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Government of Northwest Territories:
Sport, Recreation and Physical Activity Review

Final Report

April 15, 2016

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INTRODUCTION

The review of sport, recreation, physical activity programs in Northwest Territories (NWT) was prompted, in part, by changes to Canada Revenue Agency's (CRA) definitions of a not-for-profit organization, and how income to such an organization was treated. As a result of CRA's determination that income from the Western Canada Lottery Program (WCLP) to the SRC should be treated as taxable, the Government of NWT (GNWT) decided to return the lottery proceeds to GNWT and for the Sport, Recreation and Youth (SRY) Division to take over the functions of the NWT Sport and Recreation Council (SRC).

The Minister of Municipal and Community Affairs (MACA) announced in January 2015 that MACA would assume direct responsibility for the operation of the WCLP, and "incorporate NWT Sport and Recreation Council (SRC) / WCLP functions within the Division". MACA charged the consultants with the following tasks:

1. Review MACA's mandate and goals in sport, recreation and physical activity and provide recommendations that can be used to establish an NWT Policy Statement on sport, recreation, physical activity aligned with the Canadian Sport Policy (CSP), Framework for Recreation (F4R), Active Canada 20/20 (AC20/20)
2. Recommend changes for Department distribution of lottery and other Departmental resources in support of a revised mandate, and
3. Recommend structural and procedural changes to the Division to improve overall effectiveness and make recommendations to incorporate NWT Sport and Recreation Council (SRC) / WCLP functions within the Division.

Methodology

Preliminary data collection and review involved a document review of important background documentation provided by Sport, Recreation and Youth (SRY) Division and Territorial and Regional Organizations¹ (TROs).

We reviewed the documents provided to give us a background on the mandates, roles and responsibilities of SRY, the NWT SRC and the related funded organizations, re-granting approaches and looked for information that prepared us for the first round of consultations.

First round of consultations: In person and telephone interviews were conducted in June and early July 2015 with representatives of SRY, Territorial and Regional Organizations, NWT Association of Communities (NWTAC) and Local Government Administrators of NWT (LGANT). As well, consultations took place with the Director, Sport and Recreation Branch, Government of Nunavut and Director, Sport and Recreation Branch, Government of Yukon.

A total of 17 interviews were completed; interviews were lengthy, lasting up to, and in some cases beyond, two hours.

Options Development: Based on the document analysis and analysis of interview results, we developed preliminary options for: the elements of an NWT policy statement, processes and procedures for the distribution of the lottery funding to various organizations, and structures and systems to improve overall effectiveness of the Division. This included options for integrating SRC operations into MACA.

Second round of consultations: This analysis and options development formed the basis of the Consultation Report that on August 27, 2015 was circulated to SRY and all the Territorial and Regional Organizations. With the assistance of a member of our consulting firm based in Yellowknife, support was provided to the TROs to conduct consultation widely within their sectors. The consultation document is included in Appendix A.

TROs were each asked to share the report widely within its sphere, so for example, SRC would share the report with its staff, Sport North Federation would share the report with its staff and each of the TSOs, Recreation and Parks Association and Aboriginal Sport Circle would share it with their stakeholders, and Mackenzie Recreation Association and Beaufort, Delta, Sahtu Recreational Association would each share it with the communities that they represent. TROs were asked to reply by September 25, 2015. A plain-language consultation guide was developed to assist with this consultation.

With this round of consultations, we were seeking response to the options: strengths and weaknesses of each option, risks, and the respondents' preferences for how best to design and implement the proposed changes to structures, procedures and processes. Written responses were received from SNF, SRC, MRA and two SRY staff. RPA and BDSRA declined to comment. In analysing the responses, the feedback from the SRY staff was not included.

¹ TROs include: NWT Sport and Recreation Council, Sport North Federation, NWT Recreation and Parks Association, Aboriginal Sport Circle of the NWT, Mackenzie Recreation Association and the Beaufort, Delta, Sahtu Recreation Association.

Webinar workshop: An online workshop was held in October 2015 with representatives of the six regional and territorial organizations. This workshop was conducted via GoTo Webinar, and over the course of three hours, the findings from the second round of consultations were presented, and discussions held. The focus of the webinar discussion excluded reference to the elements of the Policy Statement, as it was understood that a separate face-to-face workshop would be held in Yellowknife, to address the Policy Statement. In some cases, the positions that had been presented in the written feedback were in contradiction to what was said in the webinar, which proved challenging for the consultants. Participants were also given the opportunity to provide additional feedback to the consultants following the workshop, and a number followed up with email comments.

A key outcome of the webinar was that it was difficult to form a position on some of the requested directions, in the absence of a policy statement. Participants reported that they needed direction from a sectoral policy, to which they had input. The policy elements included in the consultation document, which were an amalgam of the three national policies/statements (CSP, F4R, AC20/20) were reported to be insufficient as a guide. A report of the Webinar is included as Appendix B.

When this was reported to the SRY Division after the webinar, the Division Director clarified that the policy statement was to be a governmental policy, as opposed to a sectoral policy. As GNWT had already endorsed the Canadian Sport Policy and the Framework for Recreation, and positioned Active Canada 20/20 (or any follow-up) F-P/T agreement as a touch stone towards which the SRY is striving, the SRY Division was seeking a framework that brought these three together within a northern context. Subsequently, it was agreed that a policy workshop would be held and that in advance of that, the Director would communicate to each of the TROs, the intent of the policy statement and the desired outcome of the policy workshop.

Policy workshop: In December 2015 a one-day workshop was held with representatives of each of the TROs and staff from the SRY Division. The workshop resulted in the development of a policy statement on recreation, sport and physical activity for NWT, including a vision statement, principles, strategic directions, goals and objectives. The draft Policy Statement is included in Appendix C.

Overview of Policy Statement

The full policy statement is included in Appendix C, in the separate document. What follows is an overview only.

As noted, in advance of the policy workshop, meetings were held between the SRY Division Director and each of the staff leaders of the TROs to set the context and to underline that the policy statement was to be a governmental policy statement. It was not to be a sector-driven policy, and all the workshop participants were invited to contribute openly to the formation of the statement.

This clarity was helpful in setting the tone for the workshop, and also foreshadowing some of the recommendations in this report.

The Policy Statement includes a vision *“Aspiring for all peoples to be engaged in accessible recreation, sport, and physical activities, supporting vibrant communities”* and the following principles that emphasize the northern and cultural context:

1. **Holistic approach** - Recreation, sport and physical activities are culturally-relevant and incorporate northern approaches.
2. **Accessible** - Programs and services are designed for inclusion and adapt strategies to accommodate varying local needs, cultures, contexts and resources.
3. **Collaborative** - Recreation, sport and physical activity programs and policies are built on partnerships within communities, with funding partners, and other sectors.
4. **Purposeful** - Programs and policies are based on clear objectives in order to achieve desired outcomes.
5. **Effective** - Monitoring and evaluation of programs and policies support improvement and accountability. An evaluation framework supports continuous improvement so that programs and policies can achieve their intended outcomes.
6. **Innovative and adaptive** - Organizations at all levels and communities are encouraged to think creatively and “outside the box”, showing adaptation where appropriate.
7. **Quality and excellence** - All programs and services strive to achieve success, higher standards, a holistic approach, and celebrate role modeling.

These principles will guide recreation, sport and physical activities in NWT and can be used to guide decision making on program delivery. For example, it may be a funding program requirement that proposals demonstrate an effort to meet the principles.

Three strategic directions were developed, one each for sport and recreation development, and one to highlight the role that SRY Division should take within the GNWT, advocating for

and coordinating other departments' initiatives in recreation, sport and physical activity. The three strategic directions are:

Sport Development

- Sport development means advancing the Canadian Sport Policy, in the five contexts of sport, each of which forms a CSP goal: Introduction to Sport, Recreational Sport, Competitive Sport, and High Performance Sport and Sport for Development. The Sport Development strategic direction also means developing sport leadership and the sector's capacity to plan, develop and implement sport programs and initiatives.

Recreation Development

- Recreation Development means fostering active living, inclusion and access, and connecting people to their environments and culture. Recreation Development also means supporting long term sustainability through recreation leadership and capacity building.

Horizontal Governmental Coordination

- MACA's Sport, Recreation and Youth Division supports both Sport Development and Recreation Development by championing and leading government approaches that connect recreation, sport, youth and volunteer development at the community, regional, territorial, national, international and Aboriginal government levels.

The remainder of the policy statement includes goals and objectives that were developed for each strategic direction at the workshop. The reader will note that they reflect in large part the national statements against which they are drawn, so for example, the Recreation Development goals and objectives closely mirror those of the F4R and the AC20/20.

Included in the policy statement are performance indicators and targets, with one to four for each strategic direction. The development of performance indicators and targets was sensitive to the data collection burden that often falls heaviest on volunteer based organizations.

The draft Policy Statement is included in Appendix C.

Nunavut and Yukon

As neighboring territories with similar population sizes and similar challenges, both Nunavut and Yukon were contacted to understand how lottery moneys are handled in their jurisdictions, how funding of non-governmental organizations was handled, and the relationship with the recreation and sport sector in their respective jurisdictions.

For comparison purposes, demographic information about NWT is also included.

Northwest Territories - Demographics

NWT's population is 44,100 (2015) spread over a land mass of 1.2 million square km in 34 communities. Fifty per cent² of the population is Aboriginal. Land based transportation in the NWT is very limited. There are 32 true communities (besides Yellowknife) in the NT. Out of these communities 50% (16) are accessible by an all season road, 12.5% (4) communities are fly in only and 37.5% (12) are accessibly by a winter road only (37.5%). Of the 16 communities with an all weather road access - five communities (Fort Simpson, Wrigley, Fort McPherson, Tsiigehtchic and Inuvik) have limited access hours and some are inaccessible for periods during spring break up.³

Policy Framework

In the absence of an overarching NWT government policy on recreation, sport and physical activity, the policy framework is heavily reliant on the three national policies/frameworks (CSP, F4R, AC20/20). Additionally, there are a number of "Policy statements" on various topics that essentially provide a basis on which to fund programs, but do not provide clear policy direction. There is a Minister responsible for Youth, and the program area responsible for delivering on that mandate is the Sport, Recreation and Youth Division of MACA. More will be discussed on this topic below.

Summary of Funding Approach

The NWT Sport and Recreation Council was created in 2005/06 with a mandate to develop and provide overall funding to the sport and recreation system. Two years later, in 2008, SRC began a system-wide strategic planning process. Included in that process was the responsibility for the allocation of funds from the Western Canada Lottery Program (WCLP) and the Department of Municipal and Community Affairs (MACA) by making recommendations to the Minister.

Over the ensuing years, SRC undertook a number of consultations and developed funding programs to provide support to the five other Territorial and Regional Organizations also known as the "funding partners" because of their role in re-granting to smaller communities,

² NWT Bureau of Statistics. *Population Estimates by Community*. <http://www.statsnwt.ca/population/population-estimates/bycommunity.php> Accessed January 2016

³ Pers. Comm. from GNWT Department of Transportation, April 4, 2016

organizations and individuals. A significant feature of the SRC funding approach was evaluation to determine outcome achievement.

The sport and recreation environment in NWT is characterized by strong sectoral partnerships. Sport North Federation, Recreation and Parks Association, the Aboriginal Sport Circle are all mature organizations that contribute significantly to the delivery of programs and the capacity of the sector. The two Regional Recreation Associations (MRA and BDSRA) are smaller organizations with smaller budgets, that contribute a needed service to the communities, through managing small grants in support of various local and inter-community projects and travel.

Nunavut - Demographics

Nunavut is the youngest of the three territories with a similar population (37,000 in 2015)⁴ to that of Yukon. Arising from an Inuit land claim settlement in 1999, about 84% of the population is Inuit, living in 25 communities spread over 1.9 million square kilometers. Unlike either NWT or Yukon, all of Nunavut's communities are fly-in, which has a significant impact on sport and recreation development and the cost to bring groups together.

Policy Framework

In the absence of either legislation or a Nunavut Policy statement on recreation, sport or physical activity, the guideline for funding is the Government of Nunavut's (GN) mandate "to build sustainable and resilient communities" as well as alignment with F4R, AC20/20 and CSP.

The Government of Nunavut does not have a separate mandate for youth development. They regard youth development as integral to the delivery of sport and recreation. The Sport and Recreation Branch is currently working with other departments on an initiative for healthy schools, youth suicide prevention and general physical activity.

Summary of Funding Approach

In the absence of any territory level non-profit partner such as a sport federation, or entity similar to the NWT Sport and Recreation Council, all funding of sport and recreation organizations and activities is handled directly by the Sport and Recreation Branch, Department of Community and Government Services.

The Branch directly funds 11 Territorial Sport Organizations (TSOs), nine community recreation, sport and physical activity organizations and 16 municipalities for recreation, sport and physical activities.

Revenue from lottery sales in Nunavut are received from the NWTSRC, submitted to GN Department of Finance, and the Sport and Recreation Branch receives these funds through the Main Estimates process directly into the Branch's Grants and Contributions budget.

Funding is allocated on an annual basis following a March 31st deadline. Applicant organizations are required to submit a membership profile and identify their programming

⁴ Nunavut Bureau of Statistics. *Nunavut Quick Facts*. <http://www.stats.gov.nu.ca/en/home.aspx> Accessed January 2016

objectives in their annual proposal. The proposals are evaluated by a committee based on alignment with Sport and Recreation Branch goals/priorities, benefit to communities, feasibility, budget information, potential long term impact, etc. The committee makes recommendations to the Branch Director and the Director is responsible for all annual funding decisions.

