

Community Development and Sport New Zealand



A briefing paper on the role of Community Development
in achieving Sport New Zealand's strategic outcomes



COMMISSIONED BY SPORT NEW ZEALAND

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Executive Summary

Community sport is "...a delivery system under pressure from social and economic change, and having difficulty adapting ... as a result of lack of clear purpose, leadership, and poor coordination of limited resources."¹ In response, the Sport NZ Community Sport Strategy focuses on systems, volunteers, children and young people in the structured sport sector. It emphasises the delivery of sport within communities and describes challenges facing community sport providers.

Traditional sport models tend to focus on 'sport for sport's sake'. They take less account of wider social needs of communities and are not proven as an effective way of engaging with low participating communities. Low socio-economic communities and particularly Māori and Pacific people in these communities, Asian people, youth in large urban areas, migrant communities, and girls and women tend to have lower participation rates and experience more barriers to participation in sport and recreation.

In this context, Sport NZ commissioned this briefing paper to explore Community Development and its potential value to the work of Sport NZ, its partners and stakeholders in increasing sport and recreation engagement and participation in low participating communities.

Community Development is a process that supports communities to develop themselves to achieve their own outcomes using the following principles: addressing inequity, supporting self-determination, collective action, sustainability and reflection.

The Community Development process is designed to build stronger and more resilient communities, groups and individuals with the skills they need to effect long-term, sustainable change in their own communities. It has been practiced in populations deemed disengaged and disadvantaged. Evidence would suggest probable and significant increases in participation and sustainable change when Community Development principles are applied. Community Development also has the benefit of directing new resources and partners into sport and recreation.

Community Development is already practiced by Sport NZ within several programmes, most notably Active Communities and He Oranga Poutama. Sport NZ can draw on this experience to develop its own unique community sport and recreation processes that achieves partnerships in new areas as well as higher engagement and participation, particularly in low participating communities.

¹ Sport New Zealand (2010) p. 3

Recommendations

It is recommended that Sport NZ expand its range of approaches to achieve participation goals by adopting Community Development when working with priority communities. This involves:

1. Development and adoption of a Community Development strategy;
2. Building Community Development capability within Sport NZ and its partners;
3. Allocating resources and money to Community Development work;
4. Redefining partnership, investment and leadership models so as to incorporate Community Development frameworks; and
5. Monitoring and evaluating outcomes.



Introduction

Community Development is a process that could be used by Sport NZ and its sector partners and stakeholders as a way of increasing participation in sport and recreation in New Zealand. This paper is intended to inform the Sport NZ 2014 strategic planning process.

The purpose of this paper is to:

- describe Community Development principles, processes and frameworks with reference to current theories and research;
- identify and analyse current best practice community sport and recreation in New Zealand;
- identify the potential impact, value and benefits of a Community Development strategy to the community sport and recreation sector; and
- develop a recommended approach for sector Community Development capability building.

The approach used to develop this brief included:

- conducting research to identify the latest Community Development theory, research and best practice;
- holding a workshop with key staff at Sport NZ to identify best practice, capability development opportunities and recommendations; and
- developing the briefing paper in collaboration with community recreation experts and Sport NZ personnel.

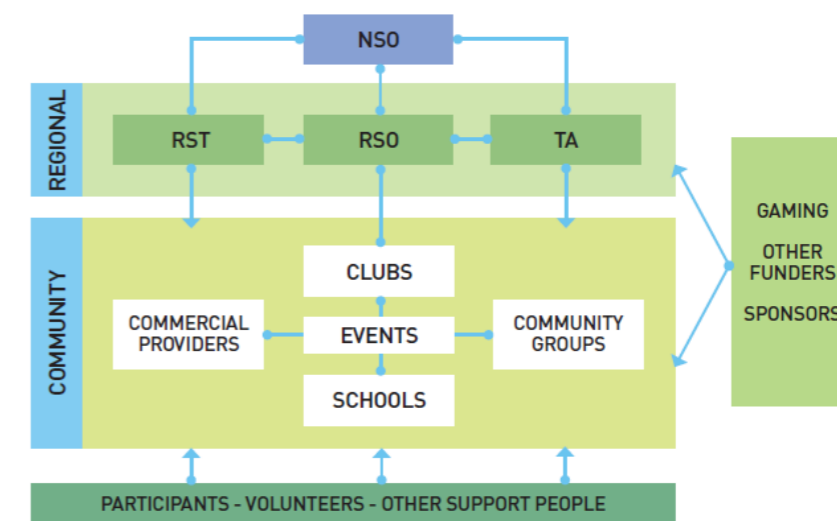
Context

Sport and recreation in New Zealand today

In its 2008 review of community sport, Sport NZ found "...a delivery system under pressure from social and economic change, and having difficulty adapting to this change as a result of lack of clear purpose, leadership, and poor coordination of limited resources."² It also recognised that "...more emphasis must be placed on the delivery of sport *within communities*" (emphasis added) and described challenges facing community sport providers. These challenges included a changing social environment, competition for leisure time, competition for funding and lack of engagement from national sports organisations (NSO) in the delivery of sport within communities.

In response, the Sport NZ Community Sport Strategy Phase One 2010–2015 focuses on improving the delivery system of structured sports clubs and organisations in the areas of systems, volunteers, and children and young people through leading, enabling and investing. The aim of the Community Sport Strategy has been to develop a single sport delivery system and to drive better alignment at different levels of sport delivery.

Diagram 1: The Community Sport delivery system³



To achieve these outcomes, Sport NZ partners with and invests in key organisations: NSOs, national recreational organisations (NROs), regional sports trusts (RSTs) and territorial authorities (TAs) that are best placed in national, regional and local sport and recreation communities to help achieve its aims. Sport NZ also provides support and expertise to these organisations to improve their capability and capacity.

² Ibid p. 3-4

³ Ibid p. 5

The Community Sport Strategy focus is to partner with NSO's to lead development who then partner with RSTs and garner strong support by TAs. Essentially this approach could be characterised as 'top down' (see table 1).

TABLE 1: COMMUNITY SPORTS STRATEGY INVESTMENT AND OUTCOMES ⁴				
ORGANISATIONAL ROLES	PARTNERSHIP APPROACH	INVESTMENT	OUTCOMES	EXAMPLES
NATIONAL				
National NSO (lead organisations for community sport)	Targeted community sport investment and capability development (14 sports) to deliver 'whole of sport plans'.	\$11.137m (inclusive of both targeted (\$7.749m) and untargeted (\$3.388m)) <ul style="list-style-type: none"> • Delivery of whole of sport/community plans • Building capability and capacity • Fundamental movement skills • Events • Competitions 	<ul style="list-style-type: none"> • Increased capability to deliver quality opportunities and experiences • Whole of sport plans • Increased participation/volunteers • Events 	Football Whole of Sport Framework
REGIONAL				
RSTs (support)	Partnership approach with the 17 RSTs. Requires working closely with NSOs, NROs and TAs. RSTs are centres of influence within their sporting communities and can both align and maximise regional resources to support the provision of sport in clubs, schools and community events.	\$11,995m <ul style="list-style-type: none"> • Community Sport • CoachMark • He Oranga Poutama • Sportsvilles • Events \$8.5m <ul style="list-style-type: none"> • Kiwisport regional partnership fund 	<ul style="list-style-type: none"> • Increased capability to deliver quality opportunities and experiences • Increase participation • Increased participation/volunteers (particularly for young people) • Support participation plans 	Sport Canterbury - Becoming a CS4L Community Harbour Sport: - ActivAsian
TAs (support)	TA engagement strategy with key metro and provincial TAs. As the biggest investor in community sport, TAs are critical players, particularly in terms of facility provision.	\$1.678m <ul style="list-style-type: none"> • Active Communities • Rural Travel Fund 	<ul style="list-style-type: none"> • Increased capability • Increased participation (particularly for young people) 	FreeParking
LOCAL/COMMUNITY				
Iwi organisations (support)	Partnering with iwi organisations to encourage Māori to participate and lead in sport and traditional physical recreation as Māori at a community level.	\$0.680m <ul style="list-style-type: none"> • He Oranga Poutama 	Increased leadership and participation among Māori as Māori in sport and traditional physical recreation	Ki-o-Rahi
Clubs and schools (support)	Clubs and schools are the 'shop-front' for sport within a community. They create opportunities for participation and deliver key sport services such as coaching and access to competition direct to participants.	\$12,000m Kiwisport (Ministry of Education funding) \$0.967m <ul style="list-style-type: none"> • Sport in Education 	Increased participation by young people	Growing coaches

⁴ Ibid

Sport and recreation participation in New Zealand today

If this is the Sport NZ approach, what can sport and recreation participation data tell us about the result in terms of participation?

There is considerable and growing research that reflects the changing sport and recreation participation picture in New Zealand. Factors such as population change, continued immigration and a rapidly ageing population have significant impacts on workforces which will, flow-on to the delivery of and participation in community sport and recreation. Another factor is the internal migration to urban areas (particularly Auckland, which now makes up one third of the New Zealand population) at the expense of smaller centers and rural areas.

There is a range of research which indicates that lower levels of sport and recreation participation are found among lower socio-economic status communities, Asians, youth in large urban areas, and new migrant communities. Girls and women in New Zealand have lower levels of participation overall and this is amplified in low participation communities. Māori and Pacific young people in the most disadvantaged communities are also at particular risk of having lower participation, as they grapple with a range of social issues.

People in communities within these broad demographic characteristics are less likely to participate in sport generally, or join clubs, be coached, be involved in events or volunteer. They also are more likely to identify barriers such as cost, access, other responsibilities and lack of confidence, among others. For a more detailed summary and analysis, see *Appendix two: Sport and recreation participation data*.

In this context, Sport NZ is exploring Community Development and its potential value to the work of Sport NZ, its partners and stakeholders, as a tactic to increase sport and recreation participation in low participating communities.

Community Development as a process

What is Community Development?

Community Development is a process that supports communities to develop themselves to achieve their own outcomes using the following principles: addressing inequity, supporting self-determination, collective action, sustainability and reflection.

