunteers for all sporting, recreational, cultural, service and communications activities related to the Games. An audit of volunteer applications can ensure that these are easy to understand and accessible to all prospective applicants.
- Young people can be encouraged to volunteer. They can be paired with other students or with seniors to provide assistance at the Games.
- Visiting athletes can act as volunteers. They can be invited to speak to groups of school children and youth about setting personal goals and taking concrete steps that lead to the fulfillment of those goals. Local athletes, including those with disabilities, similarly can be invited to make these presentations.

### *Employment*

- Commercial activity should promote social inclusion in business practices related to training, hiring, building and operations.
- Companies and organizations receiving contracts for the Games should be required to pay a living wage.
- Successful bidders should also be required to build and/or operate according to the highest accessibility and environmental standards.
- Businesses receiving contracts for Games-related facilities, venues and services

should be required to provide training to and/or employ people who face barriers to employment.

- Businesses receiving contracts for Games-related facilities, venues and services should be encouraged to engage with a local voluntary organization pursuing a social goal to promote training and employment opportunities for the people it serves.
- Local small businesses and social enterprises should have access to advice and training on how to engage in the bidding process related to the procurement of Games-related contracts.

## APPENDIX 2

### Vancouver 2010 Winter Olympics

#### *Introduction*

The Vancouver Olympic Organizing Committee (VANOC) adopted an overall goal of making the event sustainable in every possible way – environmentally, economically and socially. It should be noted, however, that VANOC did not build broad post-Games legacy considerations into its work. Its main focus was the sustainability of sport.

As part of its legacy for future organizing committees, VANOC created a new sustainability governance model for large sports event organizations, reporting frameworks and a sustainable sports event tool kit. It also demonstrated how a venue can be designed for legacy use and built to minimize environmental impact; how greenhouse gas emissions can be reduced; how partnerships with Aboriginal people can strengthen the Games; and how socially and economically disadvantaged groups can participate in and benefit from the Games.

#### *Corporate Sustainability Objectives*

VANOC's final sustainability report outlines legacies that relate to each of its six corporate sustainability objectives.

1. **accountability:** VANOC developed a sustainable sports event toolkit for mega sports events in partnership with the International Olympic Committee (IOC) and the International Academy for Sport Science and Technology
2. **environment:** VANOC received the Excellence for Green Building award from the Globe Foundation and the World Green Building Council
3. **socially:** inner-city businesses benefited from \$5.7 million in Games-related procurement opportunities
4. **Aboriginal people:** unprecedented participation thanks to agreements signed between the Four Host First Nations and VANOC
5. **economically:** 528 Buysmart contracts were issued for a total value of \$277 million, ensuring the consideration of sustainability factors in VANOC's procurement and licensing activities
6. **sport for sustainable living:** VANOC leveraged the interest in sport to raise awareness

and inspire action on local and global sustainability solutions for businesses, communities and individuals.

The 2010 Winter Games Inner-City Inclusive Commitment Statement was phrased as follows: “The Inner-City Inclusive Commitment Statement outlines the goals and objectives in the planning for and hosting of an inclusive Winter Olympics Games and Paralympics Winter Games. The intent is to maximize the opportunities and mitigate potential impacts in Vancouver’s inner-city neighbourhoods from hosting the 2010 Winter Games” [<http://iocc.ca/documents/InclusiveIntentStatement.pdf>].

The inclusive approach had two distinct phases. The bidding phase emphasized the development of inclusive goals and objectives for Vancouver’s inner-city neighbourhoods. These efforts continued into the second, implementation phase, with additional work done to create a strong foundation for sustainable socioeconomic development in Vancouver’s inner-city neighbourhoods. Steps were taken to ensure incorporation of the interests of different groups, such as Aboriginal people, women, youth, people with disabilities, people of colour, immigrants and other groups.

### ***Engagement***

VANOC’s plans to engage residents of the neighbourhoods who would be affected by the Games included:

- provision of inclusive representation on the Bid Corporation’s and Organizing Committee’s Board structures and working groups
- ensuring inner-city inclusive work continued to operate under the Organizing Committee and its Member Partners
- commitment to work with and be accessible to an independent watchdog group that involves inner-city residents
- development of full and accountable public consultation processes that engage inner-city residents
- documentation of opportunities and impacts experienced in inner-city neighbourhoods in a comprehensive post-Games evaluation with full participation by inner-city residents.

### ***Participation***

To ensure maximum access to the Games, VANOC made commitments to develop barrier-free venues; ensure reasonable accessibility for people with disabilities; and make affordable tickets available for Vancouver’s low-income inner-city residents, including at-risk youth and children.

The Vancouver 2010 Olympic and Paralympic Winter Games marked the first time that the Paralympic Games were included in the organizational title. Accessibility for people with disabilities and Paralympic operations were integrated into the planning process from the start. Barrier-Free Guidelines were developed as a resource for 2010 venue construction, transportation planning, special events, accommodations and operations.

Post-Games commitments included maximizing inner-city residents' access to the new and public upgraded facilities; ensuring that inner-city community centres have equitable access to surplus sporting equipment; and maximizing access by inner-city residents, at-risk youth and children to sport and recreational initiatives by building from the current sport delivery infrastructure.

Specific initiative details:

#### ***Vancouver Olympic/Paralympic Centre***

*Legacy Facility:* After the 2010 Winter Games, the curling venue became a multi-purpose community recreation centre that includes an ice hockey rink, gymnasium, library and sheets of curling ice. Attached to the new curling venue and community centre is a new aquatic centre with a 50-metre pool and leisure pool. The venue is now managed by the Vancouver Board of Parks and Recreation.

*Accessibility:* The complex is accessible to persons with disabilities. For example, the change rooms for the swimming pool consist of screen walls rather than doors, making entry more accessible to all users including persons who use a wheelchair.

#### ***Olympic Paralympic Village***

*LEED Neighbourhood Development Pilot:* This project transformed a former industrial brownfield area into a showcase of sustainable living. Each building site aimed to certify to LEED Gold standard for new construction, except for the community centre, which was targeted LEED Platinum level, making it one of the highest-rated environmentally designed buildings in Canada. Units included the application of universal design, with elements such as wider doorways, hallways and stairs that could be easily adapted for complete accessibility. A Neighbourhood Energy Utility provided space heat and hot water generation for the Village site using heat recovered from the City's main sewer line.