Groups that receive partial funding have no right of appeal. Those whose funding request is rejected may appeal to the Deputy Minister of the Department of Community and Government Services.

The maximum term for a grant is one year, although sport organizations that intend to participate in Major Multi-Sport Games (e.g., AWG, WCSG, NAIG or Canada Games) must submit a multi-year plan to assist the Branch in budget planning for these major expenses.

Nunavut's Territorial Sport and Recreation Organizations (TSROs) are "organizationally young" and relatively immature in organizational development terms, with many still run completely by volunteers. As noted, there is no territorial sport federation to provide capacity development support, common services such as photocopying, bookkeeping, etc. and advocate on behalf of the TSROs. Any capacity building is carried out by a staff liaison from the Sport and Recreation Branch, who participates in the TSROs' planning meetings and provides resources to assist groups in program planning. These relationships are vital in the Branch's funding process.

More detail on the approach to funding and relationships with TSROs is included in Appendix E.

Yukon - Demographics

Yukon's population is also 37,000, yet spread out over a much smaller geographic area, (483,000 square km) and fewer (17) communities. All Yukon communities except one (Old Crow) are connected by a road network. Based on the 2011 National Household Survey, Yukon's population is about 74% of European origin, 24% Aboriginal, 24% other North American including Canada and 7% Asian⁵.

Policy Framework

Yukon's Sport and Recreation Branch is guided by the Yukon Recreation Act and Regulations under the Act. The Act specifies the method for funding Yukon Sport Governing Bodies (YSGBs) and Yukon Special Recreation Groups (YSRGs), which is through the establishment of the Yukon Recreation Advisory Committee (YRAC), appointed by the Minister.

The Act specifies the purposes for which grants to sport governing bodies may be used (administrative costs, including travel, skills and leadership training, competitions including travel, "provision of leadership", and any other purposes). Grants may also be made by the Minister to athletes, coaches and officials for skill development. Grants may be made to

⁵ Yukon Bureau of Statistics. *Immigration and Ethno Cultural Diversity, 2011 National Household Survey* http://www.eco.gov.yk.ca/pdf/Immigration_and_Ethnocultural_Diversity_2011.pdf Accessed January 2016. Multiple response choices result in distributions summing to greater than 100%.

special recreation groups for administrative costs, including travel, skills and leadership training, and any other purposes.

The Regulations specify how the YRAC is to be appointed, and how funding for Yukon Sport Governing Bodies (YSGBs) and Yukon Special Recreation Groups (YSRGs) is to be determined. YSGBs must meet eligibility requirements of the Sport and Recreation Branch, and other expectations (single governing authority, member of NSO, volunteer leadership, constitution, bylaws and objects, incorporated, annual financials, host annual championships). YSGBs must also have a multi-year plan with measurable goals and objectives and “generate significant funds through membership fees or fundraising activities”.

In addition to the Recreation Act and its Regulations, Yukon has had an Active Living Strategy since 2000, which was renewed in 2012. The Renewed Strategy focuses on Leadership and Policy, Community Capacity, Enabling Environments, Social Marketing, Programs and Services, and Monitoring and Evaluation. Implementation takes place in four settings: Active Yukoners, and Active Yukon Communities, Schools and Workplaces. Responsibility for implementation rests with the YG Sport and Recreation Branch.

The Yukon Sport Action Plan that is being launched in the last week of January 2016 will emphasize the importance of developing physical literacy through sport, recreation and active living for individuals, school, organizations and communities, and will delineate roles and responsibilities of government and of the delivery partners.

Summary of Funding Approach

The Yukon Lottery Commission is responsible for managing the lottery in Yukon. The Commission is an arms-length body appointed by the government, but the staff of the Commission, the Secretariat, are public servants. The focus of the Lottery Commission is to generate revenues that are allocated to the arts (38%) and sport and recreation (62%), and to administer programs connected with that. In 2014/15 Yukon Lotteries Commission allocated \$1.13M from the profits of lottery sales to arts, recreation and sports.

The funding plan recommended by YRAC to the Minister who makes the final decision, includes departmental funds (statutory appropriation) and moneys from the lotteries, separate from the \$1.13M referred to above. These allocations fund 29 YSGBs and six Yukon Special Recreation Groups (YSRGs) covering “core funding”. YSGBs and YSRGs apply every year, even though they are required to provide a multi-year plan, and each year the groups are required to report on the previous year. Core funding includes administration, athlete development, leadership, special projects and facilities (as applicable).

Annual YSGB funding amounts are determined based on an assessment of the number of affiliated organizations that are YSGB members, numbers of individual members, numbers of certified coaches, certified officials and scope of the programs that address: equity and accessibility, code of conduct, doping, under-represented populations, and other areas defined by Branch policy. These areas of focus are specified in the Regulations to the Act.

The process annually involves all Branch staff reviewing all applications from YSGBs and YSRGs and making recommendations to YRAC, who then recommends to the Minister.

Sport Yukon, the sport federation for Yukon, assists the Branch with management of the multi-sport Games program (AWG, Canada Games, WCSG), especially with receipt of moneys

from participants for such items as travel, uniforms, pins, etc., and the management of those aspects of the Games. Sport Yukon is one of the bodies that receives funding through the YRAC funding process. As in NWT, the Yukon Aboriginal Sport Circle (YASC) receives funding from the Branch to administer and manage Team Yukon for NAIG. The Elder Active Recreation Association (EARA) receives funding from the Branch to administer and manage Team Yukon for the Canada 55+ Games. The Recreation and Parks Association of Yukon (RPAY) assist with implementation of the Yukon Active Living Strategy along with Elder Active Recreation Association (EARA), Sport Yukon, Special Olympics Yukon, Yukon Aboriginal Sport Circle, Yukon Society Towards Accessible Recreation and Sport, Skookum Jim Friendship Centre, and others. RPAY promotes healthy lifestyles with a priority on the after-school time period.

It is anticipated that the Yukon Sport Action Plan will further clarify the role of Sport Yukon, Recreation and Parks Association of Yukon, YASC, and EARA in relationship to the government and the ongoing activity within the sector.

Nunavut and Yukon – Conclusion

There are both differences and similarities among and between Yukon, Nunavut and NWT. All are dealing with vast distances, low population numbers, and sector capacity challenges, although to different degrees.

Nunavut's sport and recreation sector has the least capacity, having no sport federation, and the fewest territorial sport organizations (nine). With all communities being fly-in, the cost of transportation among communities for training and competition make for significant challenges in sport development. All funding is through statutory appropriations, that includes lottery funds. All funding decisions are made by the Director.

Yukon has the benefit of governing legislation that specifies what organizations can be funded and for what. It also has a separate Lotteries Commission that is dedicated to lottery revenue generation and provides significant resources to the sector outside of government funds. With a Minister's Advisory Committee reviewing and recommending to the Minister the funding for territorial level organizations, the decision is taken off the shoulders of the Branch, although the Branch makes recommendations to the Advisory Committee.

Additionally, with fewer staff than NWT, Yukon relies heavily on sector partnerships to achieve policy outcomes, an example of which is the role that RPAY and other partners play in implementing the Renewed Yukon Active Living Strategy. This involves negotiation as well as clarity with respect to defining in what the government is interested in investing and what are the expectations around reporting.

Recommendations

Considerations

Documents reviewed included strategic plans for MACA, SRC, SNF and RPA, reviews, annual reports, review reports and analyses by SRC and by MACA of SRC and by-laws and constitution of RPA, ASC, SNF and SRC. SRY's strategies for after-school physical activity, plan for youth leadership, and policies on youth centres, contributions and youth corps were also reviewed as were SRY's volunteer recognition policy, children and youth resiliency and stabilizing NGO's operations policy.

The SRC did a lot of work on evaluation, data collection, analysis and reporting. It was not always clear what was the purpose of all SRC's data collection and the conclusions that were drawn did not always seem to be supported by the evidence that was presented. There was a program review and third party review.

Areas of concern identified by the GNWT's Program Review Office: (1) the need to streamline organizations, but efforts by SRC to merge organizations was abandoned; (2) financial efficiencies - potential for more effective streamlining in the sector through the negotiation of standing offer agreements, contracts, or shared service centres for common functions; (3) Mandate and Program efficiencies: while SRC consults, it does not appear that any other sector organizations consult with SRC—lack of collaboration on streamlining. (4) Effective use of resources - the Review Office didn't feel that the sector effectively uses the resources it has, although the amounts have never been higher (5) Outcome reporting is missing, with reporting being primarily on outputs. (6) Lottery management did not comply with legislative requirements. (7) Communities were not consulted, even though this was a mandate area. (8) Accountability and transparency - while higher than it was before, there remain shortcomings. (9) Confusion in roles - between MACA and SRC. (10) Communication - only appears to be one-way - from SRC to the sector, but not from the sector organizations back to SRC.

Sport North's strategic plan (2014-19) adopted the goals of the first Canadian Sport Policy, even though the second CSP had been published for two years prior to the finalization of their strategic plan.

MACA's Strategic Plan (2010-15) focused on community government, and the main emphasis in the recreation context was capacity development through human resources training of recreation leaders and facility maintainers. One of the Planned Actions includes the implementation of a "multi-faceted physical activity strategy by 2012".

The number of youth policies and volunteer policies did not so much set a policy direction, as provide authority to initiate a grants and contributions program. A Youth Leadership Plan in 2011 set two strategic directions but did not include measurable outcomes, so it is not clear what was to be accomplished, and how SRY and the community would know it had been accomplished.

Interviews conducted by the consultants in June and July 2015 as described above, showed general agreement that capacity building with community recreation coordinators, and community sport deliverers, remained the greatest ongoing challenge. Respondents overall

noted the need for a vision or strategy for the sector. They also identified needs that more broadly might be considered “capacity building”, for example the need for more development programs, the need to train recreation coordinators possibly through attending conferences, the lack of capacity of community recreation committees to address their own governance and community planning and the need for additional staff or volunteers in some communities to assist the recreation coordinators to get the work done.

Strengths of the current funding system were regarded as the ability for grants to be multi-year, and that the lottery funds are focused on sport and recreation and not on arts and culture. Weaknesses of the current system that were identified include the competitive funding process that prevented cooperation, and the lack of clarity of roles and responsibilities of the different players within the sector, leading to duplication and overlap. The notion of a collaborative funding process—with every sector organization in the room at the same time making the funding decisions—was put forward by several sectoral respondents.

There was a generally negative view of Ministerial decision-making, with many regarding it as highly politicized and not based on any objective measures. Respondents desired a funding system that was transparent, fair and equitable, that included an appeals process and that was built on multi-dimensional communication (i.e., amongst all parties involved). Ideally a funding model would be based on a strategic plan for the sector, or a policy statement that made it clear what were government’s priorities, and as well, included evaluation criteria and expected outcomes, to identify and report on those outcomes.

Respondents were in agreement that there should be one organization providing funding to TSOs, but were evenly split as to whether that should be the SNF or SRY Division. Predictably, many respondents noted that TSOs needed additional resources to improve program delivery and a streamlined application and reporting processes. They also identified opportunities for stronger TSO connections with schools. A number of respondents also expressed the view that SRY should devolve responsibility for program delivery to its sector partners, and that SRY should focus exclusively on policy and direction setting.

Outstanding challenges

Throughout this project, it remained unclear what is the SRY Division’s mandate in youth development and in volunteer development.

There is a Minister Responsible for Youth. After the most recent election, the Minister of Municipal and Community Affairs is not the same as the Minister Responsible for Youth, as had been the case until now.⁶

The previous Minister’s mandate with respect to youth was to “promote the development of youth”⁷, and MACA “supports initiatives that promote positive lifestyles to improve the quality of life and well-being of youth in their communities”⁸. As noted, in 2011, a Youth

⁶ <http://www.gov.nt.ca/premier/cabinet> Accessed January 2016

⁷ GNWT, Municipal and community Affairs > About MACA <http://www.maca.gov.nt.ca/home/about-maca/> Accessed January 2016

⁸ GNWT > MACA > Youth contributions Program <http://www.maca.gov.nt.ca/home/for-residents/youth-volunteerism/youth-contributions-program/> Accessed January 2016

Leadership Plan⁹ was developed with two goals: Capacity Development (with four Strategies, 13 Planned Actions and 23 Planned Sub-Actions), and Healthy Choices (three Strategies and 12 Planned Actions). We were not provided with a report showing progress on this Leadership Plan, the extent to which the Planned Actions were implemented or the effect and outcome that the actions had on capacity development or healthy choices.

In 2000, the Government of Canada began a five-year Voluntary Sector Initiative (VSI) aimed at building a new sector/government relationship, strengthening the voluntary sector's capacity, and improving the regulatory environment in which the voluntary sector operated. Six provinces and territories¹⁰, including NWT, began collaborative partnerships with the voluntary sector in the context of the VSI. The Government of NWT published a 22-page Action Plan in support of the Voluntary Sector Initiative¹¹, where MACA was listed as the Lead Department in many of the Goals, Objectives and Actions.

In 2009 a Volunteer Summit was held to obtain input from volunteers on MACA's strategies to support the Voluntary Sector. In 2010, a survey of active NWT volunteers and a report on the Volunteer Summit made recommendations to develop a new Volunteer Strategy. The Volunteer Support Initiative arose from that and, like the Youth Leadership Plan, sets two Goals: Capacity Development and Healthy Choices.

Each goal has a number of strategies and Planned Actions associated with it: Capacity Development has three strategies and 11 Planned Actions; and Healthy choices also has three strategies and nine Planned Actions. As with the Youth Leadership Plan, we were not provided with a report showing progress on this Volunteer Support Initiative, the extent to which the Planned Actions were implemented or the effect or outcomes that they had on capacity building and healthy choices.