The Community Development process is designed to build stronger and more resilient communities, groups and individuals with the skills they need to affect long-term, sustainable change in their own communities. It has primarily been practiced in socially deprived communities, variously described as hard to reach, disadvantaged, low socio-economic or disengaged communities. Community Development employs a strengths-based approach⁵ that works to redefine this 'problem' paradigm by identifying the community's assets and empowering them to engage and participate in systems and services which they previously felt were of no relevance to them.

Community Development uses a developmental rather than prescriptive process and it results in a wide range of social benefits, such as increasing community capability, building social capital, reducing crime and improving community health outcomes. This process is not necessarily designed to increase participation (eg, in sport and recreation), although this can be specified as an expected outcome of the process.

Community Development contrasts sharply with traditional sport delivery, such as sport for competition (eg, pay for play), sport for sports sake (eg, coaching for competition) or eventing (eg, large scale participation events), which typically measure outputs for individuals and the sport, such as the number of people participating or medals won.

In the Sport NZ context, sport can be both an end in itself for individuals (eg, sport for sport's sake) and a vehicle for developing a community (eg, Active Communities) depending on what a sport, club, event or programme sets out to do. An international example is the role that rugby league plays in the Pacific where, as well as delivering sport outcomes, it raises public awareness of, and takes positive action in, the areas of youth development, crime prevention, HIV/AIDS and family violence.⁸

⁵ See *Appendix Four: Approaches to Community Development* for a more detailed description of a strengths based approach

⁶ As cited in Head (1979) p. 101

⁷ Shingleton (2000)

⁸ Stewart-Withers & Brook (2009)

Internationally, an early **United Nations** concept of **Community Development** (1948) was described as "... a process designed to create conditions of economic and social progress for the whole community with its active participation and fullest possible reliance upon the community's initiative."⁶

New Zealand Community Development Practitioners define **Community Development** as "...empowering communities to participate towards the building of a strong community, a healthy community, a safe community and a community that is truly reflective of the diversity of people that live within it."⁷

In the Aotearoa/New Zealand context, discussions about Community Development also need to take account of our bicultural and multi-cultural community.

Community Development is a European concept, and much **Māori Community Development**¹⁰ has been driven by the effects of colonisation on Māori. Since colonisation and the Treaty of Waitangi, the direction of Māori Community Development (or tino rangatiratanga) has been driven by continuing to resist the negative effects of colonisation, much like that of colonised indigenous peoples the world over. In the community sport and recreation sector, the renewal of Māori cultural sports, such as Waka Ama and Ki-o-Rahi, are creating new developments in our sport and recreation landscape. With its focus on human rights and social justice, the Community Development approach is also one way to enable Treaty principles to be enacted.

As a multi-cultural and immigrant nation, **migrants and refugees** to New Zealand are supported by the Community Development sector in their settlement community, integration and cultural identity. Some examples of their direct influence on community sport and recreation include the rise of racket sports in areas with high Asian populations, cultural soccer events and growth of street sports.

Other Community Development movements and practices have also identified assumptions and practices that are vital for successful localised Community Development interventions. These include:

- a place based approach, (ie, the community being developed is geographically based/connected¹¹);
- a strengths based approach (or asset based Community Development¹²); and
- Community-led development (ie, development must be led by the communities themselves¹³).

Sport NZ defines **community sport** in their Community Sport Strategy 2010-2015 as "The provision of sport in local communities that is generally led, organised and supported or enabled at local/regional level by regional sport providers, clubs, schools, iwi organisations, event providers, territorial authorities, other community groups and private/commercial providers".⁹

"The **New Zealand Recreation Association** defines **Community Recreation** as "...a process by which communities identify their own recreation issues, interests and needs and are actively involved in developing outcomes and taking action in ways that support their well-being and celebrate their identity."¹⁴

"The **Department of Internal Affairs** defines **community-led development** as "...giving 'communities control' of their development process. It involves the whole community – including business organisations, iwi Māori, neighbourhoods, local and central government agencies working in the community, and NGO's. It takes a holistic approach."¹⁵

⁹ Sport New Zealand (2010) p. 4

¹⁰ Chile (2006)

¹¹ Inspiring Communities. "CLD Principles" [web] (n.d.)

¹² Department of Internal Affairs (2011)

¹³ Inspiring Communities. "CLD Principles" [web] (n.d.)

¹⁴ New Zealand Recreation Association (2008)

¹⁵ Department of Internal Affairs. "Community-led Development" [web] (n.d.)

Guiding Principles of Community Development and Community Recreation

The most important feature of Community Development is not how it is defined, but the underlying principles used to enact it. In 2008, NZRA developed a Community Development Strategy, and identified the following guiding principles for achieving Community Recreation/Development outcomes:¹⁶

1. Recognising and addressing inequity in society by addressing power imbalances between individuals and different groups. This often involves resourcing and raising up the interests of disadvantaged segments of the community.

For example, FreeParking identifies disadvantaged youth in Rotorua and engages them in local sports programmes. ActivAsian identifies Asian communities in the North Shore for sport development strategies.¹⁷

2. Supporting self-determination allowing communities to create their own vision and drive the development process.

For example, the Village Planning Project empowers local Porirua communities to make decisions and take action in their local parks and communities.¹⁸

3. Emphasis on collective action so communities work together, valuing all contributions and encouraging partnerships to achieve positive outcomes for the community as a whole.

For example, Sportville is a Sport NZ framework for clubs to work together for greater collective outcomes.¹⁹

4. Supporting sustainable change which includes balancing social, cultural, economic and environmental aspects of community

For example, the Sport NZ Whole of Sport Development Framework seeks to achieve integrated, long term and sustainable outcomes within a sport.²⁰

5. Reflection on action by reviewing current practice in a way that integrates practical and theoretical knowledge.²¹

For example, the Sport NZ Whetu Rēhua grew out of the He Oranga Poutama Developmental Evaluation project.²² It identifies five key concepts and principles that comprise the meaning of sport and recreation participation as Māori (in a He Oranga Poutama context).

Achieving Community Development outcomes involves embracing and enacting *all* of these principles.

See footnotes for this page overleaf

In summary

Community Development is a *process* supporting communities to develop themselves to achieve their own community *outcomes* using the following principles: acting on inequity, supporting self-determination, collective action, sustainability and reflection.

It is designed to enable individuals and communities to grow and change at their own pace, according to their own needs and priorities. While it is a collective process, the experience of the process enhances the integrity, skills, knowledge, experience and, where appropriate, equality of power for each individual involved. This ultimately provides for participant-centred outcomes. This contrasts with traditional sport delivery which typically measures *outputs* for individuals and the sport as a whole.



ActivAsian cycle skills instructors training to deliver the Bike NZ Learn to Ride programme in their communities, 2014

¹⁶ Insights into many of these principles have been drawn from Department of Internal Affairs (DIA) publications, particularly Department of Internal Affairs (2011). *Review of Selected New Zealand Government Funded Community Development Programmes*. NZ: Wellington.

¹⁷ Harbour Sport. "ActivAsian" [web] (n.d.)

¹⁸ Porirua City Council. "Village Planning Programme" [web] (n.d.)

¹⁹ Sport New Zealand (2014b)

²⁰ Sport New Zealand (2014a)

²¹ Higher Education Academy. "Focus: Becoming a reflective practitioner." [web] (n.d.)

²² Sport New Zealand (2014a)

Evidence and Community Development

This section describes the value and benefits of using Community Development to achieve outcomes, with particular focus on the potential to achieve sport outcomes.

Benefits of a Community Development approach

The Community Development process is most often applied to communities experiencing disadvantage or disengagement, and the process has been designed to mitigate these. Some documented positive outcomes from individual and community participation in Community Development are summarised in table 2 below.

Table 2: Benefits of a Community Development Approach		
For the individual	To sport	For non-participating communities
Improved quality of life	Engagement with inactive communities	Wider community engagement and ownership
Multiplies social groups and networks and increases social interaction	Development of community leaders and role models in sport development	Community participation and responsiveness to issues faced by the community
A sense of community belonging	Link relevant community issues to sport outcomes	Broader base of services
Shared citizenship values (eg, respect, reliability, importance of making a difference)	Skills development (eg, leadership, teamwork)	Social capital ²³ , community cohesion ²⁴ and collaboration
Employment prospects	Access new audiences, partners, resources, networks and volunteers not directly linked to sport and recreation	Improved quality of the built and natural environment
		Reduced crime and anti-social behaviours

Sources for this summary include:

- The World Leisure Organisation, in its Quebec declaration 'Leisure – Essential to Community Development' examined the status of leisure in communities all over the world."
- Sport England's document 'Sport Playing its Part – the Contribution of Sport to Building Safe, Strong and Sustainable Communities' evidences the benefits sport and recreation can bring communities
- Community Development Alliance (Scotland) in 'What Community Development Does – a Short Guide for Decision Makers to How it Achieves Results' includes case studies which demonstrate real outcomes in communities
- The Ministry of Social Development in their Sector Trials Report reviews projects operating across the country using a Community Development approach to achieve positive outcomes for low socio-economic communities
- The Sport Management Review published an article 'More than a Sport and Volunteer Organisation' exploring how Surf Lifesaving in Australia builds Social Capital.

²³ 'Social capital refers to the institutions, relationships, and norms that shape the quality and quantity of a society's social interactions... Social capital is not just the sum of the institutions which underpin a society – it is the glue that holds them together' This concept is illustrated by the World Bank at their webpage "What is Social Capital"

²⁴ Community Cohesion is where there is a sense of belonging in communities, diversity is values, equality of opportunity, and positive relationships exist between people across the spectrum of the community. This concept is illustrated by the Coventry University Centre for Social Relations at their webpage " The nature of Community Cohesion: How the Concept of Community Cohesion has developed"

Evidence of increasing participation in sport and recreation at Sport NZ

The Community Development approach is designed to achieve improved social outcomes such as increased social capital, engagement and well-being. Sport and recreation are commonly used as tools within the Community Development sector to help achieve these outcomes and there are many successful evaluated national and international examples of this approach, some of which are referenced in this paper.

But what of the reverse approach? *Can Community Development also increase sport and recreation participation, especially in low participating communities?*

Interestingly, some answers to this question already lie within the scope of Sport NZ's work. In achieving its outcomes, Sport NZ explicitly uses Community Development in two areas of its work:

Active Communities,²⁵ which supports local Community Development projects based on community needs identified by collaborating with community organisations.