*Community Benefits Agreement:* The City of Vancouver (property owner), Millennium Southeast False Creek Properties Ltd. (developer) and Building Opportunities with Business Inner-City Society (community implementation) negotiated a Community Benefits Agreement (CBA) to ensure the community directly benefited from the development of the Southeast False Creek lands, which included the site of the Olympic and Paralympic Village Vancouver. The CBA provided 100 construction jobs for inner-city residents on the site; \$750,000 in training to prepare them for these jobs; and \$15 million in goods and services purchased from inner-city suppliers. The majority of the entry-level construction

workers hired in the CBA positions were trained in the CORE program housed at the Fabrication (Fab) Shop.

*Affordable Resident Housing:* Post-Games, the Olympic and Paralympic Village Whistler are providing much-needed affordable resident housing. The housing is a model of sustainable living, consisting mainly of resident-restricted housing for Whistler residents along with mixed-use amenities including commercial space, a youth hostel and high-quality recreational facilities. There is a combination of housing types: duplexes, townhomes and apartments.

### ***Transportation/First Nations considerations***

*Sustainable Transportation:* In order to reduce traffic congestion, organizers worked to minimize reliance on single-occupancy vehicle traffic, which had the added benefit of lowering the Games' carbon footprint. Visitors and residents were encouraged to choose more sustainable modes such as cycling, walking, public transit and carpooling. To support this strategy, there was no parking allowed at the venues and Olympic tickets included passes for public transit. Spectators and volunteers staying in Vancouver travelled by bus to the Whistler venues. The VANOC workforce made a commitment to right-sizing VANOC fleet vehicles, carpooling and using public transit. VANOC also implemented a no idling policy.

*Four Host First Nations logo:* The Four Host First Nations (FHFN) logo reflects the unique culture and spirit of the Four Host First Nations, respecting each other and working cooperatively together, united within the circle of life. The FHFN were official hosts of the 2010 Winter Games. This was the first time in history that indigenous peoples had been recognized as full partners in an Olympic and Paralympic Games by the International Olympic Committee. Together with VANOC and other Vancouver 2010 partners, the FHFN worked to achieve unprecedented Aboriginal participation in the 2010 Winter Games.

*First Nations Snowboard Team:* The First Nations Snowboard Team (FNST) and its partners established a legacy for Aboriginal youth by providing opportunities using winter sport as a vehicle for social change. The FNST remains the only snowboard body that is operated entirely by Aboriginal snowboarders. FNST members were expected to reflect an holistic approach and to commit to their athlete agreements. FNST was created through support from the Aboriginal Youth Sport Legacy Fund. The Fund, in turn, was set up as a legacy of the 2010 Winter Games through partnership involving Squamish and Lil'wat First Nations, the Province of BC and the Vancouver 2010 Bid Corporation.

*The Vancouver 2010 Aboriginal Licensing and Merchandising Program:* The Aboriginal design on the bottom of the snowboard represents the Vancouver 2010 Aboriginal Licensing and Merchandising Program. This program marked the first time an Olympic Organizing Committee had partnered with indigenous peoples in creating an official licensed mer-

chandising program, which showcased excellence in Aboriginal arts, culture and enterprise in Canada. The FHFN logo on every product signified authentic Aboriginal art and design. One-third of the royalties from the sale of Vancouver 2010 Aboriginal licensed products went to the Vancouver 2010 Aboriginal Youth Legacy Fund, which supports education, sport, sustainability and cultural initiatives for Aboriginal youth across Canada.

## *Employment*

VANOC had two main employment goals. First, it sought to create training and job opportunities for inner-city residents to encourage a net increase in employment. Second, it wanted to ensure the provision of reasonable wages and decent working conditions for any local worker producing Games-related goods and services before and during the Winter Games.

Its major procurement goals included the development of opportunities for existing and emerging local inner-city businesses and artisans to promote their goods and services. It also wanted to create procurement opportunities for businesses that employ local residents.

Specific initiative details:

*The RONA Vancouver 2010 Fabrication Shop (Fab Shop):* Providing carpentry training and work experience for at-risk populations, the RONA Vancouver 2010 Fabrication Shop in Vancouver's inner-city is a construction facility where more than 2,300 wood products needed in Games venues were made. RONA and VANOC partnered with community organizations and provincial and federal government training programs to provide this opportunity for up to 64 at-risk urban residents. Graduates of the 30-week program earned the first year of a four-year Red Seal certification in carpentry.

*CORE Program:* The Fab Shop also housed the CORE program, a six-week employment training program delivered by the Vancouver Regional Construction Association. The program prepares workers for entry-level construction jobs, many of which were at the Olympic and Paralympic Village Vancouver construction site. Funding support for the CORE training program was provided in part by an innovative Community Benefits Agreement.

*Victory Bouquets Contract:* An innovative partnership between a social enterprise based in Surrey, Just Beginnings Flowers and a North Vancouver small business, Margitta's Flowers, won the contract to produce approximately 1,700 victory bouquets for athletes at Games time. Just Beginnings provides floral design training, work experience and job placements for people with multiple barriers to employment. These include single parents, victims of violence and individuals in addiction recovery, returning from prison or exiting the sex trade.

*VANOC's Buy Smart Program:* By implementing its Buy Smart program, VANOC strategically used its significant operating budget to make a positive difference in areas that might not otherwise have benefited from the Games. The Buy Smart Program incorporated environmental, ethical, social and Aboriginal objectives into the Organizing Committee's purchasing and licensing decisions. It also linked to the supplier database of the 2010 Commerce Centre. Awarding the victory bouquets contract to a social enterprise/small business partnership was one example of Buy Smart in action.

