

# THE 2026 OLYMPIC AND PARALYMPIC WINTER GAMES (OPWG) BID PROJECT

2019 MARCH 18



## VALUES AND BENEFITS



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## 1.0 INTRODUCTION

This report provides a summary of the values and benefits derived by The City of Calgary through the 2026 Olympic and Paralympic Winter Games (OPWG) bid exploration and dialogue stages. Bidding to host the 2026 OPWG was as much about exploring and supporting a vision for Calgary's future growth and development as it was about hosting an international sporting event.

Calgary Sport and Tourism Authority (CSTA) laid the foundation for the investigation of City-owned and partner-owned winter sport facilities and these facilities' ability to support winter sports. The Calgary Bid Exploration Committee (CBEC) was incorporated to determine if it was feasible for Calgary to host the 2026 Games and if so, whether The City should enter the 2026 OPWG bid process. The City worked to identify, analyze, and understand the financial viability, opportunities and risks, potential for economic growth, and International Olympic Committee (IOC) requirements associated with the 2026 OPWG.

## 2.0 BACKGROUND OF THE BID PROCESS AND KEY ORGANIZATIONS

A number of organizations were involved in the 2026 OPWG bid process. Their roles are outlined below.

### 2.1 CALGARY SPORT TOURISM AUTHORITY

The 2026 OPWG program officially began in 2016 June. On 2016 June 20, Council considered Report C2016-0537 titled "Calgary Sport Tourism Authority (CSTA) Update" and adopted the CSTA's recommendation that The City endorse the exploration of a bid to host the 2026 OPWG in Calgary and request that the Mayor advise the Canadian Olympic Committee (COC) of The City's interest in hosting the Games. CSTA felt that the benefits related to bidding for and hosting the Games would be considerable and had the potential to align closely to The City's long-term goals with respect to economic opportunity, sport development, social development, and cultural enrichment.

### 2.2 CALGARY BID EXPLORATION COMMITTEE

On 2016 October 3, Council approved the formation of the Calgary Bid Exploration Committee (CBEC) to oversee the Exploration Stage of the 2026 OPWG bid. CBEC was incorporated as an arms-length organization, with a number of community leaders and professionals with diverse skills and competencies appointed to CBEC's Board of Directors. On 2017 May 31, CBEC submitted its Feasibility Study and Conceptual Master Hosting Plan to Administration (CBEC Report). The CBEC Report with appendices was approximately 5,000 pages long, and contained a detailed assessment of facilities, costs, operations, and potential benefits of hosting the 2026 OPWG. The CBEC Report concluded that it was feasible for Calgary to host the 2026 OPWG but recommended additional detailed due diligence to establish whether hosting the Games would be prudent.

CBEC presented its final report to Council at Council's 2017 July 24 Regular Meeting and Administration presented its assessment of the CBEC Report to Council on 2017 July 31. At that meeting, report C2017-0616 titled "Olympic Bid Exploration" was presented and Council recognized the contributions of CBEC members, agreed that additional information was necessary to determine whether hosting the 2026 OPWG would be prudent and endorsed CBEC's five principles for pursuing the 2026 OPWG, as follows:

1. We believe that it is reasonable for the capital costs for the facilities to host the 2026 OPWG be borne by entities including the municipal, provincial and federal governments given that the assets will generate long term benefits for the community.
2. We believe that it is reasonable that the security costs for hosting the 2026 OPWG be borne by other orders of government, in addition to their contribution to the capital costs for the 2026 OPWG, given the international nature of the event.
3. We believe that Canadian taxpayers should not contribute to the direct operating costs of hosting the 2026 OPWG (other than security costs). We believe that it is reasonable for the operational cost of the 2026 OPWG should be covered by ticket sales, sponsorship, broadcast rights, IOC contributions and other earned revenues.
4. The City has limited debt capacity and it would be challenging for The City to incur additional debt with respect to the 2026 OPWG including the facilities that are already being contemplated by The City. Thus there must be a financial structure that accommodates the cash flow and debt level constraints of The City.
5. We believe that if the IOC requires financial guarantees in the host city contract, such guarantee must be provided by an entity other than The City or deemed to be at a level acceptable to The City.

The CBEC Report and principles established the foundation for future work.

### **2.3 CITY ADMINISTRATION (TRANSITION PHASE)**

On 2017 July 31, Administration was directed by Council to undertake activities required to transition from the exploration phase to the invitation phase, including the development of a work plan and budget. During this transition phase, given the need to meet International Olympic Committee (IOC) timelines to submit a bid should Council choose to do so, Administration and a group of experienced bid development consultants continued to move the work forward on bid development pending the establishment of a bid corporation. That work included enhancing the Games concept (building on the initial Master Facilities Plan in the CBEC report), conducting additional due diligence regarding a potential bid for the 2026 OPWG, preparing for a potential bid, submitting detailed information to the Government of Canada



(GoC), participating in the IOC Observer Program during the 2018 OPWG in PyeongChang and working closely with the GoC, the Government of Alberta (GoA), and the COC to secure funding for and develop the governance structure of a bid corporation.

#### **2.4 2026 OPWG ASSESSMENT COMMITTEE**

On 2018 April 16, Council reaffirmed its support for the investigation of a bid to host the 2026 OPWG. On 2018 April 23, Council established its 2026 OPWG Assessment Committee. The Committee's mandate was to provide Council with oversight and guidance regarding The City's potential participation in, and hosting of, the 2026 OPWG.

#### **2.5 CALGARY 2026 BID CORPORATION (CALGARY 2026)**

On 2018 June 7, Calgary 2026 was incorporated. Its mandate was to support and promote the development of sport and amateur athletics in Canada through the development and promotion of a bid to hold the 2026 OPWG in Calgary, Canmore and other areas and to coordinate and present to the IOC a bid to have Calgary named as the host city for the 2026 OPWG. The members of Calgary 2026 were The City, the GoC, the GoA, the Town of Canmore, the COC, and the Canadian Paralympic Committee (CPC). Calgary 2026's Board of Directors consisted of distinguished individuals appointed directly by each member as well as individuals elected as Directors at large.

#### **2.6 CITY SECRETARIAT**

The City Secretariat, a cross-corporate team whose work was supported by external expertise, was established in 2018 June. This team undertook a due diligence review of Calgary 2026's Draft Hosting Plan Concept and provided information to the OPWG Assessment Committee and Council to assist in assessing the opportunities, risks and issues associated with bidding for and hosting the 2026 OPWG.

### **3.0 VALUES AND BENEFITS**

This report provides a summary of the values and benefits derived by The City through the 2026 OPWG bid project. Values and benefits are grouped into the following themes:

1. Relationship Development
2. Infrastructure Knowledge
3. Financial Modelling
4. Competency Development
5. Corporate Strategic Planning
6. Community Engagement
7. Risk Management



### **3.1 RELATIONSHIP DEVELOPMENT**

#### **3.1.1 Improved relationships and common enhanced understanding of the objectives and interests of other orders of government**

Administration worked closely with GoC and GoA administrative teams throughout the OPWG bid process. A project of this size and scope required intentional collaboration and coordination. The three orders of government agreed to form a bid corporation and Calgary 2026 was incorporated on 2018 June 7. That process required extensive meetings and conversations which took place over the course of several months.

The three orders of government worked closely with the other partners including Calgary 2026, the COC, the CPC, and the Town of Canmore. This has, among other benefits, strengthened the GoC's and GoA's understanding of Calgary's infrastructure needs and priorities. Relationships built throughout the 2026 OPWG bid process will assist The City when pursuing joint funding for other large projects or should Calgary choose to bid on future major games/sporting events.

#### **3.1.2 International relations and exposure**

Having been chosen by the IOC as a candidature city, Calgary increased its profile on the international stage and there was an opportunity to highlight how the city is open for new partnerships and innovative ways to boost Calgary's economy.

Calgary has also gained a thorough understanding of the IOC's Agenda 2020 (its new bid process) and the overall process for pursuing an OPWG. This information will be useful if a future bid to host the Games is pursued.

Staff from The IOC visited Calgary on numerous occasions in 2018. City staff were able to showcase Calgary's attributes and its ability to host major sporting and cultural events. These relationships could be beneficial for any future bid that Council may desire to explore.

#### **3.1.3 Strengthened relationships with Indigenous leaders**

The City values its relationship with Indigenous communities including the Treaty 7 First Nations, the Metis Nation of Alberta and urban Indigenous peoples. The 2026 OPWG bid process created a unique opportunity to further discussions with Indigenous leaders of Treaty 7 and the Metis Nation of Alberta around priorities and opportunities.

The engagement of Indigenous leaders was an important and meaningful component of The City's overall engagement program. The City met with Chiefs from Treaty 7 and the President of the Metis Nation of Alberta and helped organize an IOC welcome that included representatives from both. Both the Treaty 7 Chiefs and the Metis Nation of Alberta supported working in partnership with The City and with each other to further the bid exploration process.



As reported in the media on 2018 September 28, the Chiefs of the Treaty Seven First Nations gave serious consideration to the cost, impact and benefits of Calgary bidding on and potentially hosting the 2026 OPWG. After consideration of the impact of hosting the Games on the area and the legacy that the Games could create, the Chiefs provided their support for the bid.

### **3.1.4 Collaboration with community and business leaders**

Throughout the bid exploration and candidature process, The City worked closely with a number of organizations and individuals including but not limited to:

- Calgary Sport Tourism Authority
- Calgary Bid Exploration Committee
- Tourism Calgary
- Canadian Sport Institute
- WinSport
- Calgary Hotel Association
- Calgary Sport and Entertainment
- University of Calgary
- SAIT
- Various arts and culture organizations

The City will benefit from the enhanced relationships built through this work.