He Oranga Poutama,²⁶ which is a collective initiative system that works to build leadership in Māori communities in a way that is consistent with The Treaty of Waitangi.

There are other areas of Sport NZ's work that incorporate some Community Development approaches or principles, (eg, RSTs, Facilities, Events, Whole of Sport, Sportville). However, as these projects do not explicitly apply a Community Development approach or evaluate this, they have not been reviewed here.

²⁵ Sport New Zealand "Active Communities." [web] (n.d.)

²⁶ Sport New Zealand (2014a)

Active Communities

Purpose

The purpose of Active Communities is to "...support innovative, project-based initiatives that demonstrate a collaborative approach to reducing barriers to community level participation".²⁷ It does this by investing in pilot Community Development projects targeting new and modified methods of delivery to increase individual and group participation in sport and recreation in low-participating communities. Active Communities projects work in challenging communities, requiring new approaches to provision and evaluation systems in order to prove their worth and ultimately ensure return on investment.

Outcomes

In a review of over 50 Active Community projects, most included at least three of the following five NZRA community recreation principles: acting on inequity, self-determination, collective action, sustainable change and reflection on action. Several projects include all five principles. In a review of ten projects with high Community Development contexts,²⁸ and according to regular project reports (and in some cases external evaluations), many programmes have recorded success in increasing sport and recreation participation in disadvantaged and inactive communities where previously there was limited penetration. The FreeParking case study below is a typical example of this success.



CASE STUDY: FreeParking ²⁹

An Active Communities project achieving sport outcomes in a low participating community.

FreeParking (Rotorua) is a multi-partner project that provides a range of opportunities to encourage Rotorua's youth to become active in four new community youth spaces, while linking them to local sports and recreation opportunities.

The project employs a local Māori leader with a Community Development background who engages with and develops local young people. They are then linked with school teams, community associations and sports codes to provide activities for them. FreeParking takes into account the demographic profile of each community and consults with youth to design and run activities that align with community wants. It includes weekly activities such as kiwi-tag, volleyball, basketball, fitness circuits, t-ball, community days, school holiday programmes and waka ama in youth spaces. So far, 120 activities for more than 2,800 participants have been run. It is clear that events have been popular with local youth and sport leaders are beginning to emerge. As well as 'FreeParking' teams entering into local sports competitions, there is early evidence that FreeParking participants are taking part in programmes outside FreeParking events and joining their local school teams.

²⁷ Sport New Zealand "Active Communities." [web] (n.d.)

²⁸ Projects reviewed include: Activation, Active Camberley, Activity in Parks, City on its Feet, Connect2Sport, FreeParking, Ki o-Rahi, Maraenui, Push Play Wellington, Wriggle and Rhyme

²⁹ Cotteril & Mackie (2013)

At an individual project level, the Active Communities investment achieves Community Development and participation outcomes, verified in both individual reports and external evaluations. To better understand the overall outcome of Active Communities and its contribution to increasing sport and recreation participation in New Zealand, a whole of project evaluation framework similar to that which is now used in other investments (eg, He Oranga Poutama Developmental Evaluation) would be required.

At the same time, definitive evidence for achieving return on Sport NZ community sport investment is limited by the quality of data, a lack of intermediate outcomes and process evaluation, as identified in the recent review of the Community Sport Strategy.³⁰

Approach

Taking an innovative approach carries a relatively high level of risk. To combat this, Active Community projects work in strategic partnership with TAs, commonly the Community Development or Community Recreation teams, who are an important driver of the Community Development process in partnership with local sports clubs, community groups and RSTs. There is a strong focus on identified need, collaboration, sustainability, shared investment, and monitoring and evaluation.

While the Active Communities approach uses a Community Development framework, it is inherently strongly participant-centred. That is, by targeting and understanding the specific and unique needs and barriers for low-participating/disadvantaged people and their surrounding communities, it seeks to provide participation and engagement opportunities that work for the people it is targeting, within a safe and ultimately more sustainable environment. Non-traditional sports models are often employed to achieve this.

Sport NZ's community sport strategy which focuses on 'sport for sport sake' could be said to have isolated Sport NZ from other key sectors, partnerships and shared objectives. Active Communities is a specific initiative that has given Sport NZ a 'way in' to local communities, and a multitude of cross sector/community partners and partnerships. It aligns well with the objectives of TAs in particular, who have a strong focus on social disadvantage in their local communities.

In line with earlier investment priorities under SPARC, many of these projects have a primary focus on physical activity. However, this has changed to an increasing emphasis on sports participation during the past three years, under Sport NZ. Over time, it would be possible to provide a more in-depth assessment of the long term sustainability of sport specific projects. Some initiatives have also been successful in leveraging additional investment and resources (eg, Free Parking) to help sustain projects into the future.

³⁰ Allen + Clarke (2014)

The process evaluation employed by Active Communities (and He Oranga Poutama) projects is considered good practice in Community Development implementation as it provides the opportunity to reflect on progress and to regularly feedback learnings to evolve and improve delivery. The evaluation process is also an important vehicle for learning valuable lessons that can be shared with the sector.³¹ This type of evaluation appears to be unusual within the Sport NZ context, and would need incorporating into any ongoing Community Development to ensure the credibility of the projects.

Sustainability

In terms of driving long term sustainability of Active Communities projects the following specific strategies based on Community Development principles have been employed:

- Projects are based on community identified need and on a strengths-based approach.
- Sport NZ are only partial financial contributors; this ensures that there are multiple and local partners who often continue after Sport NZs seeding funding finishes.
- Sustainability plans are required at all stages and phases of the project including development, implementation and evaluation.
- Sport NZ staff sit on steering groups and ensure programme sustainability is continually on the agenda.
- Sustainability is a core expectation of reporting, monitoring and evaluation.

Appendix three: Active Communities and sustainability outlines examples of longer term Active Communities projects that have successfully continued for three to five years after Sport NZ funding and support has ceased. These examples demonstrate the medium term sustainability of the Active Community process and projects.

³¹ Note: many of the lessons learned from the Active Communities and He Oranga Poutama evaluations have been incorporated into the recommendations and checklist at the end of this paper.

He Oranga Poutama

Purpose

The purpose of He Oranga Poutama³² is to increase participation, revitalisation and leadership as Māori in sport and traditional physical recreation at community level. It is a Community Development initiative that invests in community organisations such as iwi and sports trusts to promote the development and implementation of physical recreation and sport in a way that is culturally appropriate to Māori.

Outcomes

There are three short term outcomes focused initially on programme delivery:

1. Kaiwhakahaere (capability) development of Māori leadership in sport and recreation;
2. Providing participation opportunities; and
3. Revitalisation of traditional Māori sports.

The following are examples of participation and sector leadership outcomes from He Oranga Poutama.

- Ki-O-Rahi has emerged as the “flagship” activity. From a little known activity played mainly in the far north, Ki o Rahi is now a regular item on Marae/Iwi and kura kaupapa games calendars, a sanctioned event on the NZSSSC national calendar of events and traditional sports/games are one of eight priority activity areas for development of tertiary qualifications by Skills Active.
- 38,000 participants between 2009/10 and 2010/11. Between 2010-11 and 2012-13 He Oranga Poutama participation numbers for Ki-O-Rahi increased by 255% and waka ama participation rose by 217% for the same period.
- New Zealand Secondary School Sports Council (NZSSSC) Ki-O-Rahi participation: recorded for the first time at 1,641 in 2012; increased to 2,519 in 2013.
- Leaders within the Ki-O-Rahi movement linked with He Oranga Poutama have variously been engaged by other sectors (education, health, outdoor recreation) to contribute to their sector development of iwi/Māori centred initiatives.
- A national Ki-o-Rahi body is being seeded.

³² Sport New Zealand (2014a)

³³ Durie (1998)



“Unless Māori themselves are active in developing policies for health and bringing effective services to their own people, no amount of expert advice will provide the necessary conviction of ownership which is crucial for developing an approach that makes sense to Māori”.

Dr Mason Durie³³

At the same time, it must be noted that increased participation is not the *purpose* of Ki-O-Rahi, but rather an *outcome* of one of its foci (revitalisation of traditional activity). As a result of this work, communities are also involved in capturing and re-connecting with technical and cultural knowledge in Māori contexts, as well as leadership capability building.

IronMāori³⁴ is a case in point. Triathlon on its own previously held no particular appeal to Māori in general. A **participant-centred** 'as Māori' approach, underpinned by reasons that resonate with Māori (eg, whanaungatanga/well-being), with committed leadership and support from health promotion and sport agencies, has resulted in the original event attracting maximum numbers, the development of more categories and further events across the country and into Australia, all within five years.

In the Developmental Evaluation³⁵ of He Oranga Poutama, a new Māori framework, Te Whetu Rehua, was created for the programme and its future. The evaluation identified what it was to participate as Māori in sport, including core principles which can be adapted to various local settings. These settings include: with Māori, by Māori, for Māori, through Māori and in spaces significant to Māori.



CASE STUDY: Ki-o-Rahi

Ki-o-Rahi is one of over a hundred traditional ki ("ball-type") games played by Māori identified in research of Māori sports and games. Since 2009, Ki-o-Rahi has emerged as a flagship initiative for the revitalisation of traditional sports and games through He Oranga Poutama. From two national training workshops led by community champions Dr Ihi Heke and Harko Brown, He Oranga Poutama kaiwhakahaere leveraged their links to whānau, hapū, iwi, Māori health promotion provider networks, kaupapa Māori education settings and community networks in their local areas. This enabled Ki-o-Rahi to be included in their already existing activities, to train others or establish new initiatives. Ki-o-Rahi is now a more regular activity on whānau, hapū, iwi, Marae and kura activities and calendars in many areas.

Why focus on Māori participation and models?

While sport and recreation participation by Māori may be considered good compared to national averages overall, there are real pockets of multiple disadvantage across a raft of indicators (eg, health³⁶). This cohort are likely to be hard to reach, extremely inactive and disadvantaged. It therefore makes sense to use the He Oranga Poutama model, which uses a strengths-based cultural and leadership development approach, and leverages the overall strong Māori participation.

³⁴ Te Timatanga Ararau Trust (2013)

³⁵ Sport New Zealand (2013)

³⁶ Ministry of Health. "Māori Health" [web] (n.d.)