A website¹² launched in 2011 "Choose: Healthy Choices for Healthy Communities" appears to link a number of volunteer initiatives across different sectors and departments such as Justice, Health and Social Services, MACA, and the Aboriginal Health and Community Wellness Division, and also links at least one territorial organization (RPA). It is not clear the extent to which MACA's SRY Division is coordinating all these volunteer initiatives.

Themes

In interviews, the webinar, discussions, and document review the following themes emerged:

- Clarity of roles and responsibilities is critical. Until roles and responsibilities of the respective players in the recreation, sport and physical activity sector in NWT, including the SRY Division, are resolved and documented, the ability to move the sector forward will remain hampered.

⁹ GNWT: Youth Leadership Plan. <http://www.maca.gov.nt.ca/resources/maca-ylp-web.pdf> Accessed April 2016

¹⁰ Elson, P.R. (2007) *A Short History of Voluntary Sector-Government Relations in Canada*. The Philanthropist. Volume 21, No. 1 <http://thephilanthropist.ca/original-pdfs/Philanthropist-21-1-358.pdf> Accessed January 2016

¹¹ GNWT, *Volunteer Support Initiative, 2005-2008 Action Plan* http://www.maca.gov.nt.ca/wp-content/uploads/2011/10/MACA_SRY_Volunteer-Support-Initiative-Action-Plan-05-08_2005.pdf Accessed January 2016

¹² GNWT Choose. <http://choosenwt.com/about-choose/> Accessed January 2016

- With a governmental emphasis on accountability and results, it is essential to clarify expected outcomes and how those outcomes will be measured. This applies to SRY Division as well as to sectoral partners. When programs are designed and delivered, what results look like should be specified at the outset, and (a reasonable amount of) data collected to determine if these results are indeed achieved.
- In this context it is particularly important to be clear what is expected from SRY's efforts in youth development and volunteer development. It is hard to achieve goals at present because roles, responsibilities and expected outcomes are unclear.
- Strengthening community recreation and sport is key to the effectiveness of the sport and recreation system in the territory. If the grassroots are strong, then it will support effective programming and athlete development in sport and strengthen communities from a recreation standpoint.
- SRY Division is tantalizingly close to being able to effect real change at the community level. Re-structuring to create a manager for regional services would enhance focus on community recreation and sport. This unit (Manager and 10 Regional Sport and Recreation Officers located around the Territory), could work closely with municipalities, particularly where Recreation Coordinators are not strong or are absent, could strengthen Regional Organizations (MRA, BDSRA) and ensure their governance and programming is positive and effective through enhanced communication with these organizations.

Recommendations

Policy

1. An NWT Policy statement on Recreation, Sport and Physical Activity should be created that can be used to guide funding and operational decision-making. This Policy Statement should recognize that GNWT endorsed, and therefore should be aligned with, the Canadian Sport Policy and the Framework for Recreation, and that Active Canada 20/20 is a touchstone toward which SRY is striving, while acknowledging and taking account of the unique cultural traditions and context of the north.
2. The Policy statement should cover all programs, services and funding of the Division, including youth development program funding.
 - a. Clarify and focus the role of MACA with respect to youth and volunteer programs. Link youth and volunteer development to the Sport for Development goal of the CSP, where sport is profiled as serving the person and the community.
 - b. Re-cast youth and volunteer programming as a means to achieve recreation and sport goals that place a high priority on health and wellness of children and youth. (Unless GNWT specifically provides SRY Division with responsibility for leading a cross-government initiative on Volunteerism in all sectors, including Justice, Health and Social Services, Environment, etc., in which case, consider a separate Manager of Volunteer Programs.)

Division and Sectoral Changes

3. Re-structure the SRY Division to enhance program impact by bringing all Regional Sport and Recreation Coordinators (RSRCs) and Regional Youth Program Officers (RYPOs) into a direct reporting relationship with the SRY Division Director, and cease reporting to the Regional Superintendents. Develop a job description for the new position of Regional Coordinators/Officers.
4. Re-align SRY Division with three managers, one for lotteries, one for regional services, one for sport, recreation, physical activity, including youth and volunteerism programming (unless, as noted in 2(b), MACA takes responsibility for cross-government volunteer development).
5. SRY Division should shift its role to exercise leadership more clearly within the recreation and sport sector by specifying expectations and outcomes in the context of the Policy statement, determine what programs and services delivered by TROs that it wishes to invest in, what roles and responsibilities it wishes to fund TROs for delivering, and against that funding, what outcomes are to be reported on by TROs.
6. SRY Division should lead, in consultation with SNF and ASC, the development of three territory-wide models: an athlete development model, coach development model and official development model, for all sports.
7. At present, multiple program delivery agents deliver similar or the same programs, e.g., coaching, High Five, traditional sports. There are advantages to this, to the extent that capacity issues would prohibit one organization from taking responsibility for delivery of all iterations of one program, for example, one organization could not deliver all training workshops for High Five and effectively meet the demand. By using multiple program delivery agents, the demand is met more effectively. However, to ensure efficient and effective delivery, we recommend an advanced reporting system that minimizes duplication.
 - a. Continue with multiple funders supporting or funding the same program (e.g., coaching, High Five, traditional sports, etc.), because of capacity issues.
 - b. To ensure optimal results, for programs with multiple funders, institute a required online advance-reporting/communication system, so that overlap is minimized, and impact is maximized.
8. Maintain the current number of TROs as they all fulfill a valuable role in the recreation and sport system.
9. In order to strengthen relationships and improve communication between the Division and each of the TROs:
 - a. Assign a Regional Sport and Recreation Coordinator to each of the Regional Recreation Associations to enhance capacity and to provide programming and governance support.

- b. Institute quarterly meetings between the Division and the Territorial Organizations at the Director / Executive Director level to build relationships, and share information in both directions (between SRY and TROs).
 - c. Enhance communication among organizations by establishing an online checklist to promote effective communication before a program is launched or delivered. RSRCs from MACA regional offices should have quarterly meetings with RPA, ASC, SNF (TSOs), MRA, BDSRA, to align program offerings to communities. A mock-up of a checklist is included in Appendix D.
 - d. TSOs must advise SRY Division of their program plans re: communities, before launching a program offering to a community using the online checklist.
10. As all consulted were in agreement that TSOs should have one funder, move core (e.g., administrative, operational, non-Games delivery programming) funding of TSOs directly to the SRY Division.
11. Establish a Games Division within Sport North Federation, with SNF responsible for management and delivery of all multi-sport Games (except NAIG). With realigned resources, e.g., if SRY assumes responsibility for core funding and SNF assumes responsibility for Games, SNF should have capacity to strengthen existing programs and to develop and deliver new programs in support of the Games (e.g., high performance coaching, athlete development and officials development). The responsibility of having a Games Division will have an added benefit of encouraging and strengthening Sport North Federation (SNF) as an advocate and representative of the TSOs.
- a. Management and delivery of the NAIG should be coordinated between SNF and ASC, and should continue to be led by the Aboriginal Sport Circle.
12. Host one Territory-wide high profile and prestigious Awards Banquet for all three sectors (recreation, mainstream sport and Aboriginal sport), coinciding with two training conferences, focused, respectively, on recreational and sport matters, to realize savings that can be invested in programs. Additionally, this move will work to strengthen relationships between mainstream and Aboriginal sport organizations (and participants) and between recreation and sport participants.
- a. Institute a system of local or regional community awards to recognize local athletes and leaders in community recreation, sport and Aboriginal sport. Regional Coordinators could work with MRA and BDSRA to develop and deliver local or regional events.

Integration and Distribution of Lottery and other Departmental Resources

13. As per recommendation #4, appoint a separate manager responsible for lotteries, to manage the lottery program and manage the lottery staff. The profile and success of the lottery program are critical to their ability to generate revenue. Those now responsible for the lotteries have noted the importance of this role. Consider the model used in Yukon with a Lottery Commission (a Board appointed by the Minister) supported by a Secretariat led by a General Manager.

14. Maintain lottery moneys separate from Departmental resources, but under the control of the SRY Division, so that they can be publically reported and to reassure stakeholders that lottery funds remain dedicated to recreation and sport.
15. Adopt the Yukon model of an Advisory Committee to the Minister to make funding recommendations to the Minister on the lottery moneys, based on advice from SRY. Confirm the roles and responsibilities of the Committee in legislation, or in Regulations under the Western Canada Lottery Act.
 - a. Each TRO should nominate candidates to be appointed by the Minister to the Northwest Territories Recreation and Sport Advisory Committee (NTRSAC), and candidates should represent sport, recreation and Aboriginal community sport in equal numbers.
 - b. Detail the types of programs and services for which TROs would be funded, in the Terms of Reference for the NTRSAC, or in regulations, consistent with the NWT Policy Statement.
 - c. Use SRY Division staff to provide Secretariat services to the NTRSAC, developing funding recommendations based on applications received.
 - d. Preliminary guidance for the Advisory Committee based on our consultations indicate that the following considerations should be taken into account when determining funding:
 - i. Continue to permit multi-year funding for core funding and for program initiatives.
 - ii. Maintain a small percent of funding for special initiatives that is application-based and that may be multi-year.
 - iii. The number of participants, the number of communities and their location, and the availability of recreation and sport infrastructure.
 - iv. Regional funding of community organizations - there should be guidelines for funding of community organizations by the MRA and BDSRA that are consistent with other funding guidelines for the NTRSAC.
16. Develop a grants and contributions reporting format that is standard across all recreation and sport programs, to minimize volunteer burn-out in completing reports at the end of a program; and use these data regularly to report on program effectiveness and efficiency.
17. Continue to use the transparent application process that has been established by NWTSRC for TRO and TSO funding, based on capacity to meet commitments, initiatives planned and response to priorities as outlined by the SRY Division.
18. Decisions on funding for TROs and TSOs should be made by the Minister on the advice of the NTRSAC.

Conclusion

The key theme that emerged during the course of this project was the need for clarity. Clarity in roles and responsibilities, in expectations with respect to program outcomes, in reporting and in accountability.

Significant progress has been made on this front by the communications in advance of the policy workshop, to the effect that the outcome of the workshop was to be a governmental policy, as opposed to a sectoral policy. With this advanced knowledge, the workshop was a productive exercise.

Further open communication and clarification can only work to build on this auspicious new beginning.

Appendices:

In a separate document.

- A. Consultation Report - August 2015
- B. Webinar Report - November 2015
- C. Policy statement - January 2016
- D. Check-list mock-up
- E. Detailed Reports from Nunavut and Yukon (Confidential)

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Government of Northwest Territories:
Sport, Recreation and Physical Activity Review

Final Report - Appendices

April 13, 2016

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Government of Northwest Territories:
Sport, Recreation and Physical Activity Review
Consultation Report

Prepared by: The Sutcliffe Group Incorporated

August 26, 2015

Appendix A: Consultation Report

INTRODUCTION – Consultation Report

This document presents options that arose from consultations held with representatives of the five Territorial and Regional Organizations, Department of Municipal and Community Affairs (MACA) and the NWT Sport and Recreation Council in June 2014.

The purpose of this work was outlined in the Request for Proposal, that described the consulting task as being to:

1. Review MACA's mandate and goals in sport, recreation and physical activity and provide recommendations that can be used to establish an NWT Policy Statement on sport, recreation, physical activity aligned with the Canadian Sport Policy, National Recreation Framework, Active Canada 20/20.
2. Recommend structural and procedural changes to the Division to improve overall effectiveness and make recommendations to incorporate NWT Sport and Recreation Council (SRC) / WCLP functions within the Division.
3. Recommend changes for Department distribution of lottery and other Departmental resources in support of a revised mandate.

Approach:

In this project, the consultants undertook the following tasks

- Review of documents provided in advance of the interviews by the Sport, Recreation and Youth Division of MACA, and the NWT Sport and Recreation Council, and by a number of organizations after the interviews.
- In-depth in-person or telephone interviews with 17 key informants from the Sport, Recreation and Youth Division of MACA, NWT Sport and Recreation Council, Sport North Federation, Recreation and Parks Association Aboriginal Sport Circle, Mackenzie Recreational Association, Beaufort-Delta-Sahtu Recreational Association, the NWT Association of Municipalities and the Local Government Administrators of NWT.
- Analysis and report writing

Consultation Document and Approach to Consultation

The consultation document is presented according to the three consulting tasks: Part 1: the policy considerations, Part 2: structural and procedural changes in an optional format, and Part 3: options for Departmental distribution of lottery funds and legislated appropriations.

The reader is welcome to comment on any portion of the document. The webinar consultation will take place in mid-October, around your comments and preferred options for Parts 2 and 3.

Please consult with your stakeholders and send your comments by September 25, 2015.

Part 1: ELEMENTS OF AN NWT POLICY STATEMENT

Consulting Task:

1. Review MACA's mandate and goals in sport, recreation and physical activity and provide recommendations that can be used to establish an NWT Policy Statement on sport, recreation, physical activity aligned with the Canadian Sport Policy, National Recreation Framework, Active Canada 20/20

Objectives:

1. Outline key elements including vision, values, goals/strategic directions
 2. Incorporate main elements of national policies/statements, i.e., Canadian Sport Policy (CSP), Framework for Recreation (F4R), Active Canada 20/20
 3. Clarify what programs/services/funding is covered by the policy statement
-

1. Key Elements of Policy Statement

A Vision statement characterizes where a sector intends to go - its preferred future—and provides an emotional pull that attracts people to identify with that vision. It's like a magnetic north that aligns diverse directions.