### **3.1.5 Integrated security planning**

In order to develop the Candidature Questionnaire (the bid submission) and a security budget to host the 2026 OPWG, an integrated security team was brought together to prepare a security plan through a new lens and leverage learnings from previous large scale events held in Canada. The Calgary Emergency Management Agency (CEMA), Calgary Police Service (CPS), Royal Canadian Mounted Police (RCMP), and other federal departments worked closely to develop a draft integrated security budget. This was an invaluable experience and learnings regarding resources, support coordination and resiliency efforts required to prepare for large events and/or respond to other events including shocks, stressors and/or disruptions can be leveraged and applied to other scenarios.

### **3.1.6 Cross-corporate model**

The breadth and depth of analysis required to consider bidding for and hosting the 2026 OPWG represented a tremendous opportunity for the Administration and the City Secretariat members to work closely with staff in business units throughout the corporation and to draw upon the expertise and innovative thinking of many City staff. An example of alignment and coordination occurred during the development of the essential services' scope and budget. In a short period of time, the City Secretariat worked with service owners to prepare estimated budgets and develop an approach that required service level pivots to maintain/deliver essential services during the period that the Games would be held.



The City Secretariat model should be considered for future large and complex City projects or initiatives.

### **3.1.7 Strengthened working relationship with members of Council**

Council established the 2026 OPWG Assessment Committee to assist in considering the benefits and risks associated with bidding for and hosting the Games. Due to the complexity and velocity of the OPWG bid project, the City Secretariat reported frequently to the Committee and Council to provide information or obtain necessary direction. Secretariat members' frequent appearances at the 2026 OPWG Assessment Committee in particular created a continuing opportunity to develop strong working relationships with members of Council.

## **3.2 INFRASTRUCTURE KNOWLEDGE**

### **3.2.1 Winter sports facilities' contribution to the economy and Calgarians' quality of life**

Calgary's reputation as a winter sports city capable of both hosting major international events and providing the opportunity for children, families and seniors to access sport facilities, came up regularly in discussions with stakeholders. Calgary and the Bow Valley region have a number of facilities that are legacies of the 1988 Olympic Winter Games, including Canada Olympic Park (COP), the Olympic Oval, Nakiska, and the Canmore Nordic Centre (CNC). These venues continue to host World Cups and national and international sporting events and attract millions of visits annually. Further, they provide training venues for national and international athletes. The 2026 OPWG project created an opportunity to explore in more detail the economic and social contributions that the 1988 Olympic legacy facilities have for Calgary. This information can continue to be used for various economic reports and assessments regarding these facilities.

Throughout the bid process there was tremendous support from stakeholders and citizens to maintain Calgary's status as a winter sport city and The City's One Calgary business plan and budget includes the creation of a Winter Strategy as part of Council's Directives. This initiative is included in the Recreation and Arts & Culture service.

### **3.2.2 Calgary's sport infrastructure needs and priorities**

The 2026 OPWG bid process created an opportunity to assess the current state of Calgary's winter sport facilities (City-owned, partner-owned and private). The CBEC Report and the 2026 OPWG Draft Hosting Plan Concept concluded that Calgary has valuable existing infrastructure capable of hosting events but that enhancements and/or continued investments are required to extend the lifecycle of facilities for future generations.

### **3.2.3 Affordable housing**

Calgarians have consistently identified affordable housing as a top priority in City surveys. In the 2018 Citizen Satisfaction Spring Pulse Survey, 95 per cent of Calgarians responding to the survey indicated that affordable housing for low income families and individuals is important. The proposed housing for the 2026 OPWG in the Calgary 2026 Draft Hosting Plan Concept was



intended to accelerate the achievement of affordable housing goals beyond development plans underway with government, non-profit organizations and the private sector.

The 2026 OPWG bid project acted as a catalyst for discussions between orders of government on how to address the housing needs of Calgarians. Extensive analysis was undertaken on the investment required to address the maintenance and lifecycle needs of existing affordable housing. This information can be used to inform strategic planning and ongoing discussions with other orders of government.

### **3.3 FINANCIAL MODELLING**

#### **3.3.1 Capital spending**

The City Secretariat reviewed the proposed capital expenditures required for the 2026 OPWG to ensure they would fit within The City's budget and debt capacity.

With the exploration of the 2026 OPWG project occurring at the same time as project proposals for other large infrastructure projects (including the Green Line, BMO Expansion, Events Centre, etc.) were being considered by The City, extensive financial modelling was undertaken to explore the bundling of various capital projects and financing options. This detailed analysis provided Council and Administration with a comprehensive understanding of The City's current and future financial outlook.

#### **3.3.2 Ernst & Young cost benefit analysis**

Ernst & Young was engaged by The City to prepare a cost benefit analysis (CBA) on the Calgary 2026 Draft Hosting Plan Concept to evaluate quantifiable and qualitative costs and benefits. The CBA report was presented to Council on 2018 November 6 and was praised by Council and some economic experts as being an objective and comprehensive analysis of the potential project.

### **3.4 COMPETENCY DEVELOPMENT**

#### **3.4.1 Knowledge transfer and expanded competencies**

The 2026 OPWG bid project was dynamic, complex and fast paced and required Administration and City Secretariat members to be nimble and flexible through the project's phases. During the bid development process, City staff were provided the opportunity to work alongside consultants with significant OPWG and other major Games experience. This opportunity provided for knowledge transfer specific to the Games' bid and hosting process as well as venue planning and Games/event hosting requirements. City staff worked on and/or provided oversight for engagement activities, financial analysis, cost benefit analysis, and legal analysis. Working collaboratively with consultants resulted in professional, personal and technical skill development for City staff. Both Administration and Council gained experience and acquired new insights that can be leveraged on other large and complex projects.

### 3.4.3 Reports and presentations

The City Secretariat and Administration delivered an exceptional number of reports to the 2026 OPWG Assessment Committee and/or City Council between 2016 June and 2018 November (see Attachment 1 for a list of these reports). For example, when the 2026 OPWG Assessment Committee was established on 2018 April 23, Committee meetings were held on a bi-weekly or more frequent basis.

The Committee and Council provided positive feedback to the City Secretariat indicating that reports were comprehensive, timely and of high quality. The City Secretariat developed innovative approaches to sharing information and used alternative reporting formats to be responsive to information requests of members of Committee and Council.

## 3.5 CORPORATE STRATEGIC PLANNING

### 3.5.1 Awareness of Corporate accessibility

Inclusion and accessibility are City priorities. The GoC, GoA and Town of Canmore share this view and the importance of both were highlighted in Calgary 2026's Draft Hosting Plan Concept. Inclusion and accessibility aligned with the Games Value of "Better Together (Diversity and inclusivity are strengths and we are Better Together)" outlined in the Draft Hosting Plan Concept. Part of Calgary 2026's proposed return on investment regarding this value was to "*Ensure Albertans have barrier free access to community facilities regardless of disability, gender, and culture*".

During the 2026 OPWG bid process, the City Secretariat responded to requests from Council members for additional information regarding how the Games could accelerate making Calgary a more accessible city. The City Secretariat asked Calgary Neighborhoods to gather additional information on accessibility in Calgary. A Corporate Accessibility Scan is included as Appendix A to this report.

Although the 2026 OPWG bid is not proceeding, the information gathered through this scan can be used to advance accessibility goals as it helps identify gaps and integration opportunities across different City services.

### 3.5.2 Deeper understanding of alignment between City policies, strategies and plans

The City Secretariat undertook a detailed review of the Calgary 2026 OPWG Draft Hosting Plan Concept to ensure alignment with The City's policies, plans and strategies. This review included an extensive comparison with Citizen Priorities, Council Directives and short and long-term City policies, plans and strategies. The review assessed whether the achievement of goals in these policies and plans could be accelerated through hosting the 2026 OPWG. This analysis can be used to inform other corporate projects and the review process was a best practice that can be used by other City staff undertaking large, complex projects.

### 3.5.3 Essential Services and programming

Work was undertaken to determine essential service costs associated with hosting such a large international event. Examples of City essential services are those related to transportation, waste and recycling, policing, bylaw enforcement, permitting, and licensing. Draft service levels and budgets were prepared to estimate the cost of pivoting and delivering services during Games time.

The City hosted two live sites planning workshops on 2018 July 19 and 25 to understand the scope and potential costs associated with activating the city during the Games. These workshops included representatives from The City (Calgary Police Services, Culture, and the City Secretariat), the GoA, the GoC, the Town of Canmore, and Calgary 2026. On July 19, live sites subject matter experts from the City of Vancouver and Town of Whistler shared their experiences from the 2010 OPWG. The July 25 workshop focused on potential live site locations in Calgary. The workshops resulted in the refinement of potential live site locations and an appreciation of the opportunities for community involvement and activations during the Games.

The City's festival and events team and other service owners who participated in these discussions will continue to benefit from the learnings gained when undertaking any large-scale event or activation of the city.

## 3.6 COMMUNICATION AND COMMUNITY ENGAGEMENT

### 3.6.1 Public engagement process

The public engagement program included six open houses, numerous pop-up events held in various areas of Calgary and a month-long online engagement system that generated thousands of comments from Calgarians. This was one of the largest public engagement programs ever undertaken by The City.

City staff worked closely with the Council-appointed citizen members of the Engagement Advisory Sub-Committee responsible for developing and delivering an engagement program on behalf of Council. The Sub-Committee and an external consultant provided a balanced perspective on the opportunities and risks associated with Calgary 2026's Draft Hosting Plan Concept. While the Engagement Advisory Sub-Committee oversaw the development and execution of the engagement program, Customer Service and Communications (CSC) staff served as the conduit between the Sub-Committee and a number of CSC teams (e.g. web, social media).