What can be learnt from Active Communities and He Oranga Poutama?

In summary, there are several key values in Active Communities and He Oranga Poutama for the Sport NZ strategic development process.

1. **Increased participation:** the Community Development approach of both Active Communities and He Oranga Poutama has produced projects that have successfully increased participation in hard to reach and inactive communities, in both the short and medium term.
2. **Leveraging new partnerships and resources:** working in this way allows for the development of new partnerships and resources with non-traditional partners.
3. **New models for achieving outcomes:** the projects explore new models for achieving outcomes. For example, He Oranga Poutama's focus on Māori communities is a model with potential to segue into other cultural communities (eg, Pasifika, Asian and migrant communities).



National and International Developments

Changing national focus

Nationally, the New Zealand Government is also using Community Development to achieve more sustainable health and social outcomes. Two substantial, health-related examples are the Ministry of Social Development's Social Sector Trials³⁷ and the Ministry of Health's new Healthy Families initiative.³⁸ Both of these projects are using a Community Development approach which is multi-partnered and collaborative to achieve positive outcomes for low socio-economic communities. The May 2013 Social Sector Trials evaluation report demonstrates how the project has improved collaboration and increased community responsiveness to issues faced by young people. There is also early (but not always substantiated) evidence of positive participation outcomes such as decreased crime and truancy, and increased participation in training and education.

The Healthy Families initiative plans to implement a similar process in ten communities, with a focus on improving obesity and health statistics. The rationale for the project is based on five similar examples in three countries that have had considerable success in reducing obesity and increasing activity rates in families using the same approach.

One of these five examples, Project Energize, is from New Zealand and aims to improve childhood obesity and cardiovascular risk factors in primary school children through healthier eating and enhanced physical activity. The programme is run through primary and intermediate schools in the Waikato and is funded by the Waikato District Health Board. It is delivered by Sport Waikato, alongside Māori and Pacific health providers. Results from the 2011 evaluation showed measurable improvements in weight, body mass index and running speeds.

Changing international focus

Internationally, there is a move by some government sport and recreation bodies towards identifying the value of using a Community Development approach to achieve their goals. A literature review commissioned by the NSW Department of the Arts, Sport and Recreation³⁹ demonstrates how Australia, Canada and Britain in particular, have been evaluating their sport for sport strategies and conducting research into the value of Community Development projects. The results are leading them to create new policies, investment and partnerships which include a Community Development approach.

³⁷ Ministry of Social Development (2013)

³⁸ Ministry of Health (2014)

³⁹ Larkin (2008)



An example of policy review

In their report *Its More Than Just a Game*, the Centre for Social Justice's Sport Review⁴⁰ looks at the outcome of the Sport England strategy of investing 480 million pounds in 46 national governing sports bodies, with the aim to deliver an increase of one million people playing a certain amount of sport each week. They report the results of this strategy as disappointing, with some sports even experiencing a decline in participation. They acknowledge that while there are many reasons for this, an important factor is the underlying policy of funding 'sport for sport's sake', rather than for social outcomes. Their recommendations include re-evaluating their approach to community sport to include investing in social outcomes and to establish political ownership to do this.



An example of policy development

Game Plan 2012: NSW Sport and Recreation Industry Five Year Plan,⁴¹ notes that increasing participation in sport and physical activity will only be achieved through community engagement and support. To this end, the plan takes an approach that is "community-centred, building the social capital of our state and recognising the important role of recreation in 'shaping our community for a sustainable future.'"⁴² Developing the plan involved extensive consultation with the sport and recreation sector and included recommendations such as engaging with leaders/elders to encourage sport in their communities and supporting clubs to change their culture in a way that meets the needs of their communities.



An example of a new sport development

Streetgames UK⁴³ is an example of sport adapting and developing to meet the desires of changing communities. StreetGames UK is a national charity which uses the concept of 'doorstep sport' and brings traditional and re-invented sport to the doorstep of disadvantaged communities. It is designed to both make sport and recreation accessible in disadvantaged communities *and* to act as a catalyst for social change, by challenging the barriers which prevent a large number of women and girls, black and minority ethnic communities and people with disabilities from taking part in sport.

Early results indicate that a number of initiatives are increasing participation and working to develop platforms which are expected to make them sustainable in the longer term. One example is 'Us Girls'⁴⁴ which provides a wide range of initiatives, opportunities and campaigns with local partners, all aimed at increasing participation of girls and women between the ages of 14 – 24 years.

⁴⁰ Centre for Social Justice Sport Working Group (2011)

⁴¹ NSW Sport and Recreation Advisory Council (2006)

⁴² Ibid p. 2

⁴³ Streetgames UK (2014a)

⁴⁴ Streetgames UK (2014b)

An example of transitioning inactive communities into mainstream sport



CASE STUDY: Wesley Community Action sports teams – a Community Development initiative transitioning inactive communities into mainstream sport

Wesley Community Action (WCA) is a social development agency that is active in building community wellbeing and confidence in the eastern suburbs of Wellington, an area of high ethnic diversity and low socio-economic communities. WCA has utilised sport as a mechanism for change with both community benefits and increasing sport participation outcomes.

In 2010 a WCA social worker initiated active participation programmes in three sports; netball, rugby league and softball. This was part of a wider portfolio of Community Development initiatives for targeted low socio-economic whanau within the eastern suburbs of Wellington.

Initially a netball team of nine women between the ages of 14 to 46 was established, none of whom were participating in any sport. The team participated in the Wellington Netball Association competition. The first year proved challenging while the team learned to engage and navigate their sport, including rules and norms around such things as uniforms and dress codes. The social worker actively supported the women to get to games, to overcome the temptation to give up when confronted with difficulties, and to see netball as 'their game'. The team completed the season and did well.

The cost of the participation, at \$1700 per team, was well out of the affordability range for team members and, in the first year, the cost of participation including fees and uniforms was heavily subsidised by WCA. The subsidy was reduced to zero over the next two years.

Parallel processes have also been developed for participation in rugby league, touch rugby and slow-pitch softball. Current teams total 83 participants.

In the third year of this process the social worker has stepped back to build sustainability of participation. Community members have taken responsibility for managing the teams and fundraising to enable participation, a major step forward.

In summary

Research and practice demonstrate both the benefits and challenges of applying a Community Development model. Sport NZ has its own experience of successfully applying Community Development in Active Communities and He Oranga Poutama. Evidence demonstrates the ways in which the Community Development process improves social outcomes for communities and for sport and recreation participation. A Community Development process is most often applied to communities in which traditional sport models do not easily penetrate.

These examples demonstrate the win-win of the Community Development approach - that it increases engagement and participation in sport and recreation programmes and facilities, *and* improves social outcomes for individuals and communities.

The extent to which a Community Development approach increases participation is not a definitive measure, as more definitive outcomes-focused participation outcomes need to be clearly specified at the beginning of any process and built into the evaluation.

"Not all sports are relevant for many vulnerable and at-risk young people, and there is a clear need to adopt a needs-based rather than product-led approach. There is some evidence of the need for small-group or individual activities, which are non-competitive, emphasise personally-constructed goals and have a minimum of formal rules and regulations."

Andrew Larkin⁴⁵

⁴⁵ Larkin (2008)

Envisaging the future

Traditional sport models that do not account for the wider social needs of communities *may* have little engagement with low participating communities, in particular with some girls and women, low socio-economic communities (particularly for Māori and Pasifika peoples), Asian peoples, new migrants and youth in large urban areas. Improving participation rates in these communities will require new partners and new leadership approaches that take account of the social needs of a community. Community Development is an approach with a proven likelihood of significant impact in low participating communities.

The following fictional 'case stories' are based on anecdotal experience of traditional and non-traditional approaches to sport and recreation in the community. The first outlines a sport for sport sake approach and the second a Community Development approach in a traditional sport context.



Case story one: ComSport (*competitive*)

A competitive sports club near you

ComSport is a typical sport club near you. It is one of a range of clubs in your area, whose mission is to provide a centre of excellence in their sport.

The ComSport club and buildings were built in the 1970s to cater for a growing youth population. At its peak it had nearly 500 members, of which 80% were youth. ComSport included youth development squads and even had several national representatives.

Today it has less than 50 paid up members not all of whom are active. Only 10% of these members are young people who play their sport in the same way that their grandparents did, albeit with more modern uniforms. There are three regular training sessions per week as well as weekend games and tournaments. Members have typically been active all their lives and also participate in other activities outside of ComSport, including gyms, golf and boating. Demographically they do not represent their local neighborhood. Most drive to the club and have been loyal members for ten or more years.

There are three key volunteers who coach, administer and sit on the committee. ComSport gets some support from other members, but essentially very few people are involved in the day to day running of it. ComSport own their clubhouse, which is set on local authority land for which they pay a nominal rent. Maintaining the large site is expensive in time and money, and the building is gradually deteriorating. ComSport teams use and pay for the local authority courts/fields for games and tournaments.

Financially ComSport has a simple structure. Annual fees are low and members pay to enter tournaments as needed. There are a few sponsors (mostly members), occasional grants from the gaming trusts for specific projects, and several small but regular rentals. ComSport is largely living off its freehold building and legacy invested funds that are gradually dwindling.

ComSport is coming up to its 40 year anniversary and committee members are keen to celebrate the occasion and use it to re-engage the local community in their club. Their idea is to hold an open 'have-a-go day', host a BBQ and invite the community. They have created flyers which they are distributing into letterboxes.



Case story two: ComSport (*community*)

A community sports club thriving in the heart of your community

ComSport is another typical sport club near you. Its mission is to develop the young people of the local community to be the best they can be through the vehicle of sport.

As a minority sport, the ComSport club and buildings were converted from a donated and disused church in 2005 to accommodate their growing membership. Today they have 300 members, 70% of whom are young people under 18. 'Members' means players who come and play, whether or not they are signed up. While the sport is still played in its 'pure' form, the most dynamic part of the club plays their sport half-court/field in a modified 'street version' of the game. This is played in a more casual ad-hoc format and involves life skills such as self-umpiring (fairness), modified positions (inclusion) and optional scoring (participation for all).