### ***Long-term impact on employment***

The sustainability report from VANOC does not make reference to setting, evaluating or meeting social inclusion targets. Anecdotal reporting of the social inclusion-related activities provide significant inspiration for programs – e.g., Lost and Found and Aboriginal arts and sports initiatives. But the Games did not focus on plans beyond 2010. There was one reference to the continuation of the Fabrication Shop, thanks to its high level of success and visibility in terms of employment and skills acquisition. Partners were being sought who would commit to purchasing wood items made at the shop.

### **References**

*2010 Winter Games Inner-City Inclusive Commitment Statement.*  
<http://iocc.ca/documents/InclusiveIntentStatement.pdf>

*Official website of the Olympic Movement.* <http://www.olympic.org/vancouver-2010-winter-olympics>

*VANOC's final report: Vancouver 2010 Sustainability Report, 2009-10.*  
[http://www.olympic.org/Documents/Games\\_Vancouver\\_2010/VANOC\\_Sustainability\\_Report-EN.pdf](http://www.olympic.org/Documents/Games_Vancouver_2010/VANOC_Sustainability_Report-EN.pdf)

## APPENDIX 3

### Hamilton Neighbourhoods

The Hamilton Community Foundation (HCF) published *Tackling Poverty Together II: Building Strong Communities Overview* in July 2009. TPT II continues the neighbourhood development and poverty reduction work begun by the HCF in 2004 in its *Tackling Poverty Together I* (TPT I) initiative.

The Hamilton Community Foundation currently supports eight neighbourhood hubs as well as provides foundational grants for initiatives that involve multiple hubs or address broader systems/policy change. Each of the neighbourhoods is briefly described below.

The **McQuesten** neighbourhood is composed of McQuesten East and McQuesten West, located in the east end of Hamilton. Challenges identified for this community include a high rate of poverty, low employment, high crime rate, inadequate housing, high school drop-out rates and underutilized community services. The McQuesten neighbourhood has more social housing than any neighbourhood in Hamilton.

The **Wever** hub is located in an inner-city neighbourhood at the intersection of the Gibson, Keith and Lansdale wards. This geographic area encompasses the two lowest income wards within the City of Hamilton. The population is highly transient and many non-traditional families are living in inadequate, unsafe spaces without basic necessities. More than an estimated 1,500 children live within the immediate vicinity of Cathy Wever School.

The catchment area for the **South Sherman** neighbourhood hub consists of the complete St. Clair and Gibson neighborhoods (Wentworth to Sherman, mountain to CNR Tracks) and the western portion of the Blakely and Stipely neighborhoods (roughly Sherman to Melrose, mountain to CNR). It is a mixed-income area with the greatest levels of poverty being north of Cannon Street. The area is used by sex trade workers and is also challenged by the high number of residential care facilities in the area.

The **Keith** neighbourhood is a north end neighbourhood with a population of approximately 5,000 people. Faced with challenges such as a high level of poverty, no local grocery store, limited transportation access and its proximity to Hamilton's industrial heartland, the Keith neighbourhood also embodies the spirit of north end Hamilton with its determination and strong sense of community.

The **Jamesville** neighbourhood is located in the north end of the Beasley community. A *Hamilton Spectator* article described Beasley as follows: "By several measures, it's the poorest neighbourhood in Hamilton and one of the 20 poorest in the country. Unemployment is near 45 percent. The average household income in Beasley is less than half of Hamilton's. The poverty rate is two and a half times higher than the city average. There are more food banks in the

Beasley neighbourhood than there are chartered banks and libraries and movie theatres and swimming pools and ice rinks and recreation centres combined.” On a more positive note, James Street North is also the centre of an emerging artists centre for the City.

The *Community Access to Child Health* (CATCH) hub is centred in the CATCH Community Centre located on Quigley Road in east Hamilton. The neighbourhood boundaries encompass two city census tracts, one of which is a low-income, high-density area with a significant amount of teen gang activity and violence. The community centre is located in a high-rise apartment building currently being converted into condominiums. Crown Point is located in the north-east part of Hamilton. The boundaries are Hamilton Harbour to the north, Main Street to the south, Kenilworth Avenue to the east and Gage Avenue to the west. Challenges to the community include a high poverty rate, high levels of unemployment and social assistance, and environmental degradation due to heavy industry.

*Riverdale* is a small neighbourhood in East Hamilton, bound by Centennial Parkway, Barton and Queenston Road. It is a vibrant and vital mix of citizens from around the world. Fifty percent of the population is foreign-born. Recent immigrants comprise 22 percent of the Riverdale population compared to 3 percent for Hamilton as a whole. Close to 10 percent of all recent immigrants in Hamilton live in Riverdale. In the local school, Lake Avenue, 81 percent of students speak a first language other than English. More than 31 different languages are spoken by students.

## APPENDIX 4

### Manchester 2002 Commonwealth Games

#### *Introduction*

The 2002 Commonwealth Games were held from July 25 to August 4, 2002. They were the largest multi-sport event ever held in the UK. After the 1996 IRA bombing of the city's downtown, the Games became the catalyst for widespread regeneration and development, and bolstered Manchester's reputation as a European and Global City. The opening and closing ceremonies, the athletic and the rugby events were held at the City of Manchester Stadium, which was built specifically for the Games. Rapid economic development and urban regeneration continued after the Games and have helped cement its place as one of the main cities in the UK.

#### *Engagement*

The potential legacy of the Games was first addressed at an early stage in the planning process. Manchester City Council worked with public and private sector agencies throughout the region to create a strong legacy program. The North West Partnership represented interests from across the North West region of England and focused on a number of areas, including educational initiatives, sports development and healthy living activities.

One of Manchester's 2002 stated objectives was to make the Commonwealth Games the Inclusive Games. The slogan adopted for the event was "Count Yourself In." The message was that everyone could take part in this once-in-a-lifetime occasion, regardless of whether they were a spectator, athlete, sponsor, volunteer or business.

The 2002 North West Economic and Social Programme was a unique region-wide Single Regeneration Budget (SRB) scheme. Its objective was to provide a range of themed programs with the shared ambition that people and businesses around the whole North West region could benefit from the hosting of the Commonwealth Games in Manchester.