Early on, Council identified the importance of engaging with Indigenous leaders and multicultural groups in a way that is respectful, accessible and inclusive. To ensure accessible and inclusive engagement, the Council-approved engagement program incorporated key strategies for reaching out to Indigenous and multicultural groups. These included actions such

as translating key pages of the Engagement tool kit into traditional Chinese, Tagalog and Punjabi, as well as utilizing the knowledge of an Indigenous Relations Consultant to help facilitate government to government Indigenous engagement.

The engagement program's *What We Heard Report* was shared with Council and Calgarians in 2018 November. This report contained valuable insights into Calgarians' priorities and their thoughts on where The City should be investing.

### 3.6.2 Public engagement outcomes

The public engagement activities provided insights from citizens on what Calgarians want from The City and for their city, with or without hosting the 2026 Games. This information can be used to foster discussion between citizens, Council and Administration when discussing opportunities for future initiatives and projects.

To help inform the public engagement program, a Citizen Perceptions Survey was conducted in 2018 July which included questions about the bid exploration.

The survey and public engagement program revealed several common themes that citizens raised related to investing in Calgary's future:

1. Ensure City decisions and investments result in long-term benefits for citizens:
  - a. Avoid temporary, isolated or interim projects and programs; and
  - b. Achieve a net-positive for both the community (local) and Calgary (city-wide).
2. Ensure City decisions and infrastructure projects are in the best interest of the greater good for Calgary:
  - a. Consider factors such as affordability, accessibility, relevance, and location, if applicable; and
  - b. Identify both indirect (e.g. city-wide/public) and direct (e.g. local/personal) benefits.
3. Explain the cost of the investment to citizens:
  - a. More information than the final cost;
  - b. The impact to project costs if The City delays the investment;
  - c. Sources of funding such as grants, support from other orders of government, selling assets, taxes, borrowing, etc.; and
  - d. Debt management, if applicable.
4. Improve Calgary's transportation and transit networks;
5. More support for affordable housing options;
6. Invest in recreation and sport resources and venues:
  - a. Recreation opportunities and being active are important;
7. Invest in Calgary's arts and culture resources; and
8. Improve public spaces, such as parks and gathering areas.

The information generated through the 2026 OPWG public engagement program can continue to be used by Council and Administration to inform decisions about The City's priorities going forward.

### 3.6.3 Use of external professionals

The 2026 OPWG bid project team utilized the services of external professionals and consultants throughout the planning, invitation and candidature phases of the project. Council's decision to establish a corporation made up of professionals from various disciplines was central to the success of the initial phase of the project. CBEC performed most of the work associated with determining whether it was feasible for Calgary to host the 2026 OPWG in the initial phase of the project. The extensive and unique expertise of this group of Calgarians produced an arm's length analysis and the development of principles to guide the next phase of the project. Some of the individuals who served on CBEC's Board of Directors were subsequently invited to act as an Advisory Committee to Administration's bid development work before this work was transferred to Calgary 2026 and some of those individuals then advised Calgary 2026. This approach provided a firm foundation for The City's work and allowed The City to leverage the expertise of external professionals to augment the work of The City.

The use of external professionals continued when Council appointed local volunteers to the Engagement Advisory Sub-Committee of the 2026 OPWG Assessment Committee. The Sub-Committee members worked to ensure that The City's engagement program provided citizens with balanced information and engagement opportunities. Sub-Committee members brought broad and diverse perspectives and expertise in areas such as engagement, procurement, governance, ethics, and leadership and deep connections with multicultural groups. Sub-Committee members maintained a neutral position throughout the process and their integrity and efforts were greatly appreciated by the 2026 OPWG Assessment Committee and Council.

### 3.6.4 Cultural brokers

The engagement program also leveraged the use of "cultural brokers" who acted as a bridge between creating the engagement program and members of different cultural groups. Their role was to involve and enable conversations with participants of different cultural backgrounds for the purpose of gathering input into the engagement program. ActionDignity played a key role in distributing the engagement toolkit and gathering feedback across their community networks. ActionDignity is a community-based organization that facilitates the collective voice of Calgary's ethno-cultural communities toward full civic participation and integration.

### 3.6.5 Communication activities

#### *Website*

The City Secretariat communicated The City's role in a potential bid for the 2026 OPWG between 2018 April and November using [Calgary.ca/2026Games](http://Calgary.ca/2026Games) as the hub for The City's Games bid information. Using the responses from the Citizen Perceptions Survey conducted in 2018 July and Calgary 2026's Draft Hosting Plan Concept, the website expanded to include information that citizens requested and required to cast informed votes. Web content also included the City Secretariat's review of the Draft Hosting Plan Concept.



### *Blog*

To inform citizens on the progress of the potential bid, a blog was posted on The City News Blog following each meeting of the 2026 OPWG Assessment Committee. These blog posts recapped meeting topics and provided links to information on Calgary.ca or other online resources related to the potential bid process. Ten blog posts were promoted on Facebook and Twitter and generated more than one million impressions, 2,000 reactions and 7,961 link clicks.

### *Communicating engagement opportunities and Vote 2018*

City communications staff supported the public engagement program to ensure that citizens knew how they could participate and where to find information on the 2026 OPWG bid and Vote 2018. A number of channels were used to communicate including print ads in newspapers, community newsletters, radio ads, paid social media promotions, digital displays at LRT stations and City facilities, two Reports to Calgarians, and online ads. Radio ads were translated into Chinese and South Asian languages on Fairchild Radio and Red FM. Advertisements were also included in Kerby News, student newspapers at the University of Calgary, SAIT and Mount Royal University and community newsletters. This campaign generated more than 12 million impressions.

### **3.6.6 Vote of Electors**

The 2018 Vote of Electors was held on 2018 November 13. 304,774 votes were cast (of 767,734 eligible voters). 132,832 votes (43.6%) were cast in favor of hosting the Games and 171,750 (56.4%) votes were cast against hosting the Games.

The Vote of Electors, led by the Returning Officer and her team, was the first vote to be held outside of a general election since 1979 and the first vote in Calgary to use tabulators as a voting tool. The Returning Officer succeeded in creating a greatly improved voting experience for Calgarians, having adopted lessons learned from the 2017 General Election. An event team was established that included representatives from business units across the corporation. The planning, implementation and delivery of this “improved experience” vote was a great example of the One Calgary culture in action. Learnings from this vote will be leveraged for the next General Election.

Most importantly, the vote provided citizens with an opportunity to provide direct feedback to Council on this large investment being considered by The City, increasing the level of municipal transparency and citizen engagement.

## **3.7 RISK MANAGEMENT**

### **3.7.1 Risk assessment**

A key component of assessing whether to submit a bid to host the 2026 OPWG was identifying and understanding the potential opportunities and risks of undertaking such a complex and unique project and determining whether to intentionally accept certain risks and how to manage,

mitigate, transfer or avoid others. With an opportunity of this magnitude there was inherent and significant legal, financial, reputational, and operational and other risk for The City. The OPWG project provided the opportunity to apply The City’s Integrated Risk Management (IRM) program’s guidelines and tools directly to a complex, large-scale, multi-faceted project.

When the City Secretariat was established, a risk manager was appointed to the project to develop a risk management framework and create a risk register to identify the opportunities and risks associated with the 2026 OPWG. The risk register was maintained throughout the balance of the project and regular updates were provided to members of the Assessment Committee and Council. This approach ensured informed decision making.

Information included the provision of real-time risk assessments to inform Council and supported The City’s IRM principles which are:

- Better decisions are made when supported by a systematic approach to risk management;
- Risk management should be integrated into existing long term strategic and business planning as well as informed decision making in the day to day management of activities;
- Risk management should be consistently applied to the development and implementation of policy, programs, plans, and future directions of The City of Calgary; and
- The integration of risk management at The City of Calgary must be supported by a corporate philosophy and culture that encourages everyone to manage risks proactively and to communicate openly about risk. Significant risks should be disclosed when reporting to management, Council or Committees of Council.

### 3.7.2 Risk appetite and tolerance

The 2026 OPWG bid project provided another opportunity to assess The City’s risk appetite and tolerance. Risk appetite is defined as how much risk The City is willing to take on to achieve its objectives. Risk tolerance refers to the amount of risk that can be taken on without material failure.

The City Secretariat was mindful of the Risk Spectrum shown below when working through various approaches to risk within this complex project. The City Secretariat’s approach assisted Committee members and Council to address issues, solve problems and capitalize on opportunities that were within acceptable risk tolerances. This approach was innovative and provided continuous feedback to the City Secretariat to course-correct risk strategies and/or be open or motivated to assume risk.

Level 1 Averse	Level 2 Minimalist	Level 3 Cautious	Level 4 Open	Level 5 Motivated
The City is not willing to accept risk under any circumstances.	The City is not willing to accept risk in most circumstances.	The City is willing to accept risk in certain circumstances.	The City is willing to accept risks.	The City accepts opportunities that are inherently high risk.



Throughout the 2026 OPWG project, the City Secretariat applied risk management theory, practices and tools. This was a unique opportunity to showcase the value of the City's IRM program.



## APPENDIX A - CORPORATE ACCESSIBILITY SCAN

Patrick Sweet, Calgary Building Services  
November 2018

The purpose of this scan is to help address the questions: ***How accessible is Calgary from a physical infrastructure perspective? How well is the City of Calgary meeting the needs of people with disabilities?*** If we know how well we are doing, we will better understand where the gaps are. It is hoped that this report will consolidate accessibility related information for the purpose of planning and prioritization.

Scan structure:

- A. Overview**
- B. Accessibility Policies and Strategies**
- C. Accessibility Review Processes and Roles**
- D. Business Unit Specific Initiatives**
- E. Comparison to other Canadian Municipalities**
- F. Opportunities and Summary**

### **A. Overview**

The majority of this scan is the result of information compiled from business units within the Corporation. The framework of this scan is supported by work completed by Calgary Growth Strategies in Q3 of 2017; *PUD2016-0721*. Data from 311 Service Requests also offer a sense of trends on the topic.