<Below are elements of a vision statement that needs to be re-worded as a vision>

Vision: aspiring for all peoples of the NWT within sustainable communities to increase participation in sport and recreation over the life span to the point where they are active for life

Values are statements of belief that serve as a set of ethical principles to guide decision-making within a sector. Effective and well-governed sectors identify and develop a clear, concise and shared meaning of values/beliefs, priorities, and direction so that every member organization and employee understands and can contribute to the sector in that context. Once defined, values impact every aspect of the sector.

<Below are Principles/Values that have been adapted from the CSP>

Fundamental to the policy statement is the assumption that quality sport and recreation are dependent on seven principles appropriately integrated into all sport- and recreation-related policies and programs:

Values-based: All sport and recreation programs are values-based, designed to increase ethical conduct and reduce unethical behaviour.

Inclusive: Sport and recreation programs are accessible and equitable and reflect the full breadth of interests, motivations, objectives, abilities, and the diversity of NWT society.

Technically sound: Principles of long-term participant development inform sport programs in all contexts of sport participation

Collaborative: Sport and recreation are built on partnerships within the sector with the five funding partners, with other sectors - most importantly with Education, Health and Justice - and is fostered through linkages with community organizations, service providers, and the private sector.

Intentional: Sport and recreation programs are based on clear objectives in order to achieve their desired outcomes.

Effective: Monitoring and evaluation of programs and policies support improvement, innovation and accountability. A evaluation framework supports the identification of conditions under which programs and policies have the strongest potential to deliver on their objectives.

Sustainable: Organizational capacity, partnerships, innovative funding, sharing and economizing of resources, exist to achieve system objectives.

Definition of Recreation - As of February 2015 with the endorsement of the *Framework For Recreation* by all F-P/T governments, the definition of recreation has been renewed, from the 1987 *National Recreation Statement*. The renewed definition is:

Recreation is the experience that results from freely chosen participation in physical, social, intellectual, creative and spiritual pursuits that enhance individual and community wellbeing.

2. Incorporate main elements of National Policy Statements

<Strategic directions outlined below, have been proposed as a combination of CSP, Active Canada 20/20 and F4R goals>

Strategic Directions are expressed as the destination/outcome that NWT wishes to reach by no later than the end of period for which this policy extends (5 years? 10 years?), in order to achieve its vision consistent with its values.

Four strategic directions: pertaining to sport, recreation, system building, and whole-of-government leadership on sport, recreation, and physical activity

1. **Sport** - a strategic direction that includes introduction to sport (CSP), competitive sport (CSP), Canadian Sport for Life/Long-Term Athlete Development (CS4L/LTAD) emphasizing physical literacy. Two suggested goals.
 - a. Introduction to Sport - People of the NWT have the fundamental skills, knowledge and attitudes to participate in organized and unorganized sport.
 - b. Competitive Sport - People of the NWT have the opportunity to systematically improve and measure their performance against others in competition in a safe and ethical manner.

2. **Recreation** - a strategic direction that includes recreational sport (CSP), active living (F4R), inclusion and access (F4R), and youth and volunteer leadership and development. Four suggested goals
 - a. Recreational Sport - People of the NWT have the opportunity to participate in sport for fun, health, social interaction and relaxation.
 - b. Foster active living through physical recreation and sport participation
 - i. Incorporate physical literacy in active recreation programs for people of all ages and abilities. Physical literacy is recognized as a precondition for lifelong participation in and enjoyment of sport.
 - ii. Enable participation in physically active recreational experiences throughout the life course, continuing to focus on children and youth but expanding to meet the needs and foster the participation of adults and older people
 - c. Increase inclusion and access to recreation for populations that face constraints to participation
 - i. Enable people of all ages to participate in recreation. Address constraints to participation faced by children and youth from disadvantaged families and older adults who are frail and/or isolated, and those in remote communities.
 - ii. Recognize and enable the experience of Aboriginal peoples in recreation with a holistic approach drawn from traditional values and culture. Work with Aboriginal communities in pursuit of the five goals outlined in the Framework for Recreation in Canada 2015.
 - iii. Enact policies of nondiscrimination on the basis of gender identity, gender expression and disability. Provide a welcoming and safe environment for people with all sexual orientations, sexual identities, and abilities.
 - d. Youth leadership and development and volunteer development through sport and recreation participation
 - i. Youth development goal - programs that offer intentional, resilience-building, pro-social approaches that engage youth within their communities, schools, organizations, peer groups,

and families in a manner that is productive and constructive; recognizes, uses, and enhances youths' strengths; and promotes positive outcomes for young people by providing opportunities, fostering positive relationships, and furnishing the support needed to build on their leadership strengths.

- ii. Youth leadership goal - in the context of horizontal government coordination, programs where young people are empowered to inspire and mobilize themselves and others towards a common purpose, in response to personal and/or social issues and challenges and to effect positive change leading to healthy lifestyle choices
 - iii. Volunteer development goal - programs that support healthy, vibrant communities, provide training and opportunities for the people of NWT to engage with those communities, to build citizenship, social and community capacity, and to develop personal skills, capacity, knowledge and accountability
3. **System Development** - capacity building of organizations and communities involved in delivery of sport and recreation opportunities for people of the NWT
- a. Ensure the continued growth and sustainability of sport and recreation organizations and opportunities
 - i. Enhance community-based leadership in sport and recreation, both within community government and not-for-profit organizations
 - ii. Build capacity within the sport system through organizational development, good governance, enhanced communication, coaching and officials development, access to sport science and sport medicine services, talent identification and athlete development, commitment to implementation of the CS4L/LTAD
 - b. Recreational and sport infrastructure - development of walking and cycling routes, trails, sport and recreation facilities and green spaces. Upgrading and maintenance of existing facilities.
4. **Horizontal governmental coordination** - Sport, Recreation and Youth Division will champion and lead a whole of government approach for the promotion, development, sustainability and instrumental use of sport, recreation, physical activity in the health (wellness), justice (youth at risk), transportation (trails, active transportation), education (improved academic outcomes), tourism (sport event hosting) fields including coordination, communication and leadership (lead government department)

3. Programs, Services and Funding covered by the Policy Statement

The Policy statement covers all SRY Division programs, services and funding related to sport, recreation, physical activity, youth programming and volunteer programming.

These include all programs and services funded through the Western Canada Lottery Corporation plus the following appropriation funded programs of the SRY Division:

- 2018 Arctic Winter Games
- Children and Youth Resiliency Contribution
- Community Volunteer Recognition Contribution
- Get Active NWT
- Healthy Choices (After School Physical Activity)
- High Performance Athlete Grant
- Multisport Games
- NGO Stabilization Fund
- NWT Youth Corp
- Pan Territorial Sport Program
- Recreation and Sport Contributions
- Regional Youth Sport Events Contribution
- Volunteer Organization Development Fund
- Youth Centres Contribution
- Youth Contributions

How the Policy proposals relate to National Policy statements:

Policy Components	Policy	Elements
Vision	CSP, F4R	
Values	CSP	<ul style="list-style-type: none"> • Principles - CSP • Values - F4R
Strategic Directions		
1. Sport	CSP	<ul style="list-style-type: none"> • Introduction to Sport - CSP • Competitive Sport goal - CSP
2. Recreation	CSP, F4R, Active Canada 20/20	<ul style="list-style-type: none"> • Recreational Sport goal - CSP • Foster active living goal - F4R, AC20/20 • Inclusion and access goal - F4R • Youth Leadership, development, and volunteer development - F4R and various recreation and F-P/T government policy documents
3. System Development	CSP, F4R	<ul style="list-style-type: none"> • Capacity building - CSP, F4R • Community development - F4R • Infrastructure - CSP, F4R
4. Horizontal government	CSP	<ul style="list-style-type: none"> • CSP 2012 Policy Framework,

Policy Components	Policy	Elements
coordination		sport as a tool for personal, community and socio-economic development

Part 2: DIVISION AND SECTORAL CHANGES

Consulting Task:

2. Recommend structural and procedural changes to the Division to improve overall effectiveness and make recommendations to incorporate NWT Sport and Recreation Council (SRC) / WCLP functions within the Division.

Over-Arching Options

An over-arching option frames an approach within which to conceptualize the relationship between MACA and the five Territorial and Regional Organizations (TROs). Three over-arching options are proposed, that are then followed on subsequent pages by issues pertaining to structures and systems where each issue has up to three options that align with the overarching options proposed below.

Each over-arching option would be implemented within the context of the NWT policy framework, including the vision, values and strategic directions. The three over-arching options are:

1. **MACA as consulting partner:** MACA's role is to share leadership with five funding partners in a capacity building approach within the context of the Policy, negotiating roles and responsibilities of each of the TROs, negotiating eligibility for funding, types and methods of funding, programming and services to be delivered to peoples of NWT by the TROs. The decision-making model is that of a collective/collaborative, with TROs making recommendations directly to the Minister.
2. **MACA as leader:** MACA's role is to exercise leadership within the sector by specifying expectations and outcomes clearly in the context of the Policy, determine what programs and services it wishes to purchase from TROs, what roles and responsibilities it wishes to fund TROs for delivering, and against that funding, what outcomes are to be reported on by TROs. Decision-making may involve some consultation with the sector.
3. **MACA as executive manager:** MACA's role is to exercise complete responsibility for the sport and recreation sector, controlling all funding to TROs, appointing the Boards of Directors of each of the funded TROs as a condition of funding, determining funding and programming priorities, managing all services delivery including all grants and contributions, dealing mainly with end-users (e.g., with communities and TSOs) and TROs that are willing to comply with the terms and conditions. Decision-making reflects consultation with TROs and others but authority and responsibility are not delegated.

Structural and Procedural Changes to Improve Overall Division Effectiveness

Issue	Options and rationale			Preferred Option and Rationale
	#1 - Consulting Partner	#2 - Leader	#3 - Executive Manager	
A. External Structures and procedures				
1. Responsibility for making decisions about roles and responsibilities of key players in the sector	Territorial and Regional Organizations have responsibility, in consultation with MACA and others	Both MACA and Territorial and Regional Organizations have responsibility and make decisions collaboratively	MACA has responsibility, with minimal consultation with Territorial and Regional Organizations and others	PREFERRED OPTION #: ____
2. Responsibility for funding key initiatives and projects, e.g., coaching, volunteers, youth, etc.	Particular Territorial and Regional Organizations	Multiple funders	MACA alone	PREFERRED OPTION #: ____
3. Current configuration with five Territorial and Regional Organizations addressing needs of population of 40,000, was noted as "overkill" by many, and confusing to some	Five Territorial and Regional Organizations remain - SNF, ASC, RPA, MRA, BDSRA	Some amalgamation of partners, e.g., merging regional recreation associations (MRA and BDSRA) with MACA regional offices	Either all Territorial and Regional Organizations merge into one organization with different divisions, as proposed in Commitment to Excellence exercise, or MACA appoints the Boards of all the TROs	PREFERRED OPTION #: ____

Issue	Options and rationale			Preferred Option and Rationale
	#1 - Consulting Partner	#2 - Leader	#3 - Executive Manager	
4. TSO Funding - currently TSOs are funded by both government and SRC (through SNF)	SRY Division flows Sport Support funding to SNF who manages it on behalf of TSOs, and TSOs report to SNF on outcomes. SRY holds SNF accountable for TSOs' outcomes	SRY Division flows Sport Support funding to SNF who manages it on behalf of TSOs, and TSOs report to SRY on outcomes. SRY holds TSOs accountable for outcomes	SRY Division of MACA is the sole funder of TSOs, TSOs report to SRY on outcomes	PREFERRED OPTION #: ____
5. Multi-sport Games are managed by SRY, SNF and ASC (NAIG)	Joint Management Committee (MACA, SNF, ASC) oversees Games; joint decision-making for all multi-sport games	Games Division formed in SNF, responsible for Team NWT to all multi-sport Games, except for NAIG (continue to be managed by ASC)	Games Division within MACA formed, responsible for Team NWT to all multi-sport Games	PREFERRED OPTION #: ____
6. Location of Games Division	With Sport North Federation, where the TSOs currently reside		With MACA, would manage briefing requirements and team selection	PREFERRED OPTION #: ____
7. Awards banquets within Territorial and Regional Organizations. SNF has AGM weekend and RPA holds annual	Three awards banquets - ASC, SNF, MACA; two conferences (SNF's AGM and RPA's Training Conference)	One awards banquet for all, combined with two training conferences, as SNF's conference is also an AGM	One awards banquet for all, combined with one training conference. SNF's AGM can be held contiguous with other	PREFERRED OPTION #: ____

Issue	Options and rationale			Preferred Option and Rationale
	#1 - Consulting Partner	#2 - Leader	#3 - Executive Manager	
training conference - both of which are educational opportunities for TSOs and community recreation coordinators			conference offerings	

Further options pertaining to improve MACA's overall effectiveness (not related to the Over-Arching Options).