An SRB Round 5 bid was approved in July 1999 in support of North West Partnership's three core objectives:

- i. enhancing the employment prospects, education and skills of local people
- ii. addressing social exclusion and enhancing opportunities for the disadvantaged
- iii. supporting and promoting growth in local economies and businesses.

The coverage of the scheme was regional in order to maximize the legacy benefits of the Games across the North West. Specific targets included disadvantaged communities,

Commonwealth-originating communities, growth sectors of the economy, black and ethnic minority businesses, and young people.

## ***Participation***

### *Pre-Volunteer Program*

In support of the Games' volunteer needs, a pre-volunteer vocational training program was introduced to enhance the skill base of young unemployed people across the region. The Games required 15,000 volunteers.

The Pre-Volunteer Program sought to ensure that opportunities were widely available, and that at least 1,000 of those volunteers came from disadvantaged communities across the North West region. It enabled people from specific disadvantaged groups to undertake additional accredited training and to gain experience through volunteering at a major international event.

The program offered training, which included health and safety, first aid, customer care and perfect host (the role of the volunteer ambassador). The major successes of this and the wider volunteer program led to additional funding and interest from Central Government.

In January 2003, a Post Games Volunteer Program was established for a 12-month trial period within Manchester City Council's Games Legacy Team. This successful trial resulted in a new volunteer program mainstreamed under Manchester City Council's Economic Development team, now renamed the Manchester Event Volunteers. For more information, see:

<http://www.mev.org.uk/>

### *Games Xchange: The Information Program*

The Games Xchange information legacy program provided a one-stop shop for enquiries regarding core information about the XVII Commonwealth Games and its legacy. It created an award-winning state-of-the-art visitor centre in 2002 promoting Manchester and the North West. For more information, see:

<http://web.archive.org/web/20031202153251/>  
<http://www.gameslegacy.com/cgi-bin/index.cgi>

### *Commonwealth Curriculum Pack*

Curriculum materials were developed by local education authorities across the North West, linking learning to the excitement of the main sporting events. A specifically designed website was made available to schools on a local, national and international basis. In 2003, a motivational DVD for schools was produced showcasing the event and the impact it had on young people, sportsmen and women, and the wider community. For more information, see:

<http://www.ccp2002.com/>

### *Let's Celebrate*

This program used processional and celebratory arts to engage and develop organizational and event management skills in the South Asian, African and African Caribbean communities in the North West.

It included three-year and one-year 'franchises' across the region, working with established local events and with community groups that wanted to develop new events. It ensured that those communities were involved and engaged in the Commonwealth Games Spirit of Friendship Festival and its regional program, Cultureshock. This program was administered by the Arts Council England, North West offices in Manchester until March 2004. For more information, see:

<http://web.archive.org/web/20031202153251/>  
<http://www.gameslegacy.com/cgi-bin/index.cgi>

### *Passport*

This initiative offered a region-wide, out-of-hours activities program designed to engage socially excluded young people in the North West. The program worked across a range of activities covering six themes: Arts and Culture, Sports and Physical Activity, Commonwealth, Environment, Health and Jobs and Volunteering.

Five local areas ran pilot schemes in 2000 with great success, and ten areas were involved in 2001. The final report and details of how the Passport toolkit has been adopted by other agencies can be found on the Games Legacy website. For more information, see:

<http://web.archive.org/web/20031202153251/>  
<http://www.gameslegacy.com/cgi-bin/index.cgi>

### *Healthier Communities*

The NW Healthier Communities program provided capacity-building support to community health projects and partnerships. Its purpose was to secure positive social and health benefits to contribute to the legacy of hosting the Commonwealth Games in 2002.

The program aimed to develop appropriate structures, assist funding bids, enhance operational and management capability, and ensure successful delivery of innovative and challenging projects.

Healthier Communities has forged links between sport and health in regeneration activities across the North West of England. For more information, see:

<http://web.archive.org/web/20031202153251/>  
<http://www.gameslegacy.com/cgi-bin/index.cgi>

## *Employment*

The Games were the catalyst for the widespread redevelopment of the eastern part of the city, an area that had remained derelict since the departure of heavy industry some decades before. To many, these Commonwealth Games were the benchmark for the new era in Games hosting and for cities wishing to bid for them.

A new commercial centre for East Manchester, known as SportCity, and the Manchester Swimming Pool Complex now provide world-class venues for use by the local community and grassroots sports development as well as by elite athletes. They are also key to the North West and Manchester's future event strategy. Side leisure centres serve their local communities.

It has since been said that the success of the Games was a major factor in reassuring the UK's sporting authorities and the government that the country could successfully stage major successful international sporting events.

Pubs and restaurants in Manchester reported a threefold increase in revenues during the Games, and local tourism board Marketing Manchester figures that 300,000 more visitors will come to the city each year as a result of its increased profile. It was estimated that by 2008, £600m was invested in the region as a result of the Games and that about 20,000 jobs had been created.

## *Prosperity North West*

This program, managed in conjunction with the Commonwealth Economic Initiative, aimed to maximize economic opportunities from the Commonwealth Games, utilizing the Games as a promotional asset for trade and investment.

Prosperity North West includes the development of long-term trade initiatives, information dissemination and business support, specific sector projects (e.g., tourism, health, automotive, aerospace and creative industries), and a program of specific events. For more information, see:

<http://web.archive.org/web/20031202153251/>

<http://www.gameslegacy.com/cgi-bin/index.cgi>

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*Background to the Commonwealth Games Legacy program.*

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## APPENDIX 5

### Rio de Janeiro 2016 Summer Olympics and Paralympics

#### *Introduction*

The Games are scheduled to be held from August 5 to 21, 2016. The 2016 Summer Paralympics will be held from September 7 to 18, 2016.

Since the awarding of the 2016 Olympics, the city's crime problems have received attention. Rio's mayor has admitted that there are "big issues" facing the city in protecting the games from violence. He also stated that such concerns and issues were presented to the International Olympic Committee throughout the bidding process.

(Former) Brazilian President Lula and Governor Sérgio Cabral have already spent \$50 million (US) modernizing city infrastructure, renovating the subway system and cleaning up the city to strengthen their goal of making Rio 2016 the first truly green Olympics.