Facilitated workshops with service owners were held while the 2019-2022 service plans and budgets were being developed, to collaborate and identify ways accessibility efforts could continue to improve and advance. 21 accessibility-related strategies across 10 Service Lines were identified and the implementation of these strategies will be pursued during the coming budget cycles. These strategies and services are discussed with respect to Business Units and Departments. This scan aligns with C2018-1158 Attachment 6; *Accessibility Update*.

### **B. Accessibility Policies and Strategies**

#### **Corporate Accessibility Policy**

The Corporate Accessibility Policy (CSPS003) as stewarded by Calgary Neighbourhoods was adopted by Council in Q4 of 2005 and is currently being updated with a focus on a collective and coordinated approach to the inclusion of persons with disabilities and the accessibility of City programs and services. The Corporate Accessibility Policy has provided an overall framework for ensuring that accessibility strategies are implemented, and that the Advisory



Committee on Accessibility strategic plan is realized.

### **Improving Calgary's Accessibility**

NM2015-16 *Improving Calgary's Accessibility* asked that Administration review the accessibility of the Municipal Complex and other civic facilities and secondly that Administration commit to the integration of accessibility design into current and future planning, public realm, and development initiatives. Progress with respect to both directions from NM2015-16 was reported to Council in Q3 of 2016 with LAS2016-76 and PUD2016-0721 respectively. LAS2016-76 reviewed findings and work completed as part of the municipal complex accessibility audit. In addition, Attachment 4 of LAS2016-75 presented an audit strategy to be applied to other City of Calgary facilities. The corporate scan that was completed as part of PUD2016-0721 offered a holistic view of how the corporation meets the needs of people with disabilities and outlined opportunities for improvement.

### **Planning & Development**

Departments including Calgary Growth Strategies, Community Planning, and Development Approvals & Building Safety implement accessibility strategies in accordance with higher level policy documents and in some cases within a legislative framework (enforcement of the Alberta Building Code under the Safety Codes Act).

- **Calgary Growth Strategies**

Recently updated policy documents that reference the concept of Universal Access or *Universal Design* include the Municipal Development Plan Guidebooks and the Centre City and City-Wide Urban Design Guidelines. Universal Design within these planning documents focuses on equitable access for all people regardless of a person's level of ability.

- **Community Planning**

The Centre City Urban Design Guidelines (updated in 2015) and the refreshed Centre City Plan (final document expected in 2020) include reference to the principles of Universal Design and equitable inclusion for people with disabilities. Universal Design is a consideration during the planning applications review process. The Urban Design team provides further application review support for larger scale applications.

- **Development Approvals and Building Safety (DABS)**

Safety Codes Officers in the Building discipline enforce section 3.8 (Barrier-Free Design) of the Alberta Building Code (ABC) at the time of plans review and when field inspections are conducted. This work is done on a daily basis, is legislatively required and the value of this work is supported by upper levels of management. Safety Codes Officers enforcing the ABC review all buildings within jurisdiction of the building code including civic buildings such as transit buildings, recreation centres, administration buildings etc. and private developments.

Field staff and the plans examination group have received presentations on The City's own requirements for civic buildings as per the **Access Design Standards (ADS)**. Field staff are



aware of the enhanced access requirements that City owned buildings must meet. The ADS are a set of Calgary specific design standards that reach a higher mark than the minimum requirements of the building code. Building Regulations has supported the ADS since the 1<sup>st</sup> version in 1988. The ADS 2016 was adopted by Council in Q3 of 2016 and is the 5<sup>th</sup> version to date. The ADS is captured in the supply process with reference in Request for Tender documents - part B, Schedule 3 under "Special Conditions". Though Safety Codes Officers have a close relationship to the ADS, it is the responsibility of the project manager from each respective department or business unit to ensure that design standards within the ADS are met to the highest degree possible.

### **Seniors Age-Friendly Strategy**

The *Seniors Age-Friendly Strategy and Implementation Plan* was approved by Council in 2015 June. This strategy seeks to create a more age-friendly and accessible city, by accommodating and planning for an aging population.

The Senior Age-Friendly strategy crosses departmental boundaries with focus on access to information and services, community support and health, housing, participation and inclusion, prevention and response to elder abuse and transportation and mobility.

### **The Step Forward strategy**

The Step Forward strategy was approved in Q3 of 2016. Though delivered by the Transportation department, the Step Forward strategy has implications for urban design and planning as well. In an effort to support multi-modal means of transport, consideration for people with mobility and sensory disabilities was included at the onset of this project through dialogue with the Advisory Committee on Accessibility. New walkability projects have improved pedestrian safety and convenience.

## **C. Accessibility Review Processes and Roles**

### **The Advisory Committee on Accessibility and Access Design**

Calgary is one of many Canadian municipalities that seek the perspective of an accessibility / disability issues committee. Calgary's Advisory Committee on Accessibility (ACA) will remain a key stakeholder in ensuring that the rights and service needs of people with disabilities are communicated to Council and implemented through the policies and strategies identified above. The ACA meets monthly to discuss the cross-disability, lived-experience perspective on a variety of topics ranging from accessible transportation to legislation from other orders of government. The ACA's subcommittee Access Design (AD) also meets monthly but with a focus on the technical design details that are required for Capital projects to achieve a high level of accessibility. Both the ACA and AD receive regular presentations from Administration to learn of



projects and initiatives. Committee members provide comments on these projects through an “accessibility lens”.

### **Calgary Neighbourhoods**

Calgary Neighbourhoods supports the ACA and the ACA sub-committee – Access Design. In addition to making access recommendations to City Council the ACA offers three awards annually to recognize a high level of achievement in the areas of advocacy, accessible buildings, technology or products and accessible transportation. In coordination with ACA members, Calgary Neighbourhoods plays a key role with this awards program.

Generally speaking, accessibility efforts within and across The Corporation are coordinated by Calgary Neighbourhoods though much work has been done in recent years to establish processes in other departments and business units to embed accessibility and have a corporate focus across service provisions.

### **Access Planner Role**

In 2016, Building Regulations supported a full time Safety Codes Officer for a special project in cooperation with Calgary Neighbourhoods. This collaboration yielded the limited term Access Planner role.

Presentations to City departments, business units and Civic Partners have been offered by the Access Planner and Issue Strategist for Access and Disability since Q3 of 2016. A special effort to reach City project managers has been made to enhance awareness and compliance to the ADS. Awareness of the ADS has resulted in project managers and consultants accessing the online ADS (*see figure 1 below*) and also submitting projects to the Access Planner for review.

A process utilizing *Posse* (internal City of Calgary permit and inspection system), was established in Q2 of 2016 to flag permits at the time of application where The City is indicated in the owner field. An average of 2-3 projects are flagged and checked daily to determine the requirement to meet the ADS. This process is a backup to the preferred method of reviewing projects in advance whereby a City project manager requests an access review at the schematic design or 30% construction set (depending on project complexity) by emailing [accessreview@calgary.ca](mailto:accessreview@calgary.ca). This review process is communicated on MyCity and accessed by searching “Access Design Standards”. Simplified checklists for project managers were developed in Q3 of 2016 and are housed on the same link as the review process flow chart mentioned above.

### Access Design Standards monthly pdf downloads

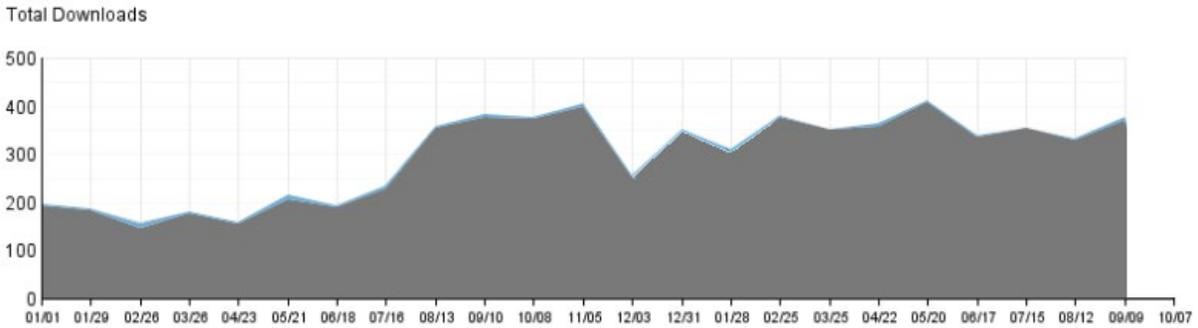


Figure 1: Total downloads of the Access Design Standards 2017 – 2018

As per figure 1 above, there was a large increase in downloads of the ADS mid-way through 2017. Average downloads after the July 2017 increase equal approximately 350 downloads per month. There have been approximately 7000 downloads of the document from Q1 2017.

The Access Planner has recently initiated the review of the 6<sup>th</sup> version of the Access Design Standards 2016 document in Q3 of 2018 with the Access Design (AD) subcommittee (subcommittee to the Advisory Committee on Accessibility (ACA)). Each standard is reviewed from a cross disability, lived-experience perspective to ensure that the ADS remains relevant and effective at meeting the needs of people with disabilities. Every standard must also be reviewed to ensure there is no conflict with the Alberta Building Code. This work is being done in preparation for the Alberta Building Code update expected in the spring of 2019. Prior to ADS document finalization, the ADS will be circulated for internal stakeholder review.

Figure 2 below represents the number of accessibility reviews performed by the Access Planner in DABS for City Projects completed monthly.