B. Internal Structural Changes				
Issue	Option #1	Option #2	Option #3	Preferred Option and Rationale
1. Regional Sport and Recreation Development Officers (RSRDOs) report in matrix relationship to two supervisors - Supts (5) and Director	Leave RSRDOs in regions reporting to Superintendents, Improve communication between SRY Director and Supts, through regular meetings.	Bring RSRDOs into the Division, reporting to a Manager, Regional Services, who reports to the Director	Bring RSRDOs into Division, with Sport Officers reporting to the Manager, Sport and Youth officers reporting to the Manager, Recreation.	PREFERRED OPTION #: ____
2. Youth and Volunteer	Leave youth and volunteerism with one	Re-align Division with three managers, one	Re-align Division with four managers, one for	PREFERRED OPTION #: ____

B. Internal Structural Changes

Issue	Option #1	Option #2	Option #3	Preferred Option and Rationale
<p>programs are separated from sport and recreation, with a separate Manager, although all youth and volunteer development work is integral to sport and recreation</p>	<p>manager, sport and recreation with another manager, and ad one manager for lotteries</p>	<p>for lotteries, one for regional services, one for sport, recreation, physical activity, including youth and volunteerism programming. Re-cast youth and volunteer programming as means to achieve recreation goals.</p>	<p>lotteries, one for regional services, one for sport, and one for recreation, physical activity, including youth and volunteerism programming. Re-cast youth and volunteer programming as means to achieve recreation goals.</p>	
<p>3. Communication among organizations is limited, which leads to duplication of funding and program delivery.</p>		<p>Checklist devised to promote effective communication before a program is launched. RSRDOs from MACA regional offices have quarterly meetings with RPA, ASC, SNF (TSOs), MRA, BDSRA, to align program offerings to communities. TSOs must advise SNF of their program plans re: communities.</p>	<p>Checklist devised to promote effective communication before a program is launched. RSRDOs from MACA regional offices have quarterly meetings with RPA, ASC, MRA, BDSRA, to align program offerings to communities. TSOs must advise MACA Regional offices of their program plans re: communities.</p>	<p>PREFERRED OPTION #: ____</p>

Part 3: INTEGRATION AND DISTRIBUTION OF LOTTERY AND OTHER

Consulting Task:

3. Recommend changes for Department distribution of lottery and other Departmental resources in support of a revised mandate

DEPARTMENTAL RESOURCES

Further options pertaining to integrating the SRC operations into MACA (not related to the Over-Arching Options).

A. Integrating SRC operations into MACA – Internal Operations				
Issue	Option #1	Option #2	Option #3	Preferred Option and Rationale
1. Management of the lottery program	Assigned to one of current managers within SRY division	Appoint a separate Manager responsible for lotteries		PREFERRED OPTION #: — Rationale_for_option:
2. Granting programs for lottery funds, currently managed by SRC	Assigned to SRY Division managers responsible for relevant program areas	Separate unit with Manager set up to manage the lottery funds, until the transition is completed, then move responsibility to re-designed manager positions.		PREFERRED OPTION #: —
3. Reporting on	All grants and contributions	All grants and contributions	All grants and	PREFERRED OPTION #:

A. Integrating SRC operations into MACA – Internal Operations				
Issue	Option #1	Option #2	Option #3	Preferred Option and Rationale
grants and contributions is cumbersome and layered	agreements have the same reporting format, with all TSO reports submitted to SNF, all community reports submitted to MRA, BDSRA, all community and organizational reports submitted to ASC and RPA, which are held accountable for specified outcomes by SRY division	agreements have the same reporting format, with all TSO reports submitted to SNF, which is held accountable for specified outcomes by SRY division. All other grants and contributions reports are submitted directly to SRY Division.	contributions agreements have the same reporting format, with all reports submitted to SRY division	—

B. Distribution of Legislated Appropriations and Lottery Revenues

Issue	Options and rationale			Preferred Option and Rationale
	#1	#2	#3	
B-1. Fund Structure				
1. A single fund or separate funds/pools for MACA and lottery funding	Common pool/fund: all funding serves the same purposes	Separate pools/funds: amount of lottery funding is variable; use MACA funding for essential operations and activities and lottery funds for initiatives and projects		PREFERRED OPTION #: ____

Issue	Options and rationale			Preferred Option and Rationale
	#1	#2	#3	
		that vary year to year		
B-2. Eligibility for funding				
1. Eligibility for funding (for Territorial and Regional Organizations)	Meeting all mandatory criteria; ensures that organizations have required capacity and fulfill their commitments	Use of objective criteria only (e.g., a scorecard) on a range of factors and achieving a minimum score; Requires a minimum threshold for capacity; strengths in some areas can compensate for weaknesses in others	Use of expert judgement to supplement scorecard results for final decisions An approach that relies mainly on objective criteria but uses expert judgement to account for special and/or unusual circumstances and potential	PREFERRED OPTION #: ____
2. Application process (for Territorial and Regional Organizations)	Non-competitive process; negotiated agreements	Competitive process; applications to demonstrate capacity to meet commitments, initiatives planned, and respond to priorities	Two-part process: non-competitive/negotiated process for main/essential activities; competitive process for supplemental funding for special initiatives and priority projects	PREFERRED OPTION #: ____
B-3. Allocating funding				
1. Fixed or variable amounts of funding for Territorial and Regional	All funding distributed in fixed amounts	Variable amounts of funding based on annual (or multi-year) plans that include core/essential activities plus other	Blended approach: A pre-determined portion of funding based on meeting established criteria; supplemental funding	PREFERRED OPTION #: ____

Issue	Options and rationale			Preferred Option and Rationale
	#1	#2	#3	
Organizations		initiatives	based on meeting other criteria	
2. Method for determining the funding for Territorial and Regional Organizations (fixed or variable)	All funding based on scorecard using key criteria/factors (and a judging component if relevant)	Some portion of funding based on a scorecard and supplementary funding based on meeting other criteria/factors (e.g., membership, volunteers, special initiatives, collaborative projects)		PREFERRED OPTION #: —
B-4. Criteria for establishing funding levels for TROs				
1. Past funding history	Important: Past funding reflects organizational and community needs; will ensure stability	Not important: past funding is not a good predictor of future needs		COMMENTS ABOUT IMPORTANCE OF CRITERION
2. Number of communities served	Important: Need for funding is directly related to the number of communities served	Not important: Other factors such as location and costs are more important		COMMENTS ABOUT IMPORTANCE OF CRITERION
3. Locations of communities	Important: Costs and need for funding are directly related to the location of communities	Not important: Costs are high in all communities and differences across regions are not large enough to include this factor in funding criteria		COMMENTS ABOUT IMPORTANCE OF CRITERION
4. Cost to	Important: Infrastructure	Not important: All regions		COMMENTS ABOUT

Issue	Options and rationale			Preferred Option and Rationale
	#1	#2	#3	
participate in sports and other activities	and costs to participate are much higher for some sports and activities	and communities face the same challenges		IMPORTANCE OF CRITERION
5. Infrastructure: availability, adequacy/condition	Important: Costs and need for funding are directly related to the availability and condition of infrastructure	Not important: All regions and communities face the same challenges		COMMENTS ABOUT IMPORTANCE OF CRITERION
B-5. Funding for community organizations				
1. Setting funding guidelines for community organizations	MACA (regional offices) has responsibility, in consultation with Territorial and Regional Organizations and others	Regional Organizations have responsibility, in consultation with MACA and other Territorial and Regional Organizations	Territorial and Regional Organizations have responsibility, in consultation with MACA and others	PREFERRED OPTION #: _____
2. Funding (determining amounts and distribution) for community organizations	MACA has responsibility, in consultation with Territorial and Regional Organizations and others	Territorial and Regional Organizations have responsibility, in consultation with MACA and others	Both MACA and Territorial and Regional Organizations have responsibility, depending on the type of funding recipient and initiative being funded	PREFERRED OPTION #: _____

ADDITIONAL COMMENTS: PLEASE PROVIDE ANY ADDITIONAL COMMENTS ON ANY PART OF THE DOCUMENT HERE:

THE SUTCLIFFE GROUP INCORPORATED/JAS/DOCUMENT2/THURSDAY, AUGUST 27, 2015; 1:42 PM

Appendices to the Consultation Report

- A. Observations on Program Overlaps, Gaps
- B. Relationship between proposed Policy and Existing Appropriations
- C. What to expect from the Webinar

A. Observations on Program Overlaps, Gaps

Program Overlaps:

Programs	Programs delivered by:
1. Coaching	SNF, TSOs, MACA RSRDOs
2. Aboriginal Coaching	ASC, SNF
3. Traditional Games - hand games, stick pole, Inuit and Dene Games, archery, lacrosse, snowshoeing, snowshoe making, canoeing	ASC, MACA RSRDOs, MRA, BDSRA, RPA
4. Arctic Sports - dog mushing	TSO for Arctic Sports, ASC
5. High Five	RPA, MACA RSRDOs
6. Funding of TSOs	MACA, SNF (lottery funds)
7. NAIG sports - planning and preparation for Team NWT	Various TSOs, ASC
8. Annual Awards events	ASC, SNF, MACA
9. Leadership Training	School of Community Government (MACA) and RPA
10. Community sport delivery	Various TSOs and MACA RSRDOs
11. Administrative costs - e.g., photocopier contracts	SNF, MACA, SRC

Service Delivery or Program Gaps

1. **CS4L/LTAD Implementation** - The consultants were advised that no one organization is responsible for driving the implementation of Canadian Sport for Life or the Long-Term Athlete Development model. Without leadership promoting implementation, it has been shown in other jurisdictions that change can be very slow and can be met with significant resistance.
2. **Aquatics** - Interviewees reported that leadership regarding this significant area of recreational activity is divided between the Departments responsible for tourism and for health (pool regulations), but does not involve the department responsible for recreation. The pool regulations need to be updated, there need to be guidelines for beaches and open waterfronts and a proactive strategy to prevent drownings. RPA has a part-time Aquatics Coordinator, but more focus is needed on this area.
3. **Capacity Building with Community Recreation Coordinators and Community Sport Leaders** - It was reported that community government support for training of Community Recreation Coordinators is limited, the Regional Recreation Associations focus more on funds distribution than building capacity with Recreation Coordinators or with community sport leaders. Likewise, TSOs are too

stretched to develop community sport organizations leaders. As the front line in communities, the initiator of volunteer development programs, and the key point of contact for sport development, much more work is needed to build the capacity of Recreation Coordinators. Similarly, Community Recreation Committees were reported to need governance and community planning training.

4. **Plan for infrastructure development** - It was reported that the development of community sport and recreation infrastructure is not coordinated across sectors, nor is there a plan for refurbishment and replacement of aging facilities or a plan to develop new facilities. Thus, communities proceed with facility development without consulting TSOs where knowledge about specifications and requirements lies.
5. **Plan for High Performance** - The consultants learned that high performance athletes who require services of sport science, sport medicine and specialized coaching need to leave the Territory to access those services. Whether a population of 41,000 can support a high performance centre such as in seven other jurisdictions (note the Canadian Sport Institute Atlantic serves four provinces) needs to be explored fully.
6. **Population sub-groups not serviced** - Respondents reported that the population sub-groups of seniors (65+) and adults in the 35 - 64 Y.O. age groups are mainly left out of eligibility for the current funding programs. Likewise, there is no funding program aimed at disadvantaged populations.
7. **Cross-government coordination** - It was learned that the Department of Health is working with communities to develop Community Wellness Plans, for which there are resources to deliver on the needed programs identified by community residents. Many have identified promotion of physical activity, sport and recreation programming as integral to their plans, yet it was not clear how these are being coordinated with the Sport Recreation and Youth Division.

Other Observations

Comments on Structural and Procedural Changes to Improve Overall Division Effectiveness

Issue	Comment
A. External Structures and procedures	
1. Responsibility for making decisions about roles and responsibilities of key players in the sector	No comment.
2. Responsibility for funding key initiatives and projects, e.g., coaching, volunteers, youth, traditional Games, multi-sport Games, etc.	Including organizations, initiatives and projects currently funded through MACA grants and contributions
3. Current configuration with five Territorial and Regional Organizations addressing needs of population of 40,000, was noted as “overkill” by many, and confusing to some	Without consulting directly with TSOs, it is difficult to know their perceptions of SNF and its value to them as a representative and advocate. SNF is identified, as it was the one Association that declined to participate in the Commitment to Excellence exercise.
4. TSO Funding - currently TSOs are funded by both government and SRC (through SNF)	Almost all agreed that only one body should fund the TSOs to reduce reporting on their behalf. Respondents were evenly split as to whether the one body should be SNF or SRY Division.
5. Multi-sport Games are managed by SRY, SNF and ASC (NAIG)	May be part of the discussion on responsibility for funding key activities A.2.
6. Location of Games Division	See above, and A.2.
7. Awards banquets within Territorial and Regional Organizations. SNF has AGM weekend and RPA holds annual training conference -both of which are educational opportunities for TSOs and community recreation	Awards banquets and conferences were identified as areas of duplication

Issue	Comment
coordinators	

Further options pertaining to improve MACA’s overall effectiveness (not related to the Over-Arching Options).

B. Internal Structural Changes	
Issue	Comment
1. Regional Sport and Recreation Development Officers (RSRDOs) report in matrix relationship to two supervisors - Supts (5) and Director	Relationships were reported not to be functional in current configuration.
2. Youth and Volunteer programs are separated from sport and recreation, with a separate Manager, although all youth and volunteer development work being done by MACA is integral to sport and recreation	“Youth Secretariat” concept never took hold within GNWT. Other Departments have initiated youth programming (health, justice, employment). SRY Division may want to consider relationship between youth programming and sport, recreation, and physical activity. Volunteers are integral to delivery of sport and recreation programming.
3. Communication among organizations is limited, which leads to duplication of funding and program delivery.	Two or more program providers are going to the same community on the same weekend to hold a clinic with the same population of youth. This could be avoided if there was improved communication.

Part 3: INTEGRATION AND DISTRIBUTION OF LOTTERY AND OTHER DEPARTMENTAL RESOURCES

Consulting Task:
3. Recommend changes for Department distribution of lottery and other Departmental resources in support of a revised mandate

Further options pertaining to integrating the SRC operations into MACA (not related to the Over-Arching Options).

A. Integrating SRC operations into MACA - Internal Operations	
Issue	Comment
1. Management of the lottery program	Managing the lotteries involves liaison with the WCLC, managing terminal locations, ticket ordering and shipping, inventory, marketing and promotion, plus supervising finance manager and two staff.
2. Granting programs for lottery funds, currently managed by SRC	Options provided for management within the Division
3. Reporting on grants and contributions is cumbersome and layered	Grants and contributions from various organizations have different reporting requirements and expectations. As there is one applicant dealing with multiple granting agencies, a standard format for reporting would minimize administrative burden on service providers.