As well as nightly training and games for the street games, the club runs youth development squads for the more traditional version of the game. It has a regional representative team and several players also play on national representative teams. Players from the 'street teams' regularly try out and may be admitted to these squads. Squad members are expected to play at least once a week 'on the street' and provide mentoring and coaching to other players. Members typically play some other forms of street sport, but not as regularly. Demographically this community represents the low socio-economic youth community of the area. The club is within easy walking distance of most members.

The governance structure of the club includes a core group of respected sport leaders and elders of the community who meet semi-regularly, a coaches club and a youth representative group.

Financially ComSport includes voluntary annual fees, sponsors that support the competitive arm of the sport, regular fundraising events designed to offer services that are useful to the community (such as garden clean ups) and rentals from the community who use the hall to celebrate a wide range of social events. It can be hard to make ends meet, and the group finds it difficult to attract the sponsors or funding through official channels that would make it easier to operate.

ComSport it is coming up to its 10 year anniversary and members are keen to celebrate the occasion with the community that has supported them over the years. Their idea is to hold a street games party inviting the whole community. This will involve finding ways to include every single person who comes through their door in playing, supporting or enjoying the sport they love. They have begun spreading the message by word of mouth, through their networks.

Creating a Community Development pathway at Sport NZ

At its heart, any complex, multiple partner endeavor follows a project plan. A simple project plan includes elements of: investigating, planning, implementing and evaluating, all of which are part of a Community Development approach to planning. The difference is that Community Development places *people and the community* at the centre of the process - not products, services, outputs or even the (sports) system. Community Development principles are then used to determine *why* work is undertaken (community identified) and *how* to achieve outcomes (not outputs).

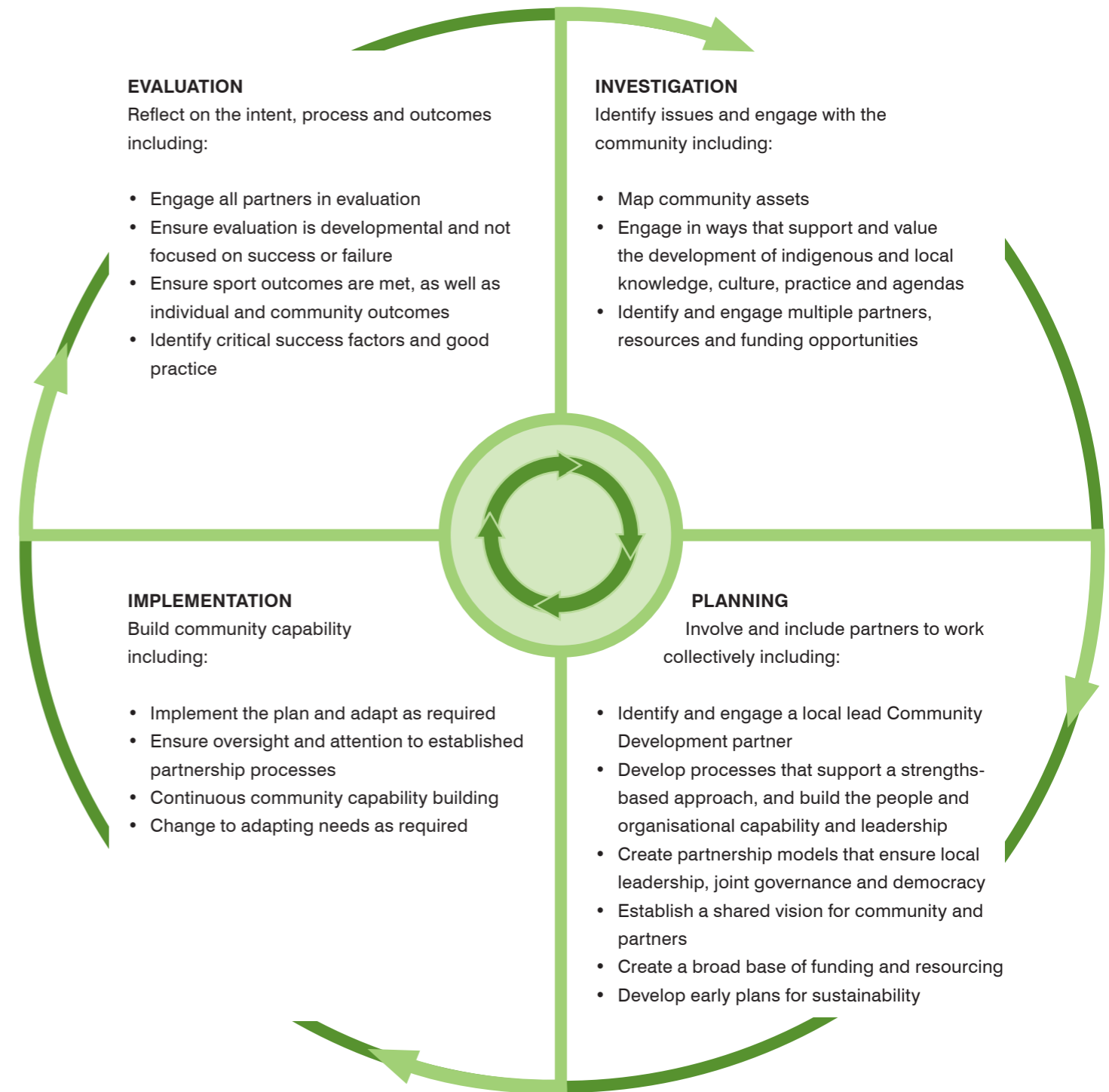
For example, low-participating communities are at the heart of Active Communities, while Māori are the focus of He Oranga Poutama.

Diagram 2: Community Development planning cycle



The diagram below outlines the purpose for each stage of the community development pathway and how this could be achieved at Sport NZ.

Diagram 3: Creating a Community Development Pathway



Challenges of applying Community Development

There are many challenges in applying Community Development and these have been well-documented in Community Development literature as well as through ongoing reviews of Active Communities and He Oranga Poutama projects. Some examples are outlined in table 3 below.

TABLE 3: COMMUNITY DEVELOPMENT CHALLENGES	
CHALLENGES	MITIGATION
Partnering	
<ul style="list-style-type: none"> Managing multi-partner projects Undefined partnerships leading to operational confusion Agendas and timetables of different partners Lack of 'authentic' partnering (ie, managing power imbalances between partners) 	Well-developed partnerships with clearly defined roles, responsibilities and contributions
Purpose	
<ul style="list-style-type: none"> Lack of shared vision between partners and community Not recognising and valuing the importance of building social capital and community capability as outcomes Narrow scope and focus of projects can limit outcomes Use of deficit model to define communities 	Clear purpose and focus that recognises the developmental outcomes and is not limited to problem solving
Leadership	
<ul style="list-style-type: none"> Lack of Community Development leadership and capability within partners and leadership Leaders and lead organisations not recognised by the communities they are working in Lack of involvement by communities in design, delivery and evaluation of programs 	Authentic, skillful and engaged leadership that actively involves communities in all parts of the process
Participation	
<ul style="list-style-type: none"> Building trust in disengaged communities (eg, why should they trust a system that they do not feel has benefited them?) Managing the diverse needs of communities (eg, not all Muslims/youth/women are the same) Transitioning from community to mainstream programmes (eg, difficult for communities with long histories of disengagement to understand and engage with the processes and expectations of traditional sports uniform codes, rules etc. 	The uniqueness of each community and the diversity within and between groups is valued
Resourcing	
<ul style="list-style-type: none"> Short-term funding models Managing integrated funding Reliance on government funding and the 'tags' that brings (eg, having to achieve government outputs and balance this with community outcomes) Building working relationship between the sponsor or funder and the community Lack of evaluation 	Resourcing and allocation for project evaluation and monitoring

Sources for this summary listed overleaf

Sources for this table include:

- The **Ministry of Social Development** in their *Sector Trials Report* reviewed projects operating across the country using a Community Development approach to achieve positive outcomes for low socio-economic communities
- Mackie Research and Consulting Ltd** *FreeParking Final Preliminary Evaluation Report*, outlined key learnings from FreeParking a Sport NZ Active Communities project in Rotorua
- Auckland Council** in *Connect2sport End of year 12 Month Report*, June 2012 to April 2013 outlined key learnings from Connect2Sport a Sport NZ Active Communities project
- Inspiring Communities** in *What we are learning about community-led development in Aotearoa New Zealand* researched and compiled key learnings from community development projects from across the country
- Australian Institute of Health and Welfare** in *What works? A review of actions addressing the social and economic determinants of indigenous health* reviews a range of projects aimed at improving the health of Australian Aborigines
- Sport England's** document *Sport Playing its Part – the Contribution of Sport to Building Safe, Strong and Sustainable Communities'* evidences the benefits sport and recreation can bring communities and challenges they may face in doing so

Community Development best practice checklist

A review of Community Development literature has identified the following checklist (table 4) of pre-conditions for developing a Community Development pathway, partnerships and projects:

Table 4: Pre-conditions checklist

Sport NZ

- ✓ Is *committed* to a Community Development approach
- ✓ Has staff with Community Development *expertise* (including understanding of power dynamics, appropriate partnership models and ability to build capability of partners and project-teams)
- ✓ Is committed to long term *investment* with partners and projects
- ✓ Has appropriate Community Development monitoring and evaluation tools

See *Appendix five: Tools*, which identifies toolkits and case studies useful for up-skilling Sport NZ staff and partners in project development

Partners (multiple)

- ✓ The *lead agency* is an experienced Community Development agency
- ✓ Share a *common agenda* with each other and with Sport NZ
- ✓ Have a Community Development focus or *capability*
- ✓ Are *well-networked* and respected as leaders in their community of interest
- ✓ Have *sufficient infrastructure* and confidence to enable them to partner successfully with Sport NZ

See *Appendix six: Sector map*, which identifies potential partners for Sport NZ

Projects

- ✓ Identify *meaningful* Community Development opportunities
- ✓ Identify a *focus* that is broad enough to capture community *and* Sport NZ outcomes
- ✓ Support and value the development of *indigenous* and local knowledge, culture, practice and agendas

Conclusion

Community Development is a process which has historically and successfully been used to improve social outcomes in disadvantaged communities. Sport NZ has been applying this model for some time to achieve sport and recreation participation outcomes through Active Communities and He Oranga Poutama.