#### *Infrastructure improvements*

Brazil plans to construct special villages with 25,000 rooms to accommodate the anticipated volume of media and technical officials. The project will be used afterwards as permanent housing for citizens of Rio. The revitalization of Rio's Port Area, its major urban legacy project, has already begun. That region, along with downtown Rio, will become an important centre of tourism and commercial activity.

<http://www.brasil.gov.br/para/press/press-releases/february/brazil-rallies-behind-rios-bid-to-host-south-americas-first-ever-olympic-games>

#### *Environmental considerations*

Rio's bid is distinguished by its Sustainability Management Plan, which outlines specific measures to be taken to minimize the environmental impact before, during and after the 2016 Summer Olympic Games. The proposed plan includes provisions for renewable energy and energy conservation, reforestation, waste management and recycling, and improved air quality standards.

#### *Sports as a route to social inclusion*

The federal government's investment in sports is defined by four pillars: use of sports and education to promote social development and inclusion; excellence in high-performance sports; expansion of sports infrastructure; and promotion of major sporting events.

The government's primary sports promotion initiative, the "Second Half" program, now serves one million children and adolescents from low-income families and at-risk communities throughout the country. The program provides participants with free sports training, academic support and nutritional meals after the school day. It has been recognized by the United Nations as a model of promoting education, health and social development through sport. As a legacy of Rio's Olympic bid, the Second Half program will triple the number of children it reaches by 2016.

## APPENDIX 6

### The London 2012 Sustainability Plan

#### *Introduction*

London has hosted the Olympic Games on two past occasions, in 1908 and 1948, with the third scheduled for 2012. London (and its Five Host Boroughs) is the first summer host city to embed sustainability into its planning from the start. Organizers are aiming to set new standards and create positive, lasting change for the environment and communities.

London's approach is based on the World Wildlife Federation/BioRegional concept of "One Planet Living®": to help the country live within the world's resources, rather than using three planets' worth of resources, as estimated by current research.

London's Sustainability Plan focuses on five key themes:

1. *Climate change*: Minimizing greenhouse gas emissions and ensuring legacy facilities are able to cope with the impacts of climate change.
2. *Waste*: Minimizing waste at every stage of the project, ensuring no waste is sent to landfill during the Games and encouraging the development of new waste processing infrastructure in East London.
3. *Biodiversity*: Minimizing the impact of the Games on wildlife and their habitats in and around Games venues, leaving a legacy of enhanced habitats where possible.
4. *Inclusion*: Promoting access for all and celebrating the diversity of London and the UK, creating new employment, training and business opportunities.
5. *Healthy living*: Inspiring people across the country to take up sport and develop active, healthy and sustainable lifestyles.

An independent review body, the Commission for a Sustainable London 2012, has been established and will report its findings to the public. Progress reports toward sustainability goals will be available through London 2012 Update and Report Card (2008).

#### *London 2012 Equality and Diversity Forum*

In March 2009, the Olympic Delivery Authority (ODA) published its Integrated Equality Scheme 2009-12 *Everyone* ([www.london2012.com/equality](http://www.london2012.com/equality)). The site contains the ODA's detailed implementation plan and benchmarks to deliver its Equality and Diversity Strategy.

Further detailed information about London Olympic Games Organizing Committee's (LOCOG) can be found in LOCOG's Diversity and Inclusion Strategy 'Open' Commitments.

A 2012 Equality and Diversity Forum is structured along similar lines to the London 2012 Sustainability Group and is chaired by the City's Deputy Mayor. The forum focuses specifically on the inclusion agenda. Beginning in 2009, it has published its own detailed annual report *Towards an Inclusive Games*.

Five priority areas of inclusion have been identified: business, workforce, inclusive design and service delivery, communities and engagement, and participants.

### ***Engagement***

Inclusion involves breaking down the barriers that individuals and communities can face, but also taking active measures to help people make the most of the opportunities that the Games offer. For London organizers, this ideal applies particularly to people who are not currently as fully engaged as they might be in the country's economic, sporting, social and cultural life.

The ODA recognizes the diversity of the population of the UK, London and the five Host Boroughs and is committed to realizing the advantages of this diversity in delivering its program. Members are engaging with and involving local communities to deliver accessible and inclusive Games. The ODA is undertaking *Equality Impact Assessments* (EqIAs) to assess whether it is meeting everyone's needs.

Specific initiative details:

*Social media role* (from <http://www.podcastingnews.com/content/>)

The London Olympic Games Organizing Committee mounted a social networking campaign in the lead-up to the Summer 2012 Games. Its goal is to promote interest in the Games through involvement in sport. The target audience includes people who are interested in athletics but who have not experienced the social rewards of active participation.

Focusing attention on the Games sites and using youth-friendly media, the initiative encourages experienced athletes and coaches to work with novices to spark interest in various sports.

*International Inspiration* education program to reach 12 million children worldwide in 20 different countries.

## *Participation*

London 2012 and the London 2012 stakeholders have identified the following priorities in relation to participation:

- ensuring that the opportunities provided by the Games are spread as widely and as fairly as possible across the UK
- promoting supplier diversity and maximizing opportunities for local and UK minority-owned businesses and social enterprises
- recruiting and developing a diverse workforce and ensuring that opportunity and training are available to all
- ensuring communities from the six strands of diversity (people with disabilities, young and old, men and women, every race, every sexual orientation, gender identity and belief) are people involved in sport
- inspiring, engaging, and involving people and communities across the UK in preparation for the Games, and communities around the Olympic Park in developing legacy plans
- creating excellent architecture and urban design, based on inclusive design principles, in the Olympic Park
- achieving an equalities step-change in construction sector employment
- showcasing and celebrating the UK's diversity, multiculturalism and tolerance through the Cultural Olympiad and the Games
- integrating the Olympic and Paralympic Games, providing the same quality of experience for all participants and spectators
- using the Olympic Park legacy to create sustainable, prosperous and cohesive new communities, fully integrated into surrounding areas.