B. Distribution of Legislated Appropriations and Lottery Revenues

B-1. Fund Structure

Issue	Comments
1. A single fund or separate funds/pools for MACA and lottery funding	Need to be cautious about the amount of lottery funding; need for a mechanism to carry over money exceeding estimates and for bringing forward surplus from previous years

B-2. Eligibility for funding

Issue	Comments
1. Eligibility for funding (for Territorial and Regional Organizations)	The relevance of this issue and these options depend on the policy framework and over-arching options
2. Application process (for Territorial and Regional Organizations)	The relevance of this issue and these options depend on how the fund is structured

B-3. Allocating Funding

Issue	Comments
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1. Fixed or variable amounts of funding for Territorial and Regional Organizations	Fixed amounts could be based on meeting established (mandatory) criteria or on achieving a threshold score on a scorecard Supplemental funding could be 5%, 10%, 15%, etc. of the total amount
2. Method for determining the funding for Territorial and Regional Organizations (fixed or variable)	The percentage of the fund allocated to the supplementary component could vary from a small percentage (5%, 10%) to large percentage (e.g., all lottery funding).

B-4. Criteria for establishing funding levels for TROs	
Issue	Comments
1. Past funding history	These criteria would be most useful for a scorecard (e.g., to determine supplementary funding amounts). Mandatory criteria would be related more to organizational capacity and performance
2. Number of communities served	
3. Locations of communities	
4. Cost to participate in sports and other activities	
5. Infrastructure: availability, adequacy/ condition	

B. Relationship between Proposed Policy and Existing Appropriations

Proposed Policy Strategic Directions	Legislated Appropriations
1. Sport - a strategic direction that includes introduction to sport (CSP), competitive sport (CSP), Canadian Sport for Life/Long-Term Athlete Development (CS4L/LTAD) emphasizing physical literacy. Two suggested goals.	
a. Introduction to Sport - People of the NWT have the fundamental skills, knowledge and attitudes to participate in organized and unorganized sport.	<ul style="list-style-type: none"> • NGO Stabilization Fund • Recreation and Sport Contributions • Regional Youth Sport Events Contribution • Get Active NWT • Pan Territorial Sport Program
b. Competitive Sport - People of the NWT have the opportunity to systematically improve and measure their performance against others in competition in a safe and ethical manner.	<ul style="list-style-type: none"> • 2018 Arctic Winter Games • High Performance Athlete Grant • Multi-sport Games
2. Recreation - a strategic direction that includes recreational sport (CSP), active living (F4R), inclusion and access (F4R), and youth and volunteer leadership and development. Four suggested goals	
a. Recreational Sport - People of the NWT have the opportunity to participate in sport for fun, health, social interaction and relaxation.	<ul style="list-style-type: none"> • Recreation and Sport Contributions • Youth Contributions • Get Active NWT • Pan Territorial Sport Program
b. Foster active living through physical recreation and sport participation	

Proposed Policy Strategic Directions	Legislated Appropriations
<p>i. Incorporate physical literacy in active recreation programs for people of all ages and abilities. Physical literacy is recognized as a precondition for lifelong participation in and enjoyment of sport.</p>	<ul style="list-style-type: none"> • Children and Youth Resiliency Contribution • Regional Youth Sport Events Contribution • Youth Contributions • Get Active NWT • Pan Territorial Sport Program
<p>ii. Enable participation in physically active recreational experiences throughout the life course, continuing to focus on children and youth but expanding to meet the needs and foster the participation of adults and older people</p>	<ul style="list-style-type: none"> • Recreation and Sport Contributions • Regional Youth Sport Events Contribution • Youth Contributions • Get Active NWT • Pan Territorial Sport Program
<p>c. Increase inclusion and access to recreation for populations that face constraints to participation</p>	
<p>i. Enable people of all ages to participate in recreation. Address constraints to participation faced by children and youth from disadvantaged families and older adults who are frail and/or isolated, and those in remote communities.</p>	<ul style="list-style-type: none"> • NWT Youth Corp • Recreation and Sport Contributions • Regional Youth Sport Events Contribution • Youth Contributions • Get Active NWT
<p>ii. Recognize and enable the experience of Aboriginal peoples in recreation with a holistic approach drawn from traditional values and culture. Work with Aboriginal communities in pursuit of the five goals outlined in the Framework for Recreation in Canada 2015.</p>	<ul style="list-style-type: none"> • NWT Youth Corp • Recreation and Sport Contributions • Regional Youth Sport Events Contribution

Proposed Policy Strategic Directions	Legislated Appropriations
	<ul style="list-style-type: none"> • Youth Centres Contribution • Youth Contributions • Get Active NWT • Pan Territorial Sport Program
<p>iii. Enact policies of nondiscrimination on the basis of gender identity, gender expression and disability. Provide a welcoming and safe environment for people with all sexual orientations, sexual identities, and abilities.</p>	<ul style="list-style-type: none"> • NWT Youth Corp • Recreation and Sport Contributions • Regional Youth Sport Events Contribution • Youth Centres Contribution • Youth Contributions • Get Active NWT • Pan Territorial Sport Program
<p>d. Youth leadership and development and volunteer development through sport and recreation participation</p>	
<p>i. Youth development goal - programs that offer intentional, pro-social resilience-building approaches that engage youth within their communities, schools, organizations, peer groups, and families in a manner that is productive and constructive; recognizes, uses, and enhances youths' strengths; and promotes positive outcomes for young people by providing opportunities, fostering positive relationships, and furnishing the support needed to build on their leadership strengths.</p>	<ul style="list-style-type: none"> • Children and Youth Resiliency Contribution • Healthy Choices (After School Physical Activity) • NWT Youth Corp • Recreation and Sport Contributions • Regional Youth Sport Events Contribution • Youth Centres Contribution • Youth Contributions
<p>ii. Youth leadership goal - in the context of horizontal government coordination, programs where young people are empowered to inspire</p>	<ul style="list-style-type: none"> • Healthy Choices (After School Physical Activity)

Proposed Policy Strategic Directions	Legislated Appropriations
<p>and mobilize themselves and others towards a common purpose, in response to personal and/or social issues and challenges and to effect positive change leading to healthy lifestyle choices</p>	<ul style="list-style-type: none"> • Recreation and Sport Contributions • Regional Youth Sport Events Contribution • Youth Centres Contribution • Youth Contributions • Multi-sport Games
<p>iii. Volunteer development goal - programs that support healthy, vibrant communities, provide training and opportunities for the people of NWT to engage with those communities, to build citizenship, social and community capacity, and to develop personal skills, capacity, knowledge and accountability</p>	<ul style="list-style-type: none"> • Volunteer Organization Development Fund • Community Volunteer Recognition Contribution • NWT Youth Corp • Regional Youth Sport Events Contribution • Youth Centres Contribution • Youth Contributions • Get Active NWT • Multi-sport Games
<p>3. System Development - capacity building of organizations and communities involved in delivery of sport and recreation opportunities for people of the NWT</p>	
<p>a. Ensure the continued growth and sustainability of sport and recreation organizations and opportunities</p>	
<p>i. Enhance community-based leadership in sport and recreation, both within community government and not-for-profit organizations</p>	<ul style="list-style-type: none"> • Community Volunteer Recognition Contribution • NGO Stabilization Fund • NWT Youth Corp

Proposed Policy Strategic Directions	Legislated Appropriations
	<ul style="list-style-type: none"> • Recreation and Sport Contributions • Regional Youth Sport Events Contribution • Youth Centres Contribution • Youth Contributions • Get Active NWT • Pan Territorial Sport Program • Multi-sport Games
<p>ii. Build capacity within the sport and recreation system through organizational development, good governance, enhanced communication, coaching and officials development, access to sport science and sport medicine services, talent identification and athlete development, commitment to implementation of the CS4L/LTAD</p>	<ul style="list-style-type: none"> • Multisport Games • NGO Stabilization Fund • NWT Youth Corp • Recreation and Sport Contributions • Regional Youth Sport Events Contribution • Youth Centres Contribution • Pan Territorial Sport Program • Multi-sport Games
<p>b. Recreational and sport infrastructure - development of walking and cycling routes, trails, sport and recreation facilities and green spaces. Upgrading and maintenance of existing facilities.</p>	<ul style="list-style-type: none"> • Recreation and Sport Contributions • Multi-sport Games
<p>4. Horizontal governmental coordination - Sport, Recreation and Youth Division will champion and lead a whole of government approach for the promotion, development, sustainability and instrumental use of sport, recreation, physical activity in the health (wellness), justice (youth at risk), transportation (trails, active transportation), education (improved academic outcomes), tourism (sport event hosting) fields including coordination, communication and leadership (lead</p>	<ul style="list-style-type: none"> • 2018 Arctic Winter Games • Multi-sport Games

Proposed Policy Strategic Directions	Legislated Appropriations
government department)	

C. What to expect from the Webinar

1. The Webinar will be three hours in length
2. A Meeting Wizard invitation will be sent to potential participants during the week of August 24, 2015, to identify the best date. Dates under consideration are October 14 and 15, 2015.
3. Part 1 - Elements of an NWT Policy Statement will be part of an in-person consultation with key stakeholders and funding partners to be conducted in NWT. This will result in the final wording for a vision statement, values, strategic directions and goal statements for a made-in-NWT Policy on Sport, Recreation, and Physical Activity.

Consequently, Part 1 of this document will not be discussed in the webinar.

Regardless, your comments on any aspect of Part 1 are welcomed. Please include any comments using the Track Changes feature of Word, or by typing them into the Additional Comments box on page 19.

4. Part 2 and Part 3 will be the subject of the webinar.
 - a. The consultants will use your feedback on Parts 2 and 3 to structure the format of the webinar.
 - b. Please include any comments using the Track Changes feature of Word, or by typing them into the Additional Comments box on page 19.
 - c. Where there is agreement, this will be noted and there will be little discussion.
 - d. Where there is lack of agreement, the main points will be noted and participants will have an opportunity to discuss.
 - e. Where feasible, polls will be included in the webinar to gain agreement and move forward.
5. Following the webinar, participants will have a further opportunity to provide written feedback, within a defined time frame. Feedback will be taken into consideration in drafting the final report.

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Government of Northwest Territories:
Sport, Recreation and Physical Activity Review
Webinar Report

Prepared by: The Sutcliffe Group Incorporated

November 10, 2015

Appendix B – Webinar Report

INTRODUCTION – Webinar Report

The Sutcliffe Group Incorporated (TSGi) outlined tasks that were assigned as part of the Sport, Recreation, Physical Activity Review project: outline a policy statement, find organizational efficiencies and examine ways to distribute lottery funding in the context of the responsibilities of the Sport and Recreation Council (SRC) and the lottery funds being brought inside government.

The replies to the consultation report generally stated that Territorial and Regional Organizations (TROs) didn't feel as though they could move forward prior to developing a policy statement. This task was accomplished in early December.

TSGi also noted that there was a need (and it was to be covered in the facilitated meeting in early December) to clarify the relationships between MACA and participating organizations.

The question was raised about how the policy development piece fits with the consultation report; TSGi observed that the consultation report and feedback from the organizations regarding preferred options could be revisited based on establishing the policy statement.

Part 1: ELEMENTS OF AN NWT POLICY STATEMENT

TSGi introduced the goal of the policy exercise, which was to identify common elements from three national statements (Canadian Sport Policy, Framework for Recreation in Canada, Active Canada 20/20), and propose these as the elements of an NWT policy statement. After reviewing the key elements of the vision statement, participants were presented with value statements that were an amalgam of elements from both the Canadian Sport Policy and the Framework for Recreation.

Vision Elements

The question was asked whether the vision statement was comprised of the correct elements. Participants noted that while they generally appreciated the effort to bring in elements of the national frameworks, they did not necessarily believe that these were the correct elements for use in an NWT Policy statement.

Participants suggested additional elements that are more reflective of the NWT, including community building, the primacy of northern culture and the relationship between culture and sport. TSGi noted that one element of the vision statement referred to sustainable communities, and asked for clarification on how to modify it to better suit the north.

The participants observed that they would prefer to have the policy discussion face to face.

Values

Some participants reiterated the above comments that many of the values “may work elsewhere” but are not necessarily reflective of Northern culture/peoples.

Generally, participants felt some of the elements were ‘alright’ in concept but more details needed to be determined regarding how values/vision are presented in terms of meeting the actual needs of residents (i.e. relating it to actual service and program provision).

Regarding a timeline to develop values and vision, as part of the larger policy statement, the participants were asked whether they felt this could be done in the proposed one-day group exercise, thoughts were generally mixed as to the feasibility of this undertaking. One group suggested that maybe it could be done in one day, although two days might be more realistic.

The initial consultation report did not ask for feedback on the policy statement as the plan was to work through this component face-to-face at a later date, and participants were reminded that they had not provided feedback on this area (i.e. it would not be discussed in the same manner as the consultation report).

Strategic Direction

Participants considered the four proposed strategic directions and noted that the separation of sport and recreation into two different goals was counter to their objectives that were to combine the two, so that there is no difference between these. This view was supported by both RPA and SNF. They declined to comment further, pending the policy discussion to take place in early December.