Sport NZ has undertaken some evaluation of these projects both individually (Active Communities) and collectively (He Oranga Poutama) and proved the efficacy of the approach for increasing participation in the communities for which they have been designed. However, it has not continued with long term monitoring after Sport NZ has finished its investment to gather evidence of their long-term sustainability. Brief examination of several Active Community projects up to eight years after Sport NZ support, suggests that the high requirement for sustainability in the set-up, planning, implementation and evaluation phases has ensured continuing positive participation outcomes.

To achieve these sustainable participation results using a Community Development approach, Sport NZ has maintained a small group of committed practitioners who are experienced in Community Development.

Consolidating and further incorporating Community Development into Sport NZ strategy would require:

1. Development and adoption of a Community Development strategy;
2. Building Community Development capability within Sport NZ and its partners;
3. Allocating resources and money to Community Development work;
4. Redefining partnership, investment and leadership models so as to incorporate Community Development frameworks; and
5. Monitoring and evaluating outcomes.

Specific recommendations to achieve this are outlined in the recommendations chapter and involve capitalising and building on existing Community Development projects and extending this to other parts of the Sport NZ portfolio.

Recommendations

Achieving participation outcomes through Community Development

Sport NZ, as the lead national sport organisation, requires further development to achieve its outcomes using a Community Development process. Sport NZ already has a history of work and a small group of committed staff who have capability in this area. Learning and developing from this base will be a major strength moving forward.

It is recommended that Sport NZ adopt a Community Development approach for priority communities in order to achieve participation goals. Consolidating and further incorporating Community Development into Sport NZ strategy would require:

1. Development and adoption of a Community Development strategy;
2. Building Community Development capability within Sport NZ and its partners;
3. Allocating resources and money to Community Development work;
4. Redefining partnership, investment and leadership models so as to incorporate Community Development frameworks; and
5. Monitoring and evaluating outcomes.

The recommendations and related actions are provided in table 5 on the following page.



Table 5: Recommendations and actions

- Recommended actions
- Rationale
- Actions




Policies – draw the map

Development and adoption of a Community Development strategy

Rationale: Policies and planning provide a map or pathway to strategic change and development within Sport NZ. These recommended actions provide a philosophical and strategic foundation for a Community Development approach within Sport NZ and with its partners.

1. Sport NZ agree to a wider application of Community Development achieve Sport NZ outcomes.
2. Incorporate Community Development model into research, policy and strategic planning including:
 - the development of Sport NZ definitions of community sport and recreation, partnerships, investment etc that include Community Development, guiding principles, and where to apply it to achieve Sport NZ outcomes
 - the inclusion of Community Development outcomes in the 2015 – 2020 Community Sport Investment Plan
3. Develop a broader philosophy and further discussion of sport as public good versus sport for individual good, sport as intervention and, sport for sport sake amongst Board and staff.



People – push the pedal

Build capability within Sport NZ and its partners to deliver Community Development outcomes

Rationale: Change is enacted by people. Positively engaging Sport NZ staff, Board and partners in the Community Development process is vital to success.

4. Update Sport NZ Board, staff and partners in the areas of collaboration, engagement and Community Development.
5. Ensure Sport NZ Board and staff have the knowledge and skill set required to successfully engineer the change needed to engage with new partners and communities, through upskilling and recruitment strategies. Develop a culture within Sport NZ and its partners that listens and responds to communities.




Resources – oil the machine

Allocate resources and money to achieve outcomes

Rationale: Sport NZ uses investment in other agencies to achieve many of its outcomes. To achieve Community Development outcomes requires focusing this investment in new ways.

6. Revise Sport NZ investment principles to include Community Development outcomes.
7. Strengthen existing programmes that use or have a Community Development approach Increase investments, evaluation and understanding of existing in-house Community Development strategies (eg, Active Communities, He Oranga Poutama).
8. Identify priority communities and outcomes. Explore other areas or target communities of Sport NZ's work that could be enhanced through the use of Community Development.
9. Use revised investment principles to invest more in workstreams, projects and communities that deliver Community Development outcomes.



Partnerships - turning the cogs

Redefine partnership, investment and leadership models to incorporate Community Development

Rationale: Sport NZ works through its partners to achieve its outcomes. Achieving Community Development outcomes will require both working with existing partners in new ways and developing new partnerships.

10. Build partnerships with other government agencies working in this way (eg, Ministry of Health Healthy Families project, Ministry of Social Development, Ministry of Education, Department of Internal Affairs) as well as other sectors (eg, transport, tourism, local government, business).
11. Use Community Development, partnership and collaboration models (versus directive, investment models).
12. Partner more in communities that are delivering Community Development outcomes.



Reflect – on the journey

Monitor and evaluate outcomes

Rationale: Constant reflection of the process and outcomes is the best way to enjoy, learn and grow in Community Development capability.

13. Develop a project-wide and ongoing evaluation framework for Active Communities (or similar initiatives) that integrates with the He Oranga Poutama Development Evaluation.
14. Apply learnings from Active Communities and He Oranga Poutama to other areas of Sport NZ's work.
15. Create a bank of compelling stories of projects that use the Community Development model (eg, case studies, Sportsvilles).
16. Develop evaluation models that measure Community Development outcomes.
17. Monitor and evaluate outcomes.

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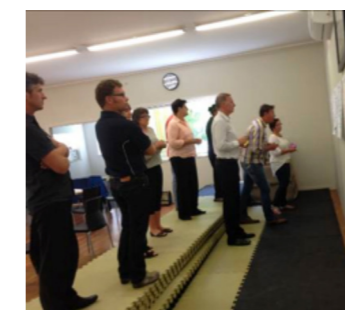
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Appendices

Appendix one: Sport New Zealand (Sport NZ) Community Development workshop

On 25 February 2014, selected Sport NZ and NZRA staff were consulted to ensure the contents of this briefing paper are well-aligned to Sport NZ mission and goals.

SPORT NZ AND NZRA CONSULTATION	
Workshop purpose:	To ensure that that this briefing paper: <ul style="list-style-type: none"> • built on, highlighted and aligned with Sport NZ philosophy and direction; • identified current Sport NZ and sector capability and potential for development
Participants	<p>Sport NZ: Geoff Barry, Deb Hurdle, Sarah Dunning, Richard Lindsay, Veronica Thompson, Brent Thawley, Nicky Sheriff, Maea Hohepa Grant McLean</p> <p>NZRA: Andrew Leslie</p> <p>Facilitator: Esther Bukholt, Community Recreation and Sport Project Manager, NZRA</p>
Key findings:	<ul style="list-style-type: none"> • Sport NZ has a long term history of using Community Development to achieve its outcomes, especially through He Oranga Paoutama and Active Communities. • This work is variously supported, valued and evaluated. • There is a core set of staff with commitment to and experience of using a Community Development approach to achieve Sport NZ outcomes. • Community Development is not well understood by the organisation as a whole, the Board or partner organisations. • Community Development is not reflected in Sport NZ policies, practices or systems.



Appendix two: Sport and recreation participation data

Population change (including ethnic makeup), continued immigration, a rapidly ageing population and internal migration to urban areas (particularly Auckland, which now makes up one third¹ of the NZ population) at the expense of smaller regions (30% are currently in decline² and this is expected to increase)³ will have significant impacts on workforces, which, in turn, will flow-on to the delivery of, and participation in, community sport and recreation.

There are many differences in participation evident at sub-population levels, as shown by the data below. As our population changes, some of these differences will increasingly come to the fore.

Young people (5-18 years):

Source: Sport New Zealand's 2011 Young People's Survey (note: differences described here are statistically significant at the 95% level)

Socio-economic background (low-decile (1-3) schools)

- Compared with all boys and girls (60.8% and 48.6%), boys and girls who attend low-decile schools (49.7% and 35.0%) are less likely to belong to a sports **club outside of school**.
- Compared with all boys and girls (72.4% and 68.1%), boys and girls who attend low-decile schools (61.0% and 56.2%) are less likely to receive **coaching/instruction**.
- Those who attend low-decile schools usually report that **places** in their neighbourhood are **available** to them for recreational activities. However, compared with other young people they are more likely to report that while these places to run, walk or ride a bike are available, they **do not use** them.
- Young people (aged 10-15 years) who attend low-decile schools have less **confidence in their skills** compared with other young people. For example, fewer boys and girls who attend low-decile schools (60.0% and 45.2%) agreed with the statement "I have good balance and co-ordination" compared with all boys and girls (68.6% and 58.0%).

Main urban area (population 30,000+)

- Compared with all other young people (60.1%), young people who attend schools in main urban areas (52.4%) are less likely to belong to a sports **club outside of school**.
- Compared with all other young people (35.9%), young people who attend school in main urban areas (26.1%) are less likely to have taken part in one or more "**big weekend**" events.

¹Royal Society of New Zealand. *Our Futures: Te Pae Tāwhiti*. Retrieved from <http://www.royalsociety.org.nz/our-futures>

²Statistics NZ (2013). *2013 Census Usually Resident Population Counts*. Retrieved from http://www.stats.govt.nz/browse_for_stats/population/census_counts/2013CensusUsuallyResidentPopulationCounts/HOTP2013Census/Commentary.aspx

³Spoonley, P.NZ2050: *Our Changing Demography. Defining NZ issue 23*. NZ: Massey University. Retrieved from <http://definingnz.com/demography/#sthash.pb1J5Gh1.dpuf>

Regional sports trusts

- Compared with young people nationally (66.3%), fewer young people who live in the Counties Manukau Sport region (61.2%) spent **three or more hours** a week taking part in **informal sport and recreation**.
- Compared with young people nationally (29.1%), fewer young people in the Sport Wellington (21.9%) and Sport Waitakere regions (20.6%) took part in one or more "**big weekend**" events.