## *Employment*

With respect to business and the workforce, London 2012 has identified the following priorities for its inclusion program:

- London Employment and Skills Taskforce to reduce unemployment in the city by 70,000 by 2012
- CompeteFor program to capture 20 percent of the estimated 75,000 total contract opportunities from the London 2012 supply chain
- 20,000 training placements at the Olympic Park
- Bridging the Gap project to deliver 6,000 trained and qualified employees from more than 100 further education colleges in the UK, to form a key element of the security workforce at the 2012 Games.

Specific initiative details include:

*Site design and procurement*

The Olympic Delivery Authority wants the economic and social benefits of the regeneration of the area, and the design and build of the Olympic Park and venues, to have a positive impact on local communities and different parts of the UK. It will seek to ensure that its procurement process is transparent, fair and open to a wide range of diverse suppliers.

*Ensuring a diverse workforce*

The ODA is working with partner organizations to encourage women, black, Asian and minority ethnic people, and individuals with disabilities to train and apply for jobs in construction and other areas where they have traditionally been underrepresented.

*Transportation plans*

What is built for 2012 and beyond will be inclusive for people of all cultures, faiths and ages, and fully accessible to people with disabilities who have a wide range of impairments. LOGOC will also provide an accessible transport network that will give everyone the opportunity to enjoy the Games and will leave a legacy for equality and inclusion.

## **References**

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## APPENDIX 7

### Glasgow 2014 Commonwealth Games

#### *Introduction*

The 20th Commonwealth Games in 2014 will be held in Glasgow, Scotland's largest city, from July 24 to August 3, 2014. Games organizers chose to establish a Legacy Framework so that the Games' infrastructure development activities would achieve a positive social and economic impact. Glasgow 2014 plans to deliver these aspirations through a focus on sustainable development, taking into account sociocultural, economic and environmental considerations. Organizers will create an Environment and Sustainability Benchmarking Framework that can be used by future Commonwealth Games Organizing Committees.

Glasgow 2014 and its Games Partners will measure their contribution to the physical, economic and social regeneration of Glasgow and wider Scottish communities in:

- supporting the provision, design and delivery of infrastructure that will create training (education/learning) and employment prospects
- establishing procurement processes that enable opportunities for broader supply chain engagement
- supporting the provision, design and delivery of new facilities that will be utilized for community benefit as part of the wider Games Partner legacy commitments and improved access for all.

#### *Glasgow 2014 Legacy Framework*

This document presents six areas in which the Commonwealth Games seek to have a positive impact on the city. Though the Games are still two years away, organizers have not yet arrived at specific measurement formulas. Instead, they have considered "what success will look like." The legacy document sections entitled *A Prosperous Glasgow* and *An Inclusive Glasgow* provide ideas for the City of Hamilton as it considers how it will establish social inclusion goals and metrics.

#### *A – A Prosperous Glasgow: Improving Business Growth and Performance*

##### *Commonwealth Games Business Portal*

Success will include an increase in the number of:

- Glasgow-based firms winning public and private sector contracts

- SMEs/social enterprises accessing and registering on the Business Portal
- businesses accessing support
- companies registered online as ‘business ready.’

Businesses can register on the portal via the following link: [www.glasgow2014.com/BusinessPortal](http://www.glasgow2014.com/BusinessPortal)

***Business Club Scotland*** – aims to significantly increase the capacity of businesses in terms of skills, tendering and procurement expertise, business networking and international activity.

The key objectives of Business Club of Scotland (BCS) are to:

- help local businesses build supply chain networks and expertise
- provide direct business engagement and targeted networking at events to support local companies – particularly SMEs/Social Enterprises – win business
- facilitate procurement by providing links and signposting to the CGBP
- assist companies to develop expertise in event management and delivery, by enabling access to event programs both in the city and across Scotland in the run up to Glasgow 2014 and beyond
- extend the reach of existing business organizations and public agencies by signposting Glasgow companies to business support, development and training programs available in the city
- provide support to develop and expand international expertise.

What success will look like:

- Glasgow businesses both register for and are successful in winning Glasgow 2014 contracts
- commercial opportunities for local businesses generated both directly and indirectly by Glasgow 2014
- 3,000 businesses registered with BCS by 2010 – a significant proportion of which will be Glasgow businesses
- increased number of BCS members based in Glasgow trading internationally.

Businesses can register for BCS at no cost by visiting [www.businessclubscotland.co.uk](http://www.businessclubscotland.co.uk).

***Commonwealth Apprenticeship Initiative (CAI)*** – will provide apprenticeship opportunities for 2009 school leavers. The aim is to equip young people between ages 16 and 19, living in or attending a school in Glasgow, with the appropriate skills to take advantage of employment opportunities. The program recognizes the crucial role of apprenticeships in growing the skills of young people.

Success will include an increase in:

- the number and range of young people undertaking apprenticeships
- the number of businesses offering apprenticeships.

Businesses interested in offering an apprenticeship place or obtaining further information can contact: Phone: 0141 287 7282, Email: [apprentices@glasgow.gov.uk](mailto:apprentices@glasgow.gov.uk). See: [www.glasgow.gov.uk/apprentices](http://www.glasgow.gov.uk/apprentices)

***Community Benefit in Procurement (CBiP)*** – The policy introduces appropriate measures into procurement contracts to ensure that Glasgow secures, as far as possible within current legal constraints, the maximum economic and social benefit for local residents and businesses.

The policy is designed to make certain that Glasgow’s citizens remain a key beneficiary of Glasgow 2014, and defines an approach to ensuring:

- CBiP clauses are applied as part of the Council’s corporate procurement process
- Community Benefits outcomes will be enforced and applied.

Community Benefit accounts for 10 percent of the overall score in the evaluation of tenders. Tenders are required to deliver opportunities for:

- targeted recruitment and training
- the development of SMEs/Social Enterprises, including the advertising of all appropriate subcontracts on the Commonwealth Games Business Portal.

Contractors are being advised to liaise closely with the Local Regeneration Agency Network to link with people seeking employment opportunities. Contractors are being encouraged to ensure that employees working on Glasgow 2014-related contracts benefit from practical measures, such as the Glasgow Living Wage.