Part 2: DIVISION AND SECTORAL CHANGES

Over-Arching Options regarding SRY relationships with sport and rec sector organizations

Participants supported options one and two: that is, (1) MACA as a consulting partner or (2) MACA as leader. One participant stated that a blended model was probably best, drawing on existing relationships, but building clarity in relationships and control between sectors and the SRY Division. There was support for a collaborative relationship with government, but it was felt this might be difficult to achieve in actual practice. Seeking a “collaborative” relationship with government was regarded by one participant as “utopian”.

All felt that a blend of the “Consulting Partner” and “Leader” would be more practical; and that once a model was decided, that the actions of the government needed to align with the model. That is, that there was a tendency for government to move more in the direction of control, with “lip-service” being paid to the consultation aspect.

Structural and Procedural Changes to Improve Overall Division Effectiveness

A. External Structures and procedures

TSGi reminded participants that the options were built to reflect the desire to bring lottery funding into the GNWT so as to avoid losing any of the lottery funds to the Canada Revenue Agency. The options were designed to highlight preferences for how to structure funding relationships based on the requirement that money flow through the GNWT.

On External Structure and Procedures, there was agreement in two areas in the consultation: (1) that there should be one Awards Banquet, but parallel conferences, and (2) that there should be multiple funders delivering such programs as coaching, High Five, traditional sports, etc.

(1) Awards Banquet

Even though there had been agreement earlier in the webinar that there should be a joint policy goal of sport and recreation, this expression of alignment did not extend to the awards banquets. One participant felt that having only one awards banquet 'watered down' the achievements of award winners by having too many people in the crowd; having one awards banquet would not put award winners 'on a pedestal' and may detract from their accomplishments, as they would not be recognized by their peers.

Another participant felt that an awards banquet needed to be more community driven and reflective of the northern culture and peoples; award winners and non-award winners being at the same event would do more for sport than separating the two (i.e. some people expressed that their members would 'never' get an invitation and the events would become very Yellowknife centric).

(2) Program Delivery

There was little discussion about what TROs should deliver what programs, beyond noting that there should continue to be multiple program deliverers for the same programs.

Areas for Discussion

There was little agreement in the written response to the consultation about the roles and responsibilities, and the role of MACA in determining TROs' role in the sector. As mentioned, the overall view in the webinar of the roles that MACA should take is more a combination of collaborator and leader. There was agreement that the Executive Manager role for MACA was not preferred.

In discussing the roles and responsibilities of the various organizations in the sector, one participant noted they wanted to see all program delivery devolved from MACA to the partner organizations. It was felt this message could be passed along by way of this consultation process.

Regarding the configuration of the five TROs, and the number of organizations given the size of the population, comments during the webinar reflected the need for a completed policy statement that might provide guidance. As well, it was noted in the webinar that a well articulated policy should help to clarify the roles of each organization and how they each fill a niche within the sport and recreation spectrum (i.e. justifying why there are the number of Territorial and Regional Organizations for a 40,000 person population).

In a related comment one participant felt the number of organizations was overkill given the small population, but also felt clarifying the policy position may help to find efficiencies and deal with this issue.

The consultation document had made reference to the Commitment to Excellence (CTE) exercise that had been led a number of years ago by the Sport and Recreation Council. The consultation document identified Sport North Federation (SNF) as the one organization that had declined to participate in the CTE exercise. In the consultation document, it was noted that it was not possible to understand the perceptions of the Territorial Sport Organizations (TSOs) without consulting with them directly.

SNF representatives in the webinar took exception to this observation, noting that it was a membership decision by the TSOs that had directed SNF to withdraw from the CTE exercise. Additionally, SNF representatives questioned what was the issue that MACA had with SNF and the TSOs, and wondered if it was accountability. It was observed that SNF provides MACA with “masses of reporting” that is “never used”. SNF also observed that the current situation where TSOs have to report to both SNF and MACA causes duplication, and TSOs have concerns about this.

On another option about the creation of the Games Division, one participant noted that the Minister had recently pronounced that there was “zero chance of MACA having a Games Division”. This observation made it difficult to proceed with the remainder of the discussion about how multi-sport Games should be handled.

It was concluded that there should be one funder for TSOs, but disagreement as to who that funder should be (whether MACA or SNF). Again the conversation returned to the need to complete the policy statement first and establish what the underlying issue is that necessitates a review of funding structures.

B. Internal Structural Changes

The written response to the consultation report showed general agreement about the proposed reporting relationships. Respondents reported that Regional Sport and Recreation Officers and Regional Youth Officers should all report to a Regional Manager within the SRY Division, as opposed to reporting to a Regional Superintendent. As well, there seemed to be agreement that youth and volunteerism should be amalgamated with sport and recreation, as youth and volunteer development work is integral to sport and recreation, as opposed to being a separate unit or policy initiative. The proposed approach of having three managers—one for lotteries, one for regional services, one for sport, recreation, physical activity, including youth and volunteerism programming—met with agreement in the written feedback.

Finally, the concept of a checklist process to promote effective communication among organizations before a program is launched was seen as positive in the written responses. Quarterly or semi-annual meetings were also seen as an effective way of coordinating program delivery.

In the webinar, an overall observation about these three proposals about internal structures, was that it was a “futile exercise” to design reporting relationships and communication mechanisms in the absence of a policy direction. It was stated that there was no clear mandate (i.e., no clear policy) that specified the desired program outcomes for sport, recreation, youth and volunteerism programs delivered by MACA, therefore all the proposed options that would align staff and resources in various configurations were groundless. The policy statement needed to be confirmed initially.

Part 3: INTEGRATION AND DISTRIBUTION OF LOTTERY AND OTHER DEPARTMENTAL RESOURCES

TSGi reviewed the proposed plan to bring the NWT Sport and Recreation Council’s responsibilities, including management of the lottery funds, inside the department.

In the written responses to the consultation document, there had been agreement that there should be a dedicated manager to supervise delivery of the lottery program, and that reporting on grants and contributions should follow one format. As well, data that was collected by SRY should be shared with the sector, so that all could be aware of the information and be able to use it for planning purposes.

In the webinar, there was a discussion that expressed skepticism that the process of bringing the lotteries inside government was proceeding. Webinar participants had been in touch with several MLAs and reported that none of the MLAs were aware of the plans; participants further noted that in advance of the general NWT election to be held November 23, 2015, they planned to “make it an election issue”.

There was further skepticism arising from what was perceived to be a change of dates. Originally, when the Minister had met with sector stakeholders in January 2015, he had advised that implementation would take place in January 2016. Now, an implementation date of April 1, 2017 was being discussed, and participants viewed this as a move to delay implementation.

One of the participants clarified for the others that there had been a mis-statement initially on the effective implementation date, as full information had not yet been received on all the legislative work that was involved and the time that it would take.

A. Integrating SRC operations into MACA – Internal Operations

Written responses to the options about the location of the lottery grant program revealed that there was a preference for the existing, transparent system of fund allocation that has been refined by SRC in recent years. Ideally, this would preclude

Ministerial involvement in decision-making, where a recommendation for funding could be over-turned.

In the webinar, participants again expressed a preference for the existing or a similar arrangement, where a separate entity, at arms length from the department, was responsible for decisions about lottery funding, overseen by all the sport and recreation partners, acting as an advisory council. This was consistent with the messages that had been delivered in the interviews that “getting everyone in a room, and determining the lottery allocation” was something that would work.

B. Distribution of Legislated Appropriations and Lottery Revenues

There was agreement in the written responses that there should be separate pools of funds—the lottery monies and the legislated appropriations. The option as presented used the term “essential operations and activities”, which became a point of discussion both in the written responses and the webinar. Participants wanted to know what was meant by essential operations, and once it was explained, there seemed to be agreement that separate funds were desired—with MACA funds being used for essential operations and activities (i.e., core funding) and lottery funds for initiatives and projects that vary from year to year.

There was also agreement on the type of application process—a non-competitive process was preferred, but again the definition of essential operations and activities was critical. It was noted in the written replies that organizations must determine on their own what are essential operations and activities.

Finally, there was written agreement on the need for multi-year funding.

However, when all these findings were presented in the webinar, participants noted that it was really difficult to arrive at an agreement in the absence of a policy statement.

In the written responses there had been lack of agreement on the eligibility for funding for TROs, noting that the option of using expert judgment meant that there was a potential for “abuse” if this expert judgment was laid over an objective approach. In the webinar, the participants again noted that it was difficult to provide a position in the absence of a policy statement. It was their feeling that their perspectives may change once the policy statement is confirmed and that this discussion was “putting the cart before the horse”.

Again, there was a feeling that working out the eligibility criteria for funding is something that could be done with all the partners in the room, so that the process was both transparent and non-competitive.

Funding for community organizations

Whereas there was little agreement from the written comments about the approaches to funding community organizations (mainly because respondents did not have the same understanding of what was a community organizations as was intended in the document), there was a spirited discussion during the webinar.

Participants observed that for the past eight to ten years, the approach to funding, and therefore their stability as organizations, had been in a state of flux. Participants expressed a desire for a consistent and predictable approach that would arise from a stable, predictable, funding model. Others agreed noting that they had lost Board and staff members over the years because the funding for their organization was not stable.

Concluding Comments

Participants in the webinar declined to comment further on the options presented in the consultation document. However, they raised the following concerns:

- That the lottery funds that are currently dedicated to sport, recreation, physical activity, remain dedicated to the sector. Participants expressed concern that arts, museums and culture may become eligible for lottery funding, thus resulting in a negative impact on the TROs' ability to deliver programming in sport, recreation, and physical activity.
- That the Department of Health and Social Services' work on the development of Community Wellness Plans is a threat to sport, recreation and physical activity programming. It was not obvious to the participants in the webinar, how the Community Wellness Plans being developed by communities across the Territory aligned with the Sport, Recreation and Youth Division of MACA, yet many of the Plans contained proposals related to sport, recreation, and physical activity. The participants urged SRY Division to make it clear what was the SRY Division's link to the Community Wellness Plans and to take a lead role in areas pertaining to delivery of sport, recreation and physical activity.
- That the SRY Division has developed and promoted programs that align with other government initiatives without consulting with the TROs in the sector, to share information on the initiatives and to help the TROs deliver aligned programs. Examples cited were an Anti-Poverty Strategy (Children and Youth Resiliency Contribution), Injury Prevention strategy (also children and youth resiliency) and the Culture and Heritage Framework (although there was less certainty about the SRY Division program that met the Culture and Heritage Framework).

Next Steps

The next step in this process is to meet on December 3, 2015 in Yellowknife, to develop the policy statement.

This will be followed by a written report summarizing the policy statement and making recommendations based on this webinar and the consultation exercise.

Attendees: Doug Rentmeister (SNF), Ryan Fequet (SNF) Jessica VanOverbeek (MRA), Todd Shafer (SRC), Greg Hopf (ASC), Geoff Ray (RPA), and Tim van Dam (RPA), David Redmond, Judy Sutcliffe (TSGi)

Regrets: Theresa Ross (BDSRA)

NORTHWEST TERRITORIES
RECREATION, SPORT, PHYSICAL
ACTIVITY
POLICY STATEMENT

Draft

January 13, 2016

Prepared by: The Sutcliffe Group Incorporated

Appendix C – Complete Policy Statement

INTRODUCTION – Policy Statement

The purpose of the NWT Sport, Recreation, and Physical Activity Policy Statement is to inform recreation, sport and physical activity stakeholders, members of the public and other interested parties, what is the Government of Northwest Territories' (GNWT) interest in the recreation, sport and physical activity sector.

It provides a simple yet clear framework within which the Department of Municipal and Community Affairs (MACA) can operate for policy setting and program delivery. It provides a clear message to recreation, sport and physical activity stakeholders seeking support from GNWT, to ensure that they are collectively and collaboratively working towards achieving a common vision for recreation, sport and physical activity in NWT. It encompasses key elements of the three national statements /policies which the GNWT has endorsed: Canadian Sport Policy (CSP) (2012), Framework for Recreation in Canada (F4R) (2015), and Active Canada 20/20 (AC2020) (2012).

Background for the policy statement was obtained through consultations held in the summer of 2015 with MACA, Sport Recreation and Youth Division (SRY) and Territorial and Regional Organizations¹ (TROs) and review of documents. A consultation document was drafted and circulated to all the TROs in late summer, containing elements of a policy statement in addition to proposals around MACA's proposed approach to incorporating the activities of the NWT Sport and Recreation Council (NWTSRC) and the Western Canada Lottery Corporation (WCLC) into the department.

The consultation document was the subject of a second webinar-consultation held October 14, 2015 with TROs. Many of the TROs observed at that time, the need to clarify the policy direction before confirming divisional and sectoral changes, or approaches to integration and distribution of lottery and other departmental resources. As a result, a one day facilitated session was held on December 3, 2015, where SRY staff and representative of TROs met to develop the policy statement.

This document focuses exclusively on the policy statement. A second report describes the outcomes of the consultations conducted through the webinar and the recommendations for next steps with regard to the integration and distribution of lottery and other departmental resources.

¹ TROs include: NWT Sport and Recreation Council, Sport North Federation, NWT Recreation and Parks Association, Aboriginal Sport Circle of the NWT, Mackenzie Recreation Association and the Beaufort, Delta, Sahtu Recreational Association.

VISION

A Vision statement characterizes where the NWT intends to go with recreation, sport, and physical activity - our preferred future. It describes what SRY Division as well as the TROs aspire to accomplish in the sector, with a time horizon of about 10 years. A vision should create an emotional pull, and should attract people to identify with it. A vision acts as a magnetic north and aligns diverse directions.

Vision Statement:

Aspiring for all peoples to be engaged in accessible recreation, sport, and physical activities, supporting vibrant communities.

The thinking behind this statement is that the vision is to engage everyone in the NWT in recreation, sport and physical activities that are accessible to all. By doing this, every citizen would be contributing to sustaining and supporting communities of vibrant, engaged and active citizens.