Ethnicity

- When compared with all boys and girls, Asian boys and girls were **less likely** to:
 - take part in one or more "big weekend" events (All boys: 31.4%; All girls: 26.7%; Asian boys: 18.8%; and Asian girls: 20.1%);
 - belong to a sports club outside of school (All boys: 60.8%; All girls: 48.6%; Asian boys: 44.5%; and Asian girls: 31.8%);
 - receive coaching/instruction (All boys: 72.4%; All girls: 68.1%; Asian boys: 61.8%; and Asian girls 54.3%);
 - spend **three or more hours** a week taking part in **informal sport and recreation** (All boys: 71.5%; All girls: 61.1%; Asian boys: 60.1%; and Asian girls: 47.5%)
 - spend **three or more hours** a week taking part in **organised sport** (All boys: 59.7%; All girls: 51.7%; Asian boys: 47.5%; and Asian girls: 38.0%); and
 - **volunteer** in one or more roles (All boys: 45.5%; All girls: 45.6%; Asian boys: 32.7%; and Asian girls: 32.3%).
- Pacific boys (54.6%) and girls (40.8%) were also less likely to belong to a sports **club outside of school** when compared with all boys and girls (60.8% and 48.6%).
- However, Pacific boys (54.4%) and girls (55.4%) were more likely to **volunteer** in one or more roles when compared with all boys and girls (45.5% and 45.6%).
- Māori boys (77.4%) and girls (68.1%) were more likely to have spent **three or more hours** a week taking part in **informal sport and recreation** when compared with all boys and girls (71.5% and 61.1%).

Source: Youth 2012

- The Youth 2012⁴ study of secondary school aged students also found a relationship between sports team or club participation (outside of school) and deprivation⁵, with those in the highest deprivation category significantly less likely to participate (50.6%) when compared with all young people (66.1%).
- Among reasons for not participating in a sports team or club outside school, it is notable that 28.2% of females identify having other responsibilities compared with only 16.1% of males.

⁴Clark, T. C., Fleming, T., Bullen, P., Denny, S., Crengle, S., Dyson, B., Fortune, S., Lucassen, M., Peiris-John, R., Robinson, E., Rossen, F., Sheridan, J., Teevale, T., Utter, J. (2013). *Youth '12 Overview: The health and wellbeing of New Zealand secondary school students in 2012*. New Zealand: The University of Auckland. Retrieved from <https://cdn.auckland.ac.nz/assets/fmhs/faculty/ahrg/docs/2012-overview.pdf>

⁵As defined by the NZ Deprivation Index

Adults (16+)

Source: Active New Zealand Survey 2007/08

Socio-economic status

While there is no overall analysis of socio-economic status (SES) and participation in sport and recreation in this survey, there is sport-specific data across 21 of the highest participation sport and recreation activities. This data identified a relationship between low SES and participation in several popular sports - namely: **swimming, cycling, football, cricket, golf, tennis, and equipment-based-exercise [including at gyms]**. Several of these sports are more traditional-club based sports.

Ethnicity

Overall participation levels (excluding SES) among adults (over 12 months, 4 weeks, one week) are relatively similar. However, types of participation vary, particularly by ethnicity, with 'Asian' and 'Other' adults among the least likely to:

- participate in **clubs** - 29.2% Asian and 27.9% Other, compared to 34.9% of the total adult population;
- be **coached** - 36.5% Asian and 37.5% Other, compared to 39.9% of all the total adult population; and
- **volunteer** - 13.2% Asian compared to 25.3% of all the total adult population.

Gender - adults and young people

In general, girls and women are less engaged in sport and recreation than boys and men. This difference tends to be accentuated by ethnicity, so Asian girls and women tend to be the least engaged.

Maori and Pacific disadvantage

While overall participation figures for Maori and Pacific young people and adults suggest similar levels of participation to the total population, there needs to be some consideration of the opportunities and barriers to participation in particular regions, areas and communities. For example, many Maori and Pacific young people in areas such as South Auckland, Rotorua, Northland, Porirua, and Gisborne experience significant disadvantage due to being in low income households.

⁶Socio-economic status was measured in the 2007/08 Active NZ Survey against the NZ Deprivation Index, which includes a number of items that indicate deprivation level across five levels (quintiles). Quintile 1 indicates least deprived and quintile 5 most deprived).

New migrants

While there is little published data on the sports participation levels of new migrants, the lower levels of engagement in sport (club membership, being coached, volunteering) among Asian and Other categories in Active NZ survey data could be considered to extend to the broader migrant communities. Twenty three percent of the Auckland population alone now identifies as Asian (2013 census). *This could be a specific research priority focus area in the future.*

New migrants often have a wide range of cultural, social, language, and financial barriers to overcome, which can put them at a distinct disadvantage in terms of participating in sport and recreation in New Zealand.⁷ When it is considered that the majority of new migrants from non-European countries are settling in Auckland in relatively large numbers, this represents a significant population for the sport sector in Auckland to engage with in order to increase participation.

An important consideration for engaging with diverse communities is also their geographical location. Some ethnic groups cluster in different areas, creating a geographical opportunity to work with local communities.

⁷Auckland Sport (2011). *Connecting with Diversity Auckland Sport toolkit*. New Zealand: Auckland City Council. Retrieved from <http://www.aucklandcouncil.govt.nz/EN/newsevents/culture/communityfundingsupport/workingwithyourcommunity/Documents/connectingwithdiversityaucklandsporttoolkit.pdf>, and Spoonley, P., & Taiapa, C., (2009). *Sport and Cultural Diversity: Responding to the Sports and Leisure Needs of Immigrants and Ethnic Minorities in Auckland*. A report for Auckland Regional Physical Activity and Sport Strategy (ARPASS). New Zealand: Massey University, College of Humanities and Social Sciences.

Appendix three: Active Communities and sustainability

The following examples of project sustainability have been selected from the Active Communities Projects Review (Sport NZ, 2014) as examples of projects that have successfully continued for between three and five years after Sport NZ funding and support has ceased.

PROJECT	DESCRIPTION	LONG TERM OUTCOME
Activation – Upper Hutt	Establishing, facilitating and promoting programmes, activities and events to engage inactive residents in sport and physical activity	Continued independently since 2010 when Upper Hutt Council elected to fund the Activation Team as a permanent unit. It has since gone on to develop a myriad of projects (eg, Adapt, Alive, Gold) with a range of funding and community partners. There were 13,584 participants in 2011/12 ⁸ . http://www.upperhuttcity.com/activation
City on its Feet – Tauranga	Increasing the recreational and daily life walking of residents in two communities	Continued independently since 2010, and is now developed and run by volunteers. Includes over 30 walking groups each with their own volunteer “captains” who are trained, supported and promoted by a Sport Bay of Plenty staff member on a part-time basis. http://www.sportbop.co.nz/cityonitsfeet
Push Play - Wellington	Recreation hubs offering low cost sports and event equipment hire, advice and activities. Particularly targeted at Maori, Pacific Island and low-decile communities	Continued independently since 2008 when Wellington City Council confirmed funding for a permanent Coordinator. It has since gone on to develop new programmes (eg events trailer, sports equipment library, community exercise programme, Ki-o-rahi tournaments). Partners have included Capital Coast DHB, Sport Wellington and NZ Community Trust. There were 11,500 participants in 2012/13. ⁹ http://wellington.govt.nz/recreation/sports/outdoor-equipment-hire
Wriggle & Rhyme - Auckland	Develop Active Movement programmes for under 5s. Based in libraries	Continued independently since 2011. Over 50 programmes a week delivered in Auckland alone. The idea has been extensively duplicated across the country. http://www.aucklandlibraries.govt.nz/EN/Events/Events/Pages/wriggleandrhyme.aspx

In line with investment policies under Sport NZ’s earlier policies within SPARC, many of these Active Communities projects have a strong focus on physical activity. However, this has changed to a stronger emphasis on sports participation during the last three years, under Sport NZ. Over time, it would be possible to provide a more in-depth assessment of the long term sustainability of sport-specific projects.

⁸Upper Hutt City Council (2012). *Activation Participation Report 2011-2012*. Retrieved from <http://www.upperhuttcity.com/store/doc/AR-2011-2012-Full-Document.pdf>

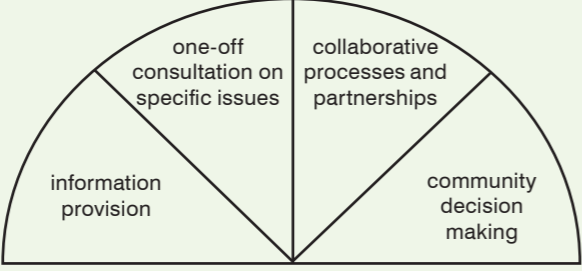
⁹Wellington City Council (June 2013) *Push Play Outreach Programme Six Monthly Report to CCDHB*

Appendix four: Approaches to Community Development

This table provides a summary of approaches proven to be useful to achieving Community Development outcomes in community sport and recreation.

Community Development is a widely used philosophy for improving community outcomes, particularly in communities that are hard to reach or engage with. Over the years, a range of useful approaches and skills have been developed. None of these is a Community Development approach in itself, but may be successfully used in a community recreation endeavour to help achieve Community Development outcomes. Some of these include:

APPROACHES TO COMMUNITY DEVELOPMENT	
Action reflection	Action Reflection is the process of reflecting and learning through action as an important source of personal development and improvement, rather than relying on formal teaching. It is widely used in the areas of education and healthcare and it can be used in an organisational learning environment. Currently part of good coach development and practice. For more information: http://www.heacademy.ac.uk/resources/detail/subjects/medev/Focus-Becoming_a_reflective_practitioner
Action research	Action researchers actively participate in an organisation or community change situation while conducting research. For more information: http://www.aral.com.au/resources/guide.html
Asset based Community Development (ABCD)	Asset based Community Development is a methodology designed to discover and build on the strengths of a community through capacity inventories and by supporting communities to act together on the things they care about. For more information: http://www.abcdinstitute.org/
Appreciative inquiry	Appreciative inquiry is similar to ABCD in that it is designed to work positively with organisations and their strengths to find out what is ‘right’ in the organisation or community and build culture change on this foundation, rather than ‘fix’ what is wrong. “Appreciative inquiry is not a methodology. It is a way of expanding our vision to include the possible.” For more information: http://www.appreciative-inquiry.co.uk/