The policy has been piloted and successfully implemented within the Site Remediation Contract for the Athletes’ Village. The intention is to roll out the policy across all relevant Council-related procurement.

Success will include an increase in the number of:

- individuals in the More Choices, More Chances category receiving training or entering employment
- companies (i.e., SMEs, Social Enterprises and Glasgow-based firms) receiving business support and winning contracts through the CGBP.

### *Scottish National Arena*

Success will include an increase in the number of:

- events
- conferences
- job opportunities

***The Clyde Gateway Initiative*** – is an Urban Regeneration Company (URC) involving Glasgow City Council, South Lanarkshire Council and Scottish Enterprise.

The URC's stated priorities include:

- sustainable place transformation
- increased economic activity
- development of community capacity.

The URC has a 25-year Business Plan based on a £200m public investment program that will leverage a further £1 billion in private sector investment.

What success will look like:

- remediation of derelict and contaminated land
- creation of new jobs in the Clyde Gateway area
- creation of new homes in Clyde Gateway area
- increased population in the Clyde Gateway area
- greater use of Dalarnock Station
- more green spaces in the East End.

### ***F – An Inclusive Glasgow***

#### *F1 – encouraging volunteer participation*

What success will look like:

- increased participation in volunteering
- more opportunities for residents to access skills training, including accredited training, as part of volunteering
- greater employment opportunities and community interaction for individuals who volunteer.

## *F2 – inspiring learning opportunities*

What success will look like:

- increased learning outcomes in environmental education, biodiversity, wildlife and conservation across Glasgow’s educational establishments
- improvement in the delivery of healthy eating objectives in Glasgow’s educational establishments
- increased physical activity of school age children and young people through gardening projects
- greater knowledge of the Commonwealth, and Glasgow’s contribution to it, through the raising awareness strategy within Education, and Land and Environmental Services
- improved health in educational establishments and wider community, through better use of parks and green spaces.

## *Connecting classrooms*

What success will look like:

- increased number of international education links/partnerships with Commonwealth countries
- achievement of all four Curriculum for Excellence aspirations: for children and young people to become successful learners, effective contributors, responsible citizens and confident individuals.

## *Employment*

Glasgow 2014 will develop sustainable procurement policy guidelines for purchase of goods, services and sponsorship to ensure fair selection and opportunities for all. With this undertaking, Glasgow 2014 has the opportunity to promote sustainable, ethical and socially aware resourcing. Regular independent assessments will be conducted to measure its effectiveness in meeting the principles stated within this policy document.

The *Scottish Procurement Policy Handbook* has been developed to provide an overarching statement of the basic rules, behaviours and standards applicable to public procurement activity in Scotland.

## *Community Benefits – Glasgow City Council*

Glasgow City Council has introduced a policy on Community Benefits. It will ensure that Glasgow secures – to the extent possible within current legal constraints – the maximum eco-

conomic and social benefit for local residents and businesses from the specific investment being made in relation to the 2014 Commonwealth Games as well as the more general public sector capital investments in the city.

The policy introduces measures within procurement contracts to encourage the targeted recruitment and training of the long-term unemployed and those furthest from the job market, along with development and support of small- to medium-sized businesses and social enterprises.

This policy was included in the contract work for the National Indoor Stadium and Arena, the Games Village and the East End Regeneration Route, and will be incorporated into other future projects.

Glasgow City Council has also instituted a community benefit clause that will encourage social enterprises to bid for Games contracts. For example, Unity Enterprise, a Glasgow-based social enterprise company that promotes full social and economic inclusion, has been awarded the exclusive contract to run a café for workers on the National Indoor Sports Arena site in the east of Glasgow.

The community benefit clause requires contractors to employ new entrant trainees and to link closely with Local Regeneration Agencies around employment opportunities.

## References

Glasgow 2014 Ltd. *Environmental and Sustainability Policy*.  
<http://www.glasgow2014.com/assets/0c204d0f-7270-4c7d-8994-a19585aeffe4.pdf>

Scottish Social Enterprise Coalition. *In Business to Change Lives: A Manifesto for Social Enterprise in Scotland*. <http://www.scottishsocialenterprise.org.uk/policy/118>

## APPENDIX 8

### Vancouver Social Procurement\*

\* This Appendix was written by David Lepage, Program Manager, Enterprising Non-Profits based in Vancouver.

#### *Community Benefit Agreements*

An inner-city inclusivity statement that named housing, employment and training was in the Olympics' bid book as an overall statement of the commitment to social inclusion.

Vancouver's experience of developing Community Benefits Agreements (CBAs) grew from its commitment to social, economic and environmental sustainability. CBAs were a starting point for communicating this commitment; each stated that bidders must include a social enterprise element as part of the bid evaluation process. Comparable price and product value were the first elements considered in a bid package and the onus was on the bidder to work with a local social enterprise to add value to their submission.

Creativity in contracting comes in many forms. Instead of being handled by the Organizing Committee, lost-and-found duties were contracted to a social enterprise with a further agreement that leftover items from the Games would be theirs to sell. Sales of furniture, bedding, towels and office supplies helped this thrift shop get established and it continues to thrive.

#### *The union question*

Local corporations and unions in Vancouver had long-standing, positive relationships. In 1994, for example, BladeRunners was created to give at-risk youth the chance to work on construction sites and be provided the support and encouragement they needed to enter the trades (<http://www.bladerunners.info/>). Demographics experts predict a 25 percent decline in union membership numbers over the next decade. Unions see BladeRunners as a perfect opportunity to recruit and secure new members.

Large construction contracts also include ancillary contracts for services – e.g., worksite catering, clean-up and signage. Firms employing workers with developmental disabilities to construct worksite signage create a more efficient workplace by ensuring that skilled labourers are free to do work for which they are trained. BC unions are open to this type of arrangement, given their strong social justice perspective.

### *Social purchasing portal*

Developers purchase a lot of outside labour and materials. The price and availability of items, such as plumbing and office supplies, can far exceed developers' expectations. The Olympic Village's CBA led to the creation of a small business directory of inner-city suppliers.

While social purchasing will never be a main driver for large international development firms, building it in as a contracting component will encourage local purchasing, where appropriate.