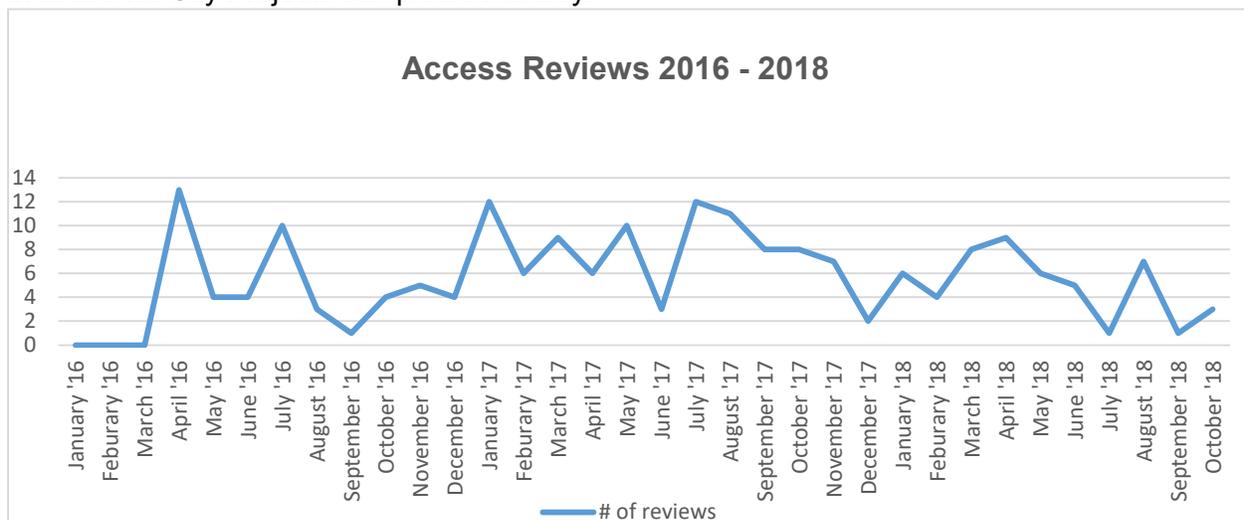


Figure 2- number of monthly project review completed by Access Planner



#### Highlights:

- 191 total reviews completed as of October 2018
- Average of 6 reviews per month
- More than 40 projects have had up to 2 or more reviews at varying stages of project design
- 45% of reviews are for projects from the Transportation Department. Transportation project reviews focus on the pedestrian realm with key items like sidewalk width, ramp slope, curb cuts and unobstructed barrier free path of travel. The remainder of the reviews are dominantly for buildings or parts slated for renovation

It is difficult to assume a corporate level commitment to accessibility based on the data of accessibility reviews completed. The number of reviews varies monthly and can depend on variables such as funding or construction cycles.

Favorable outcomes generated by the plans review process depend on some key variables. The level of priority placed on accessibility by the project manager / project sponsor, how early the accessibility review process is engaged, project scope (i.e. whether the project is a new build or retro-fit) and available resources all contribute to the successful realization of an accessible building or facility. When alterations to an existing space are planned, existing site constraints can limit the full implementation of the ADS. In general, project managers are receptive to including as many access features as possible, though available resources and early awareness are key to achieving a high level of implementation. Communication between the project manager and external consultants and contractors also effect the realization of design goals.

#### **D. Business Unit Specific Initiatives**

This section highlights work that is undertaken within specific business units. These efforts are the implementation of policies and strategies that strive to meet corporate accessibility goals.

#### **City Wide Urban Design (Community Planning)**

The **Calgary Urban Braille System** was proposed in 2006 which helped to raise the profile of accessibility and increase awareness about the needs of those with vision impairments. Urban Braille (i.e. Tactile Walking Surface Indicators that provide warning and guidance) and the broader concept of Accessible / Universal Design was added to the 2007 Centre City Plan. Though Urban Braille was not widely implemented, discussion about the proposed system raised awareness about the ways in which the pedestrian realm can be designed to help people with vision impairments. Also, in 2007, work on the Municipal Development Plan generated the concept of the 13 principles of Urban Design Accessibility being one of the principles. As discussed in stakeholder workshop sessions, Accessibility and Universal Design will be held as key priorities in the soon to be revised Centre City Plan.

A new monitoring tool for design quality evaluation (which includes accessibility checks) has been developed this year which the Urban Design team applies to all submissions and

comments on Corporate Planning Applications Group (CPAG) reviews. Processes for ensuring that designs incorporate a high level of accessibility have been established.

### Calgary Neighbourhoods (CN)

*Community Strategies*, *Neighbourhood Support*, and *Social Programs* are services led by CN. *Neighbourhood Support* and *Social Programs* are joint services delivered with Facility Management and Calgary Recreation. Under the service of *Community Strategies*, Calgary Neighbourhoods supports the ACA and the Social Wellbeing Advisory Committee and also implements the Seniors Age Friendly Strategy.

*Community Strategies* also supports the delivery of and promotes accessible communication services. Some of these services include closed captioning, American Sign Language services, and the consistent use of accessible icons. Data collection for this Service Request began in 2016 with 29 requests. 2017 saw a significant uptake in requests (229) for accessible accommodations likely due to initial interest in promoting these services but then dropped in 2018 to 153 (extrapolated from year to date – October numbers). Because data from 2016 was partial and 2017 was the “kick-off” year, a trend should not be assumed from this data set. Conversations with the *Engage!* team about creating public awareness of the availability of these inclusive services are ongoing.

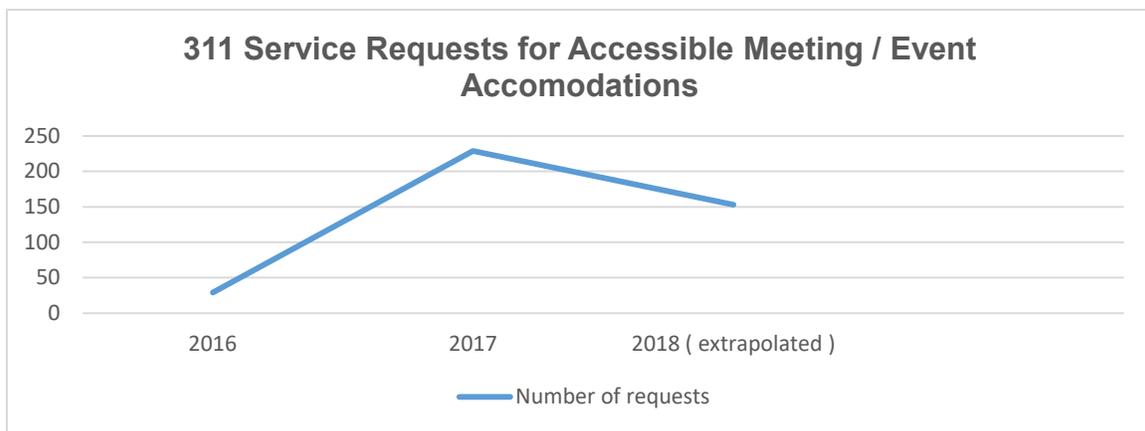


Figure 3- Year to Date number for 2018 has been extrapolated for end of year.

Not to be confused with the ACA awards, the City of Calgary Awards has a category for the Award for Accessibility. The Issue Strategist within CN supports this award through promotion and volunteer organization of ACA members who become jury members for the purpose of recipient selection.

The service of *Neighbourhood Support* ensures that partnerships between The City and community stakeholders foster social inclusion, economic participation and an increased sense

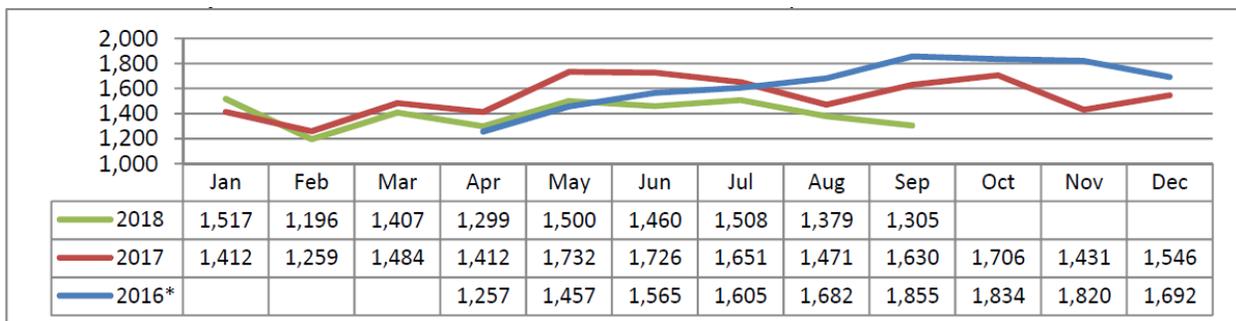
of belonging for all community members independent of age or ability. Community groups operating on City-owned land are supported through the funding of capital maintenance for their facilities and amenities. The service of *Social Programs* increases social inclusion for Calgarians facing vulnerabilities by providing opportunities and building their capacity to fully participate in civic life. They offer equitable access to programs and services, including the Seniors Home Maintenance program. The program helps low income seniors continue to live in their own homes by offering basic yard care, snow removal, house cleaning, painting and other minor repairs. Applicants must meet the eligibility requirements through the Fair Entry program and are evaluated for priority according to a needs assessment by the Seniors Home Maintenance team.

### Calgary Community Standards

The service of *Taxi, Limousine & Vehicles-for-Hire* is led by Calgary Community Standards. This service regulates drivers, vehicles and companies in the livery industry according to the Livery Transport Bylaw. Taxi, Limousine & Vehicles-for-Hire ensures drivers have the right qualifications and proper mechanically inspected vehicles, so passengers enjoy a safe and secure ride.

In 2017 there were almost 8.9 million rides. Of those rides 18,500 were on-demand accessible trips. Taxi, Limousine & Vehicles-for-Hire is committed to improving wheelchair accessible taxi service delivery and customer safety for individuals using 24/7 on-demand wheelchair accessible taxis. Council endorsed an Accessible Taxi Incentive Program with proposed amendments to the current bylaw. Implementation of this program was approved in October 2018 and is expected to take effect on January 1, 2019. A wheelchair accessible centralized dispatch pilot will be delivered through 2019/2020 addressing customers who face challenges securing a 24/7 on-demand wheelchair accessible taxi.