Bi-cultural continuum	<p style="text-align: center;">A BICULTURAL CONTINUUM</p> <table border="1" style="margin-left: auto; margin-right: auto;"> <tr> <td style="padding: 5px;">Unmodified Mainstream Institutions</td> <td style="padding: 5px;">Introduction of a Maori Perspective</td> <td style="padding: 5px;">Maori Involvement in Mainstream Institutions</td> <td style="padding: 5px;">Parallel Maori Institutions</td> <td style="padding: 5px;">Independant Maori Institutions</td> </tr> </table> <p>A bi-cultural continuum is a way of assessing where an organisations cultural intent and practice lies, and therefore how accessible or engaging it may be to Māori. Mason Durie has proposed five stages in a continuum that also bear resemblance to other five step partnering and engagement models.</p> <p>For more information: http://www.trc.org.nz/content/bicultural-continuum</p>	Unmodified Mainstream Institutions	Introduction of a Maori Perspective	Maori Involvement in Mainstream Institutions	Parallel Maori Institutions	Independant Maori Institutions
Unmodified Mainstream Institutions	Introduction of a Maori Perspective	Maori Involvement in Mainstream Institutions	Parallel Maori Institutions	Independant Maori Institutions		
Community engagement	<div style="text-align: center;">  </div> <p>Engaging with communities from a local and national government perspective involves connecting to build relationships, undertaking consultation, supporting them to make their own decisions and partnering with them. On a spectrum, engagement can range from imparting information to empowering communities.</p> <p>For more information: http://www.dia.govt.nz/Pubforms.nsf/URL/ENGAGEMENT_GUIDE_FINAL.pdf/\$file/ENGAGEMENT_GUIDE_FINAL.pdf</p>					
Community-led development	<p>“Community-led development gives communities control of their own development. They are owners of their own issues, concerns and solutions. It involves the whole community – including business organisations, iwi Māori, neighbourhoods, local and central government agencies working in the community, and NGO’s”.</p> <p>For more information: http://www.dia.govt.nz/diawebsite.nsf/wpg_URL/Resource-material-Our-Policy-Advice-Areas-Community-led-Development?OpenDocument</p>					
Developmental evaluation	<p>Developmental evaluation evaluates programmes as they are being developed and implemented. It is designed to work with emergent, innovative and transformative programmes or organisational development and in complex situations. It is able to work with continuous change and multiple stakeholders. It is designed to build the capability of contributors. It was used in the evaluation of He Oranga Poutama.</p> <p>For more information: http://www.sportnz.org.nz/Documents/Young%20People/He%20Oranga%20Poutama/HOP%20What%20We%20Have%20Learned%20LR.pdf</p>					

Māori development	<p>Community Development is a European concept, and much Māori Community Development has been driven by the effects of colonisation on Māori. Pre-European times, iwi, hapū and whānau were core community units. Other Māori concepts such as manakitanga, whanaungatanga, kaitiakitanga and tinorangatirota (to name a few) are also important in how communities manage themselves and evolve. More recently, Te Whare Tapa Wha and Whetu Rehua have contributed to the body of knowledge about Māori-led development.</p> <p>For more information: iwi, hapu, whanau - http://www.teara.govt.nz/en/tribal-organisation Te Whare Tapa Wha - http://www.health.govt.nz/our-work/populations/maori-health/maori-health-models/maori-health-models-te-whare-tapa-wha Te Whetu Rēhua - http://www.srknowledge.org.nz/wp-content/uploads/2012/12/HOP-What-We-Have-Learned-LR.pdf Māori Community Development Act 1962 - http://www.legislation.govt.nz/act/public/1962/0133/latest/whole.html</p>
Outcomes modelling	<p>Outputs are the things, products, services or facilities produced to carry out organisational objectives. Outcomes modelling measures the changes, benefits, learning or other effects that come about as a result of what is produced.</p> <p>For more information: http://www.ces-vol.org.uk/about-performance-improvement/about-monitoring-evaluation/planning-for-monitoring-evaluation/outcomes/outputs-outcomes or: http://www.bing.com/images/search?q=outcomes+v+outputs&qs=n&form=QBIR&pq=outcomes+v+output&sc=0-0&sp=-1&sk=#view=detail&id=6ED8E8D437154A6DEF9E703F1AF6495330F0B6EB&selectedIndex=1</p>
Public participation	<p>“Public participation means to involve those who are affected by a decision in the decision-making process. It promotes sustainable decisions by providing participants with the information they need to be involved in a meaningful way, and it communicates to participants how their input affects the decision.</p> <p>The practice of public participation might involve public meetings, surveys, open houses, workshops, polling, citizen’s advisory committees and other forms of direct involvement with the public.”</p> <p>For more information: http://www.iap2.org/</p>

Appendix five: Tools

Many organisations have developed how-to-guides and case studies based on their evaluations and reflections of Community Development. A small selection follows.

SPORT NZ STAFF AND PARTNER DEVELOPMENT				
Guides	Description	Strategy development	Staff and partners development	Delivery agencies development
Community Development Handbook	Handbook and training guide about introducing Community Development. Canadian CED Network: http://ccednet-rcdec.ca/en/node/4319		✓	✓
Get Set Go	Guide and training for community groups about designing and delivering community recreation programmes and events. Wellington City Council and Christchurch City Council: http://wellington.govt.nz/events/event-planning-and-support/community-training-workshops			✓
Ready Reference Engagement Guide	Guide for government agencies to engage effectively with citizens. Office for the Community & Voluntary Sector: http://goodpracticeparticipate.govt.nz/customer/modicagroup.com/documents/ENGAGEMENT_GUIDE_FINAL.PDF	✓	✓	
Good Practice Participate	Information for public servants on involving the community in decision-making. Department of Internal Affairs: http://www.communitymatters.govt.nz/Good-Practice-Participate#5	✓	✓	
Recreation in Your Community Handbook	Resources for learners of Community Development modules. Skills Active			✓
Sport NZ case studies	Online case studies of sport and recreation best practice examples. Active Communities case studies: http://www.srknowledge.org.nz/researchseries/commmunity-sport-good-practice-case-studies/ Territorial Authorities case studies: http://www.sportnz.org.nz/en-nz/our-partners/Territorial-Authorities/About-Territorial-Authorities/Good-practice-case-studies/ Case study toolkit on the values of sport: http://www.srtoolkit.org.nz/		✓	✓
Toolkit sport for development	Guidance and case studies about how sport and physical activity contribute to community safety and sustainability. Sport and Development Organisation: http://www.toolkitsportdevelopment.org/	✓	✓	✓

Appendix six: Sector map

This section identifies Sport NZ's potential partners in achieving community sport and recreation outcomes for New Zealanders. The partners have been chosen because they:

- work in community environments;
- use Community Development or recreation principles; and
- have potential to work with Sport NZ to achieve shared outcomes.

NEW PARTNERSHIP OPPORTUNITIES			
Sector	Why	What	Who
Adult education & continuing education	Shared focus on life-long learning	Sport and recreation skill development learning opportunities	Rural Education Activities Programme (REAP) etc
Community arts	This works across the 'explore to excel' model. Part of this sector is highly experienced and invested in community outcomes	Initiatives which have a joint creative and physical activity component	Creative NZ DANZ Arts Access Aotearoa Community Arts Council
Community service groups	Their major focus is on building social capital and achieving positive community outcomes	Demonstrate the value and build their sport and recreation capability	Sector national and peak body organisations (eg, Rotary, YMCA, Presbyterian Support Services)
Community Development	Strongly connected with their local communities, resources and issues	Partnerships and projects which draw on Community Development expertise and networks Demonstrate value and build their sport and recreation capability	Territorial authorities, DIA, MSD Community Development teams, Māori development agencies
Community and political activism	Often have a service arm which provides care and development to the community they are advocating on behalf of	Demonstrate the value and build their sport and recreation capability	Unions
Conservation, public, open space management and planning	Major providers of community recreation facilities and services where people recreate	Initiatives which meet objectives shared with Sport NZ	Territorial authority parks, DOC

Sector	Why	What	Who
Disability services	Provide services and are highly connected to people with disabilities	Demonstrate the value and build their sport and recreation capability Initiatives designed to increase the health and wellbeing (physical, mental, social) of people with disabilities	National disability bodies (eg, CCS, Ideas)
Education sector	Provide services in an education context	Initiatives which have joint education and physical activity outcomes	Ministry of Education, Schools
Events and event management	May provide, or have as its focus, physical activity	Demonstrate the value and build their sport and recreation capability	
Faith based groups	Provide pastoral care and social service provision e.g. to youth, older adults	Initiatives designed to enhance social and physical health of communities	National faith organisations
Health	Major focus is on health prevention	Initiatives designed to achieve health outcomes	PHOs, DHBs, GRx, Ministry of Health
Māori communities	Our moral and legal obligation as a bicultural nation Growing infrastructure of Māori organisations enables government bodies to more easily work with them	Initiatives designed to develop Māori identity and wellbeing	Iwi, rōpū and business Te Puni Kōkiri
Out of school care	A major and growing provider of recreation and holiday activities for our young people	Build the recreation and sport capability of the sector	YMCA, OSCAR
Private sector provision	Successful private sector organisations are very attuned to customer desires and trends. Can sometimes adapt quickly		Kelly Sports, indoor sports associations
Refugee and migrant communities	NZ is an increasingly multi-cultural society. Refugees have different recreation needs as they move from first arrival to subsequent generations	Initiatives designed to support cultural wellbeing and integration into NZ society	Refugee centres

Sector	Why	What	Who
Residential communities	Ageing population (one part of this sector)	Initiatives designed to maintain health & wellbeing of residents	Age Concern The Third Age Grey Power Rymans Health
Uniformed codes e.g. scouts, guides	Nationwide providers of recreation and skill learning for young people	Build the recreation and sport capability of the sector	Scouts, guides, sea scouts etc
Volunteering	Connected with volunteers, many of whom are seeking professional opportunities	Initiatives that create pathways from sport and recreation volunteer to a career	Volunteer NZ

BUILDING ON EXISTING PARTNERSHIPS

Where	Why	How
National sporting bodies	Sport NZ heavily invested in developing this sector	Joint reflection on current practice Agreement to adopt a shared Community Development approach
Regional sports trusts	Major programme arm of Sport NZ and connected with sport sector and territorial authorities	Develop strategy and policy to reflect Community Development
Territorial authorities	Major providers of sport and recreation facilities and opportunities	Redefine partnership, investment and leadership models