### *Final thoughts*

In summary, sporting events can become a leverage point to start conversations around:

- union work – BladeRunners idea – look for local opportunities
- ancillary contracting
- building relationships with unions, social enterprises, social purchasing portal lessons.

Once a city adopts a particular purchasing culture, vendors come to understand and respond to it. In Vancouver's case, Bell Canada Enterprises not only won the communications contract for the Games, it also made a large contribution to an inner-city development corporation. In this case, social inclusion was less a part of the actual purchasing contract and more the result of sponsor engagement in the community.

## APPENDIX 9

### Lillehammer 1994 Winter Olympics

#### *Engagement*

While the Lillehammer Winter Olympic Games in 1994 did not include any references to ‘social inclusion,’ they marked an important turning point in Games’ organization. For the first time, citizens committed to the cause of environmental sustainability brought intense pressure to bear and forced Olympic organizers to adopt a ‘green Games’ philosophy. Environmental sustainability was acknowledged as a third Games pillar along with sport and culture. These first green Olympics resulted in more than 20 environmentally-focused projects, developed in connection with the Games.

#### *Participation*

The larger community was included in the quest for greener Games. Even school children in the Lillehammer district launched a tree-planting program to replace those felled during construction. Contractors were fined \$7,400 for every unnecessary tree uprooted or damaged.

#### *Employment*

Under pressure from Project Environmental-Friendly Olympics (an independent watchdog group), a four-point plan was drawn up in which companies were instructed to use natural construction materials, wherever possible. Emphasis was placed on energy conservation in heating and cooling systems. A recycling program was developed for the entire Winter Games region. Finally, a stipulation was made that the arenas must harmonize with the surrounding landscape.

All contracts with sponsors and suppliers contained environmental clauses. In one high-profile case, Coca-Cola had to renegotiate its advertising deal, after it was found to cause too much ‘visual pollution.’ In the end, all advertising signs had to abide by rules defining acceptable dimensions and recycling standards.

Energy conservation measures, ranging from efficient window glass to recycling heat from water used in showers and setting up a state-of-the-art heat exchange system, were also important parts of the green Lillehammer Olympics. The Cavern Hall, for example, saves about \$20,000 annually in heating costs by being inside a mountain.

#### **Reference**

<http://www1.american.edu/TED/lille.htm>

## APPENDIX 10

### Monitoring and Assessment

Outlined below is a proposed checklist that sets out the desired actions to be undertaken within each of the three core themes of social inclusion: engagement, participation and employment. The suggested questions within each theme are not intended as a comprehensive or definitive list.

Rather, their purpose is to help the City think about some of the actions that it might undertake to advance the concept of social inclusion. The questions provide a way to start the community conversation.

#### *Engagement*

1. What supports can the City provide to encourage participation in Games-related meetings and events?
2. Can the City make available child care when consultations and town hall meetings are organized or when volunteers are being trained?
3. Can a local restaurant or the Hamilton Community Foundation sponsor a community meal for consultations held in low-income neighbourhoods?
4. How can youth play a special role in the Games – e.g., involvement in preparing “photo stories” about inclusion, the cultures represented at the Games or the sports that will be seen at the Games?
5. How can children have a voice in the Games – e.g., art work and stories done in preparation for the Games?
6. What are the most appropriate social media to communicate with various groups about the Games and associated events?
7. Has the City involved ‘unusual suspects’ in its discussions of social inclusion?
8. Has the City engaged residents within selected neighbourhoods to determine how these individuals might participate more actively in Games-related activities and in how the Games will affect these neighbourhoods in particular?

## *Participation*

1. How can the City best communicate with all residents about events related to the Pan Am Games?
2. Are materials and information accessible – e.g., available in alternate formats; plain language? In preparation for the Pan Am Games, is key information available in multiple languages?
3. Are all Games-related venues and facilities designed or retrofit for accessibility and visitability?
4. Can lower fees be arranged to enable participation by low-income groups?
5. What kind of partnerships can be put in place to enable price accessibility – e.g., service clubs, Hamilton Community Foundation or private business could buy blocks of tickets? How would these be distributed?
6. How can the City ensure that the facilities developed for the Games be used by the community and by residents of low-income neighbourhoods, in particular?
7. How can Hamilton youth, especially those from low-income households or vulnerable neighbourhoods, receive training in the sports that will be included in the Games?
8. How can the City best involve cultural communities to ensure that the Games embody a rich and diverse cultural perspective – e.g., cultural festivals and events prior to and during the Games; food fairs; matching of athletes from abroad with local families; profiles of athletes from Pan Am countries; special presentations or projects undertaken by Aboriginal populations?
9. Should public transportation be free or run at reduced fares during the Games? If yes, for all residents and visitors or for certain residents only? What provisions should be made to ensure accessible transportation?
10. What kind of efforts should be made to broaden the base of volunteers for the Games and thereby ensure participation from low-income residents, persons with disabilities (including developmental disabilities), Aboriginal people, visible minority residents and seniors?

## *Employment*

1. How can the Games encourage the employment of people underrepresented in the labour market?

2. How can the Games encourage the hiring of persons with disabilities, in particular?
3. How can Games be used as a way to support social enterprise – e.g., municipal purchase and procurement policy?
4. How can the Games encourage the training of people living in poverty or of young people – e.g., contractors be required to include a skills development component in which an unemployed person is paired with a skilled tradesperson to observe the trade; students are paired with media or hospitality people; youth are paired with athletes?
5. Do successful bidders directly or indirectly support selected voluntary organizations?
6. What actions are being taken to help local businesses or social enterprise apply for Games-related contracts?

## References

The Centre for Social Impact is part of the University of Western Australia's and the Business School's commitment to strengthen civil society through building the capacity of the community benefit sector.  
<http://www.csi.edu.au/>

New Economics Foundation. (2005). *Public Spending for Public Benefit: How the public sector can use its purchasing power to deliver local economic benefit*. August.  
<http://www.neweconomics.org/publications/public-spending-public-benefit>

Social Return on Investment tools: <http://www.proveandimprove.org/new/tools/sroi.php>