**Monthly On-demand Wheelchair Accessible Taxi Trip Volumes**





## Calgary Parks

The service of *Parks & Open Spaces* is led by Calgary Parks. This service provides citizens with safe, enjoyable and accessible parks within new and established communities. The inclusive opportunities enabled by Park amenities that have special relevance for people with disabilities include accessible playgrounds, picnic sites, spray parks, outdoor skating, toboggan hills and off-leash areas for dog owners.

The service of *Sidewalks & Pathways* is jointly provided by Calgary Parks and Roads. This service ensures that sidewalks and Calgary Park's pathways are accessible with the removal of barriers that can limit the independent movement of citizens, including those with mobility impairments. Safety and accessibility are key factors in making the pathway system attractive to citizens. Recommended funding in 2019-22 to enhance snow clearing from sidewalks, pathways, and walkways will also contribute to public safety and accessibility.

Three public washrooms in Calgary Parks were renovated in 2017. These washrooms received upgraded components to improve accessibility including power door operators for entrance doors, effective knee space below accessible sinks, and corrected mounting height for soap and paper towel dispensers.

The most recent *Development Guidelines and Standard Specifications: Landscape Construction* outlines many provisions for access by people using wheelchairs and includes many considerations that enable all Calgarians the ability to access and enjoy parks.

In work subsequent to the NOM2017-09, the Community Services Report CPS2018-0051 offers the *Inclusive Play Spaces Overview* and *Inclusive Play Spaces Implementation Plan*. Parks has identified that Calgary is oversupplied (compared to the national average) with traditional playgrounds but is undersupplied with inclusive playgrounds compared to the same measure.

In response, Calgary Parks has started planning and construction on two new accessible/inclusive playgrounds – one in partnership with the Variety Club located in Thorncliffe/Greenview to be constructed next spring; the other project is in partnership with Canadian Tire's Jumpstart Program at Shouldice Park. Construction of the Shouldice Park inclusive playground is complete and it is open to the public. A grand opening celebration is planned for May 2019.

A pilot project in Q2 and Q3 of 2018 offered aquatic wheelchairs at [Canmore Spray Park](#), [Rotary Spray Park](#), and [Variety Spray Park](#). In collaboration with Calgary Recreation and Calgary Neighbourhoods, another pilot project for mobile 'fit parks' (with exercise equipment) was targeted at encouraging senior accessibility and park use. These pilots and other opportunities will be explored as resources allow.



## Calgary Recreation

The service of *Recreation Opportunities* is led by Calgary Recreation. This service provides a range of accessible and affordable recreation programs and opportunities that encourage active living for people with a range of abilities.

The service of *Neighbourhood Support (jointly led by Calgary Neighbourhoods)* ensures that partnerships between the City and community stakeholders (mainly Community Associations) foster social inclusion, economic participation and an increased sense of belonging for all community members independent of age or ability.

Opportunities to improve the level of accessibility in existing recreation facilities are held in high priority when capital upgrades and improvements are made. All new recreation facilities also meet the most current version of the Alberta Building Code and Access Design Standards in effect at the time of project development.

In 2014, Calgary Recreation initiated the *Facility Development & Enhancement Study (FDES)* to measure current service levels at City-operated recreation facilities and identify gaps and opportunities for improvement. The study identified some deficiencies in the physical accessibility of facilities. This prompted the *Recreation Accessibility Study* in 2015, which assessed the current accessibility state and needs of facilities. The first step in assessing the accessibility of Recreation facilities was to develop the Recreation Facility Accessibility Checklist (RFAC) as a tool. The RFAC uses access requirements as per the Alberta Building Code, and the City's Access Design Standards for the measurement criteria.

The accessibility checklist measures a person's entire experience, including travel to the facility entrance, movement throughout the facility and use of amenities. The path of travel experience is evaluated using the following main indicators:

- **Site Access** (from public realm, parking spaces, and passenger loading zones)
- **Main Entrance** (ground level access, stairs, ramps, doorways)
- **Signage** (way-finding, tactile signage)
- **Washrooms** (female, male, gender neutral universal single occupancy)
- **Recreation Facilities** (interior building elements, communication, outdoor amenities)

Of the five indicators, the area of greatest compliance among City-operated facilities is the 'main entrance', while 'washrooms', 'site access', 'signage' and specific amenities within the 'recreation facility' indicator demonstrate the least compliance.

All City-operated recreation facilities are partially accessible, but significant improvements are required to bring the facilities within complete compliance. Improvements from the accessibility study are currently being addressed as part of ongoing facility retro-fit projects and as resources become available.

While most of The City of Calgary's recreation facilities have had some accessibility improvements made over the past 50+ years, complete equitable and functional access is



lacking. This deficiency is largely due to the gap between building codes in the 1960s and 1970s and contemporary standards for barrier-free design which continues to widen. Society has evolved and facilities should reflect this evolution towards greater inclusion. An example of evolving societal needs and improvements in technology to better meet the needs of people with disabilities are the Portable Counter Hearing loops (PLA 90 model) that have been installed at information counters in 21 Recreation Facilities. These assistive listening devices featuring a built-in microphone help customers in noisy environments who use hearing aids with a telecoil or have cochlear implants by transmitting the spoken word and blocking out background noise making it easier to understand speech.

A detailed description of each facility's accessibility with the consistent use of accessibility icons is on [Calgary.ca](http://Calgary.ca). Members of the public are able to know in advance the parts of the facility that are accessible for people with mobility, visual, or hearing disabilities.

In addition to providing the actual inclusive programming at the facilities, Recreation also provides resources and support to foster inclusion of all participants such as the document: *Steps to Inclusion* for staff or the FSCD reduced ratio programming to help facilitate participation of children with disabilities. Recreation also acts as a broader community resource with *Recreation Discovery* which is a resource directory housed on [Calgary.ca](http://Calgary.ca) that promotes disability agencies and organizations who provide recreation / leisure programs. This directory is assembled with the principle that people with disabilities should have equitable opportunities to participate in recreation or leisure activities.

### **Calgary Housing & Calgary Housing Company**

Calgary Housing builds a percentage of affordable housing as accessible. Current funding obligations require Calgary Housing to build approximately 20% of their units as accessible. The percentage of Calgary Housing waitlist applicants requiring accessible units fluctuates and Calgary Housing is working towards a flexible specification which will allow the waitlist to be filled at the earliest possible time by applicants in need. Calgary Housing is active in reviewing proposed updates embodying Universal Design to the list of technical specifications for new developments. Improvements to the technical specifications aim to ensure greater ease for project managers by synthesizing requirements from various legislative and best practice sources into one document. If approved, this synthesized set of requirements will become part of the ADS.

### **Calgary Emergency Management Agency and Calgary Police Service**

The Calgary Emergency Management Agency (CEMA) plans and coordinates emergency services and resources during major emergencies and disasters. CEMA produces the *Persons with Disabilities Guide for Emergency Preparedness*. The guide reviews risks, planning, and preparedness specific to various disability categories.



The *Household Emergency Action Plan* booklet and the *Simplified Guide to Emergency Preparedness* were both developed intentionally with plain language to ensure they are as effective and accessible as possible.

The Calgary Police Service supports the *Vulnerable Persons Self-Registry*. People who have a physical, sensory or developmental disability (or other relevant medical condition) and may require attention in an emergency are encouraged to register. Calgary Police are better able to respond if they have awareness about who is within a building and any particular needs or disabilities that person might have.

## **Transportation**

The service of *Sidewalks & Pathways* is jointly led by Roads, Transportation Infrastructure, Transportation Planning and Calgary Parks. This service ensures that sidewalks are accessible with the removal of barriers that can limit the independent movement of citizens with disabilities. Safety and accessibility are key factors in making walking or rolling an attractive option for moving around the City.

## **Transportation Planning**

Transportation Planning (TP) is the creator and steward of the *Calgary Transportation Plan and Complete Streets Policy (TP021) and Guide (2014)* which both reference accessibility and the concept of universal design (universal access). Universal design and pedestrian connectivity are considered when street or sidewalk upgrades are planned. TP also created and stewards the *Step Forward strategy*, which is also concerned with prioritizing missing pedestrian linkages and considers “pedestrians” in multi-modal ways (i.e. not just able-bodied people on foot but also those using mobility devices). TP’s *Cycling Strategy* and forthcoming *Pathway and Bikeway Plan* (co-led with Parks) also provide ways for people with disabilities to cycle in on-street bicycle routes or travel on off-street multi-use pathways. A resource from TP is provided to perform CPAG application reviews.

## **Roads**

Roads most recent Design Guideline for Subdivision Servicing and Standard Specifications for Road Construction (SSRC) aligns with Complete Streets and with the Access Design Standards in that two curb ramps (wheelchair ramps or depressed curbs) are to be installed at each intersection corner (when the geometry and safety of the intersection permits this configuration). Also, a tactile surface of some kind is to be installed on the ramps along with a zero lip at the curb ramps. In addition, detectable warning surfaces are to be installed on specific roadways. The most recent update to the SSRC also specifies a minimum and maximum slope for curb ramps. Not all jurisdictions offer a minimum slope for curb ramp design. This minimum was a recommendation from the ACA and it helps people with vision loss know they are crossing a

street. The threshold for maximum slope ensures that curb ramps aren't too steep for people using mobility devices.

"Wheelchair Curb Ramps" were first referenced by Calgary Roads in the mid 1970's. It is not known if implementation was standard practice or more gradual (installed as per specific location). Recent 311 statistics do suggest that because Roads proactively installs curb ramps as a matter of standard practice now, in addition to responding to citizen concerns, concerns about missing curb ramps are decreasing. As in figure 4 below, the number of 311 requests for curb ramps at intersection corners increased steadily until 2016 at which time requests began to decline. It is likely that between new Roads Standards and the provision of new curb ramps in deficient existing locations, this issue is under control.

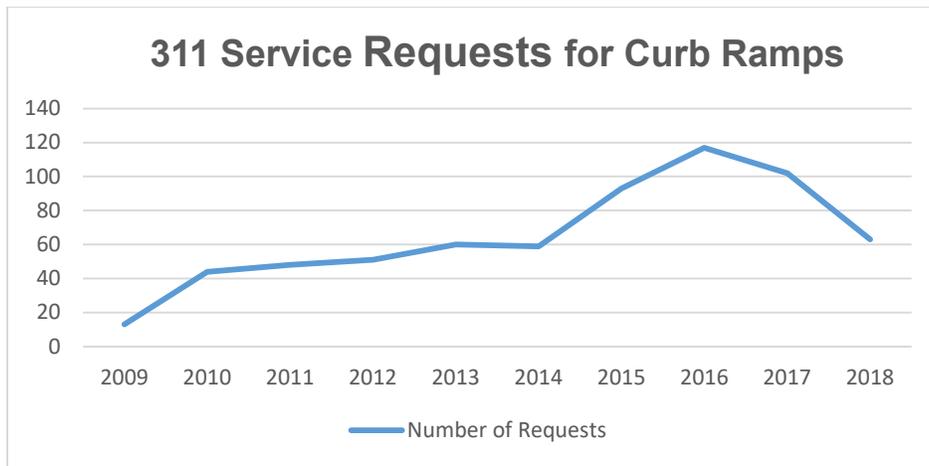


Figure 4 - Curb ramps

Figure 5 below shows an increasing number of requests for Accessible Pedestrian Signals (APSs) throughout the City. APSs are devices that communicate when it is safe for a pedestrian to cross at signalized intersections by visual, auditory and tactile means. A pedestrian who has a vision disability is better able to know when it is safe to cross the intersection with the clear auditory cues provided by an APS. The trajectory of this trend is likely because citizens are more aware of what APSs are and that requests can be made for their installation. As with curb ramps, it is expected that the arc of requests will gradually level off as opportunities for APS installation are met.

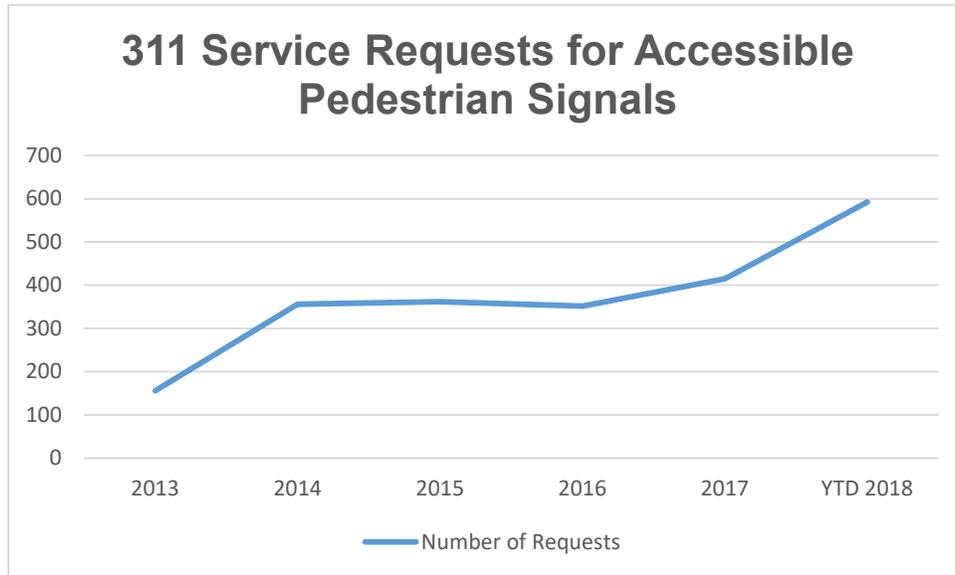


Figure 5 - APS requests

A resource from Roads is provided to perform CPAG application reviews. Accessibility considerations relative to road and sidewalk construction are offered on CPAG reviews.

Through Report TT2018-0467 *“Improving Accessibility and Reducing Injuries through Snow and Ice Control”* City Council has provided \$9.5 million until the end of 2018 towards plowing windrows away from priority wheelchair curb ramp locations, clearing all sidewalks adjacent to City property within 24 hours and to provide clearing for approximately 100 KMs of additional pathways and sidewalks.

A collaboration between CN, Roads and Transit will see that 700 bus stops will be cleared of snow for the 2018 – 2019 season. This is a significant increase over the 100 that were flagged for snow clearing in the 2015 – 2016 season.

Transportation also supports the creation of accessible viewing zones for the Calgary Stampede Parade. Eight locations were created in 2018 offering reserved areas where people with mobility challenges are able to enjoy the parade.

### Transportation Infrastructure

Transportation Infrastructure (TI) has demonstrated a commitment to accessibility through their timely engagement with the ACA on designs for C-Train stations and extensions, road widening, interchanges and pedestrian bridges. Project managers from TI regularly engage the accessibility review process early on in project design. ACA members provide feedback from a

lived experience perspective that ensures projects are accessible to people with mobility challenges and vision disabilities.

Organized by the Access Planner, TI staff participated in an experiential event with ACA volunteers in Q1 of 2017. Multiple wheelchairs and glasses that simulate different vision disabilities were used to offer participants a slight understanding as to what it is like to interface with the built environment while using a wheelchair or white cane. Three LRT stations with varying ages of construction and level of access were visited. Transportation Infrastructure staff and other members of Administration were able to better understand the importance of ramp slope, ramp width, level landing areas and the consistent use of tactile cues for people with vision disabilities.

### Calgary Transit

The service of *Specialized Transit* is led by Calgary Transit. This service provides transportation through specialized buses, vans and taxis for Calgarians with disabilities to travel or commute reliably and affordably.

In 2010, a C-Train station accessibility audit with ACA members was conducted and revealed some opportunities for improvement. An annual budget was established to address these accessibility upgrades. Improvements are prioritized according to greatest positive impact.

Calgary Transit has done much work to ensure services are accessible and convenient. The entire fleet of buses and C-Trains are fully accessible and offer features for people with mobility and sensory challenges. On-board ramps, low floor buses, accessible transit stations and the *Calgary Transit Access Program* all contribute to the overall high level of access of the transit system. Calgary Transit also offers trip planning assistance and accessible travel training.

New Bus Rapid Transit stops feature Tactile Warning Surface Indicators (yellow truncated dome panels) at the platform edge as well as power door operators with the push button installed at the ADS accessible height.

### 2013 Customer Satisfaction Survey – Calgary Transit Access

Table 6.1: Barriers to Use of Calgary Transit Buses or CTrains				
Barriers	% of Respondents			
	2013 (n=400)	2010 (n=400)	2008 (n=403)	2005 (n=401)
Personal condition makes it impossible to use Calgary Transit	64	74	80	81

As shown above in the most recent Calgary Transit Access Survey, the percentage of respondents that indicate an inability to use Calgary Transit buses or C-Trains has been *decreasing*. Eligibility for Calgary Transit Access is based on a person not being able to use Calgary Transit bus or C-Train all or part of the time. The declining numbers above suggests that the accessibility of Calgary Transit is improving as more people are able to use the bus and



C-Train at least some of the time. The 2018 Calgary Transit Access Customer Satisfaction Survey is expected in Q4 of 2018.

### **Facility Management (FM)**

In response to NM2015-16 *Improving Calgary's Accessibility* and by applying the accessibility audit strategy as outlined in Attachment 4 of LAS2016-76, FM has made recent significant improvements to existing assets and prioritized opportunities.

Attachment 2 of LAS2016-76 offered a list of 16 items that were determined to be High Impact, Low Cost "quick-wins" for physical alterations that could be made to the Municipal Complex. 10 of the 16 items have been completed and the remainder are in the hands of the respective departments responsible.

FM has completed accessibility audits on all ten Historic Buildings listed as assets. Six of thirty accessibility audits on non-historic buildings have been completed with the remainder to be completed before Q1 of 2019. These assets range from essential services buildings like fire stations to administration buildings and operations workplace centres. As recommended by Administration in LAS2016-76, the same audit strategy that was applied to the Municipal Complex will be applied to the remainder of high-profile FM assets. Accessibility deficiencies noted in these reviews will be categorized into "High Impact / Low Cost" (quick wins), "High Impact / High Cost", and "Low Impact, High Cost" groups. The "quick wins" will be actioned first and the remaining two categories will be prioritized as funds are available through capital life / cycle work.

### **Corporate Analytics & Innovation (CAI)**

The Corporate Project Management Framework ensures capital projects effectively implement a project charter and that budget and development standards (such as the ADS) are included. The peer review that CAI provides help to ensure that opportunities are met and City policies are adhered to. A collaborative partnership between CAI and the Access Planner in Building Regulations has increased the number and quality of access reviews as projects are flagged at an early stage.

Civic Innovation YYC is a corporate-wide initiative of the Analytics Calgary program – a joint initiative with CAI, Customer Service and Communications (CSC) and Information Technology (IT). In early Q3 of 2017 members of Administration and volunteers from the ACA submitted bold and innovative ideas on how to make Calgary the most accessible city in the world. These ideas were subsequently evaluated for implementation and spread out to respective business units. One idea that ACA is coordinating is an Empathy Lab of Technical Ideas for People with Disabilities.



## City Clerk's Office

Many accessible options are provided to members of the public when attending City Council and committee meetings. Closed Captioning, Assistive Listening Devices, the ability to request American Sign Language (ASL) interpreters, and alternate print formats are all available to the public upon request. The most recent renovation to the Council Chamber placed a high degree of importance on ensuring that the Chamber is physically accessible for people who use mobility devices. City appeal boards and tribunals can provide similar adaptive technologies if requested in advance.

The City website has been designed as accessible through WCAG 2.1 and is compatible with various assistive technologies and apps.

Elections & Census services considers the needs of people with disabilities via use of Braille paddles, independent ballot marking machines, the ability to vote in hospitals / care facilities, drive-through voting and the mail-in ballot option.

## Human Resources

When considering how well The City meets the needs of people with disabilities, employees of the corporation must also be considered. Employer responsibilities, procedures and practices are regulated under the Human Rights Act. An employer has a legal duty to take reasonable steps, in policies or conditions of work, to accommodate an employee's individual needs. HR plays a role in supporting the rights of people with disabilities by understanding and communicating an employer's *Duty to Accommodate*.

HR plays a role in ensuring that equitable hiring practices are in place as well as processing return to work for short and long-term disability claims. HR supports employee disability awareness with the *Serving People with Disabilities* eLearning and in-class courses coordinated by the Issue Strategist in CN. HR supports awareness and outreach with additional activities including *Experience Inclusion Day* and other mental health awareness initiatives.

## Customer Service & Communication (CSC) and Information Technology (IT)

The services of *Citizen Engagement & Insights* and *Citizen Information & Services* are both led by CSC. *Citizen Engagement & Insights* ensures that citizens have safe, fair and accessible opportunities to provide their perspective on City programs and services and overall quality of life in Calgary. *Citizen Information & Services* provides two-way information through 311 and Calgary.ca. Valuable customer and citizen feedback is gathered through these channels which enables The City to prioritize, develop and modify services to better address people's needs.

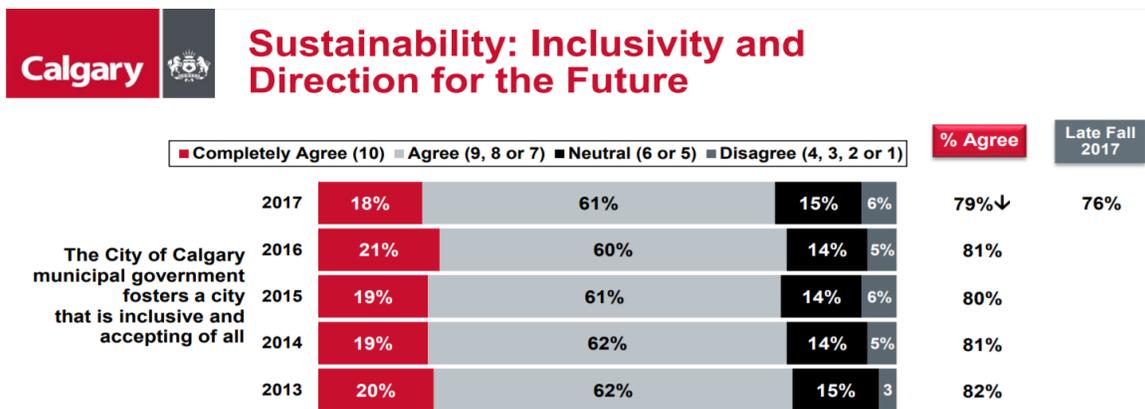
CSC has greatly improved processes for ensuring that a high level of accessibility is embedded in all communication material. Accessible Web Services ensures that internet content can be accessed by screen and PDF readers. IT ensures implementation of the Digital Strategy which includes accessibility standards. Both IT and CSC are also compliant to the World Wide Web

Consortium Standards & the Web Accessibility Standards (WCAG 2.1). These standards apply to User Experience design, front end development and content.

The City is committed to ensuring all Calgarians can participate in engagement events. Closed captioning, the option of a sign language interpreter, assistive listening devices and other services are available by contacting 311 or online at Calgary.ca.

Discussions with CSC have commenced about designing a survey in Q1 of 2019 to solicit the perspective of the general population and specifically people with disabilities. Our ability to provide great service will be enhanced by better understanding the needs and perceptions of citizens.

### 2017 Citizen Satisfaction Survey



Though accessibility is not currently mentioned in the Citizen Satisfaction Survey, some respondents *may* have had accessibility for people with disabilities in mind when responding to: “The City of Calgary municipal government foster a city that is inclusive and accepting of all.” The numbers are trending slightly in the direction of people feeling Calgary is less inclusive, though overall the numbers are positive. Though perhaps related to a variation in definition it is of note that 16% of respondents in the Citizen Satisfaction Survey identify as having a disability which is higher than the Statistics Canada 2012 Survey on Disability which suggests between 12 and 14% of Albertans identify as having a disability. Media discussions about intolerant views may also affect the perception of inclusivity in general terms for respondents.

### Waste & Recycling Services

The blue and black cart recycling and garbage collection bins were rolled out in 2009 - 2010 and the green carts for compostable materials pilot commenced in 2012. Braille / tactile embossing for the bins has been provided. This provision helps people who are blind to identify the different bins.



**E. Comparison to other Canadian Municipalities**

An established national ranking of Canadian municipalities based on accessibility does not currently exist. Geography, environmental conditions, and economic vibrancy are variables that can influence the ease or difficulty of meeting the needs of people with disabilities. Some cities may do well with civic infrastructure, but be lacking in the realm of private developments. The opposite can also be true.

In a review of some general measures, as per table 1 below, The City of Calgary is conservatively average or better in terms of established processes and providing services that meet the needs of those with disabilities.

**Canadian Cities Comparison Chart – Q3 2017**

Initiative	Calgary	Halifax	Toronto	Winnipeg	Edmonton	Vancouver
Corporate Accessibility Policy	✓	X	✓	✓	✓	✓
ADS or Equivalent	✓	✓	✓	✓	✓	NR: City Charter
Council Advisory Committee	✓	✓	✓	✓	✓	✓
Municipal Developed Accessible Housing	✓	X	✓	X	X	✓
Accessible City Hall/Council Chambers	✓	✓	✓	✓	✓	✓
W3C Compliance (Web Accessibility)	✓	✓	✓	✓	✓	✓
Accessible Transit	✓	✓	✓	✓	✓	✓



Accessible Parks & Recreation	✓	✓	✓	✓	✓	✓
Staff Training	✓	✓	✓	✓	✓	✓
Awards & Recognition	✓	✓	✓	✓	✓	✓

Table 1 – courtesy of David Galoska, PUD2016-0721

### F. Opportunities and Summary

Compared to other Canadian cities, Calgary is young and has been built out with an abundance of physical space. The timing of the City’s infrastructure build out and of the establishment of accessibility standards within Canada has been favorable for Calgary’s overall, comparative level of access. Accessibility standards have been built into buildings (generally from the 80’s onward) and the public realm. Calgary enjoys relatively wide streets with a mainly accessible public realm. While historically much focus has been placed on the vehicular transportation network, the pedestrian realm has enjoyed a recent focus in Calgary. Considerations for pedestrians and walkability have increasingly included the needs of people with mobility challenges and vision loss.

#### Opportunities for Improvement

- The physical accessibility of public buildings and spaces have come a long way in the last 50 years. Opportunities to improve the physical accessibility of areas used by employees within buildings persists. The financial benefit to society of reducing barriers to employment to the highest degree possible have been outlined in the Conference Board of Canada paper authored by the Rick Hansen Foundation: *The Business Case to Build Physically Accessible Environments*.
- Attitudinal barriers still exist in the society at large. Measures that challenge people’s perceptions of what another person is capable of are beneficial in terms of addressing these barriers. Sensitivity training or the internal “*Serving People with Disabilities*” accessible e-course are helpful measures.
- Consistent and effective decisions are possible with improved internal communication. Measures that enhance internal communication about accessibility issues are of benefit. Cross-Corporate collaboration may be achieved with greater ease within the structure of Service Lines and with focus on One Calgary. The ACA and the sub-committee Access Design should continue to act as hubs for these conversations.

- Increased awareness around obstacles in the built environment (such as sandwich boards, rentable e-bikes in the path of travel, or improper clearing of snow on curb ramps) is necessary to mitigate barriers. An enhanced level of bylaw enforcement (increased resources) may help. Small barriers are still barriers and can limit a person's independence. Independent access is synonymous with dignified access.

An inclusive approach to answering the questions: ***How accessible is Calgary from a physical infrastructure perspective? How well is the City of Calgary meeting the needs of people with disabilities?*** would be to survey people with disabilities. Controlled survey data gathered over time would be instructive at determining how successfully The City is in meeting the needs of people with disabilities. In reaching out to a Research Coordinator with Customer Service and Communications, three options for creating a survey have been discussed, including adding one or two questions to the Citizen Satisfaction Survey. It was determined that the timing of this scan would not accommodate the completion of a survey. An early positive outcome of this scan is the affirmed value in generating a public survey on the topic of accessibility and disability. Data gathered from a survey as such will be useful in future years for the purposes of planning and prioritization.

The City of Calgary has many champions for accessibility across The Corporation. Processes have been developed in business units and departments to ensure that accessibility is incorporated into City services, programs and projects. This work is increasingly spread out in a systematic way and the reliance on a small group of individuals to do the work is decreasing. It is acknowledged, however, that there remains a need for subject matter experts who can also act as generalists for conversations that transcend departmental boundaries. Ensuring there are resources to provide consistency *is key* to realizing corporate accessibility goals in an effective way.

There are many indicators that point towards continuous improvement at achieving greater inclusion. The City Comparisons Chart also suggests that Calgary is conservatively at least average with respect to processes and services that enhance accessibility. Though there are areas for improvement, The City demonstrates leadership and a commitment to accessibility.