Principles:

Principles are statements of belief governing behaviour. The Canadian Sport Policy states that “quality sport is dependent on seven principles appropriately integrated into all sport-related policies and programs”. The Framework for Recreation outlines Principles of Operation that provide some ‘rules of the road’ in how the field carries out its business.

Principles guide decision making on program delivery. For example, they may form part of a funding program requirement, that funding proposals demonstrate an effort to meet the principles.

Principles form a clear, concise and shared meaning of beliefs, priorities, and direction. With these principles, every participant/player in the recreation, sport and physical activity sector understands and therefore can contribute to the sector in that context.

The following principles will guide recreation, sport and physical activities in NWT:

1. **Holistic approach** - Recreation, sport and physical activities are culturally-relevant and incorporate northern approaches.
2. **Accessible** - Programs and services are designed for inclusion and adapt strategies to accommodate varying local needs, cultures, contexts and resources.
3. **Collaborative** - Recreation, sport and physical activity programs and policies are built on partnerships within communities, with funding partners, and other sectors.
4. **Purposeful** - Programs and policies are based on clear objectives in order to achieve desired outcomes.
5. **Effective** - Monitoring and evaluation of programs and policies support improvement and accountability. An evaluation framework supports continuous improvement so that programs and policies can achieve their intended outcomes.
6. **Innovative and adaptive** - Organizations at all levels and communities are encouraged to think creatively and “outside the box”, showing adaptation where appropriate.
7. **Quality and excellence** - All programs and services strive to achieve success, higher standards, a holistic approach, and celebrate role modeling.

Strategic Directions

Strategic directions are expressed as the destination/outcome that MACA's SRY Division wishes to reach by no later than the end of 2026, in order to achieve its vision consistent with its principles.

There are three strategic directions:

Sport Development

- Sport development means advancing the Canadian Sport Policy, in the five contexts of sport, each of which forms a CSP goal: Introduction to Sport, Recreational Sport, Competitive Sport, and High Performance Sport and Sport for Development. The Sport Development strategic direction also means developing sport leadership and the sector's capacity to plan, develop and implement sport programs and initiatives.

Recreation Development

- Recreation Development means fostering active living, inclusion and access, and connecting people to their environments and culture. Recreation Development also means supporting long term sustainability through recreation leadership and capacity building.

Horizontal Governmental Coordination

- MACA's Sport, Recreation and Youth Division supports both Sport Development and Recreation Development by championing and leading government approaches that connect recreation, sport, youth and volunteer development at the community, regional, territorial, national, international and Aboriginal government levels.

Goals and Objectives:

Strategic Directions are what the SRY Division wants to focus on to achieve the Vision for NWT in recreation, sport and physical activities. Goals and Objectives describe what the Division wants to achieve within each of these Strategic Directions.

Goals represent broad statements of intention of what needs to be accomplished within each Strategic Direction. Goals are compatible with the Principles, are acceptable and understandable, and progress towards achieving Goals will assist in moving towards the Vision. Objectives represent more specific actions for accomplishment of a task.

Performance Measures are qualitative or quantitative means of measuring an output or outcome of a policy. Performance measures are composed of a number showing “how much” and a unit showing “what”. A target is something to aim for, which is measurable within a specified time period.

Strategic Direction: Sport Development

- Advance the goals of CSP, including Introduction to Sport, Recreational Sport, Competitive Sport, High Performance Sport and Sport for Development.
- Develop sport leadership and the sector’s capacity to plan, develop and implement sport programs and initiatives.

Goals for Sport Development

- **Introduction to Sport** - People of NWT are physically literate and have the fundamental skills, knowledge and attitudes to participate in organized and unorganized sport.
- **Recreational Sport** - People of NWT have the opportunity to participate in sport for fun, health, social interaction and relaxation.
- **Competitive Sport** - Through an NWT specific athlete development pathway, people of NWT have the opportunity to systematically improve and measure their performance against others in competition in a safe and ethical manner.
- **High Performance Sport** - Athletes from NWT are supported to achieve national level and world class results.
- **Sport for Development** - Sport is used as a tool for social and economic development, and the promotion of positive values.

Goal	Objectives
Introduction To Sport	<ol style="list-style-type: none">1. Build programming to introduce all populations, especially those living in smaller communities, to sport and recreation2. Focus on the Active Start stage of CS4L/LTAD, developing and

Goal	Objectives
	<p>building Physical Literacy with individuals in the 0 - 6 age group.</p> <ol style="list-style-type: none"> 3. Use mechanisms such as KidSport and other as a means to provide opportunities for those who face economic disadvantages. 4. Leaders, educators and parents support the development of physical literacy and safe, healthy, values-based play and sport among children and youth. 5. Opportunities are provided for persons from traditionally underrepresented and/or marginalized populations to actively engage in all aspects of sport participation, including leadership roles.* 6. Partnerships among sport, grassroots and other sectors deliver long-term athlete development based programs to an increasing number of participants.* 7. Programming is accessible, equitable and inclusive to meet the needs, motivation and interests of participants in a fun and safe experience.* 8. Children and youth have access to safe and appropriate spaces for unstructured play and self-organized sport. 9. Educators increase the opportunities for children to learn and practice the fundamentals of sport.
Recreational sport	<ol style="list-style-type: none"> 1. Opportunities are provided for persons from traditionally underrepresented and/or marginalized populations to actively engage in all aspects of sport participation, including leadership roles. 2. Qualified community coaches and leaders deliver technically sound sport fundamentals and guidelines for ethical conduct. 3. Partnerships among sport and other sectors deliver quality LTAD - based programs to an increasing number of participants.* 4. Linkages and partnerships are fostered and supported among municipalities / local governments, schools, territorial and national sport organizations to provide leadership and resources for recreational sport programs. 5. Programming is accessible, equitable and inclusive to meet the needs, motivation and interests of participants in a fun and safe experience.* 6. Capable volunteers and salaried workers are recruited and retained in order to achieve system objectives. 7. Educate and support the collaboration among communities and within the territorial government, to support the development of

Goal	Objectives
	<p>sustainable sport facilities, green spaces and equipment accessible to all citizens.</p> <ol style="list-style-type: none"> 8. Linkages and partnerships between and among sport organizations, municipalities / local governments, and educational institutions align and leverage athlete, coach and officials' development and maximize facility utilization.* 9. Encourage municipalities and councils to allow for facilities for major games and events to be available after-use for all members of the community.
Competitive sport	<ol style="list-style-type: none"> 1. All NWT athletes adhere to a code of ethics and code of conduct. 2. Sport programming is based on sound science and principles of long-term athlete/participant development and promotes safe and ethical participation. 3. Athletes at all levels of competitive sport have access to quality coaching that is based on sound science and principles of coach development. 4. Sport competitions are officiated by competent officials who have the knowledge, skills and judgment to support fair and safe competition.* 5. All sport selection and appeals processes are fair and equitable and comply with accepted standards. 6. Develop a coach development pathway, and encourage higher level coaches (e.g., Competitive Development) to coach entry level athletes to ensure development of good habits from the start.
High performance	<ol style="list-style-type: none"> 1. Athletes from the NWT who aspire to, or are at, a world class level are supported to achieve world class results. 2. The experience of athletes who have competed at the very highest levels internationally will be encouraged to return as role models, and act to guide program and system improvements and strengthen the culture of sport and recreation in the NWT.
Sport for development	<ol style="list-style-type: none"> 1. Use sport to learn life skills and foster integration of newcomers in communities. 2. Other sectors (e.g., those focused on poverty reduction) incorporate sport intentionally to achieve social development objectives. 3. Use sport and recreation to build leadership skills through access to coach training, official training and volunteer leadership

Goal	Objectives
	<p>development.</p> <p>4. Outcomes here impact other departments and are connected to horizontal development. Equitable access needs only to be stated once.</p>

Sport Development Performance Measurement:

As noted, performance indicators can be both quantitative and qualitative. In this list of proposed performance indicators, we have included the opportunity for providers of sport programs to engage with program participants and learn from them, in an interview format (that is recorded), how the program impacted the participant. These recordings could be collected and the one that appears to describe the greatest impact, would become a performance indicator. Questions for the interviews need to be prepared in a structured format.

Indicator	Proposed Targets
# and % of NWT population involved in sport	<ol style="list-style-type: none"> 1. CFLRI's Sport and Physical Activity Monitor is a baseline 2. Incremental % increase above baseline to measure progress (TBD)
# and % of NWT communities where coaching programs are offered	<ol style="list-style-type: none"> 1. By 2021, 40% of coaches on multi-sport games teams are women 2. 20% of communities have coaching program(s) offered in 2018 3. 30% of communities have coaching program(s) offered in 2019
Most significant impact recording and analysis used as case study	1. Qualitative themes (TBD)
Athlete exit interviews with team coach after major event	1. Qualitative themes (TBD)

Strategic Direction: Recreation Development

- Foster active living, inclusion and access, and connect people to their environments and culture.
- Support long term sustainability through recreation leadership and capacity building.

Goals for Recreation Development

- **Active Living** - Invest and support program and services that prioritize lifelong physical activity and promote Physical Literacy.
- **Inclusion and Access** - Increase inclusion and access to recreation or populations that face constraints to participation.
- **Connect People to their Environment and Culture** - Invest in and support program and services that prioritize culture and the environment.
- **Develop Recreational Leadership and Capacity** - Invest in, support and collaborate in the development of individuals, communities and non-governmental organizations (NGOs).

Goal	Objectives
Active Living	<ol style="list-style-type: none"> 1. Work with schools to ensure opportunities for daily physical activity, quality daily physical education, school sports, intramurals, spontaneous play, after school physical activity programs and active transportation. 2. Physical literacy: Incorporate physical literacy in active recreation programs for people of all ages and abilities. Physical literacy is recognized as a precondition for lifelong participation in and enjoyment of sport. 3. Support lifelong active living through participation in sport and recreation, territory wide. 4. Develop physical literacy education and coordinate initiatives territorially and across service providers.
Increase inclusion and access	<ol style="list-style-type: none"> 1. Work to reduce disparities - intentionally support people with the greatest need and access issues by targeting policies to reduce disparities in participation levels. 2. Implement recommendations of the Truth and Reconciliation Commission related to physical activity, recreation and sport. 3. Support programming that covers the lifespan. 4. Enact policies of non-discrimination on the basis of gender identity and gender expression. Provide a welcoming and safe

Goal	Objectives
	<p>environment for people with all sexual orientations and sexual identities.</p> <p>5. Targeted programming and development to support women and girls participating in, and having access to, sport and recreation opportunities.</p>
Connect people to their culture and environment	<ol style="list-style-type: none"> 1. Invest in On the Land programs. 2. Invest in cultural programs. 3. Develop public awareness and education initiatives to increase understanding of importance of nature to well-being and child development. 4. Invest in natural and built outdoor spaces.
Develop recreation leadership and capacity	<ol style="list-style-type: none"> 1. Invest in education, training and professional opportunities for interested individuals and existing staff. 2. Develop and build culture of volunteerism. 3. Develop quality assessment tools to guide professional development and inform targeted training programs. 4. Focus on development of sport and recreation professionals in the communities and non-profit sector. 5. Invest in research and development.

Recreation Development Performance Measurement:

Indicator	Proposed Targets
Number of communities where recreation coordinators have certification through School of Community Government, community college or degree programs (leadership and capacity)	<p>Year one baseline: current estimate of status of recreation coordinators:</p> <ul style="list-style-type: none"> • 30% (no training) • 30% (have training) • 30% positions are vacant <p>Improvement Target:</p> <ul style="list-style-type: none"> • 5% increase in certifications (in 2 years)
Impact of programs on program participants, determined via structured interview format. Researchers gather information annually from interviews with	Annual data gathering through structured questions by regional staff of program participants.

Indicator	Proposed Targets
recreation coordinators to understand programs and services offered in the preceding year.	

Strategic Direction: Horizontal Governmental Coordination

- The Sport, Recreation and Youth Division supports both Sport Development and Recreation Development by championing and leading government approaches that connect recreation, sport, youth and volunteer development at the community, regional, territorial, national, international and Aboriginal government levels.

Goals for Horizontal Government Coordination

- Northern Context - Program development and delivery is based on a northern context, including unique needs of Aboriginal Governments, the GNWT and territorial need.
- Community collaboration - Build partnerships with communities to enhance recreation, sport and physical activity opportunities at the community level for all territorial citizens.
- Partner Impact - Broaden TROs' understanding of SRY Division's inter-departmental and inter-governmental work and the impacts on the recreation, sport and physical activity sector.
- Infrastructure and Asset Management Planning - Establish SRY Division as a central coordinator of information and knowledge about recreation and sport infrastructure across the NWT.

Goal	Objectives
Northern Context	<ol style="list-style-type: none"> 1. New and existing programs are reviewed to determine if they meet the criteria of the Northern Context. 2. Adjustments are made to programs as appropriate to bring them in line with the Northern Context.
Community Collaboration	<ol style="list-style-type: none"> 1. Collaborate more closely with NWT Association for Communities, and with the TROs through quarterly meetings between SRY Division Director and Executive Directors of MRA, BDSRA, NWTAC, NWTRPA, Sport North and ASCNWT.
Partner Impact	<ol style="list-style-type: none"> 1. Share information about cross-government initiatives in which SRY division is included with TROs to enhance TROs' understanding of the initiatives in which SRY Division is engaged (e.g., Healthy Choices Framework, Anti-Poverty Strategy, SPARC) that may impact recreation, sport and physical activity program delivery and ensure maximum impact within the sector.

Goal	Objectives
Infrastructure and Asset Management Planning	<ol style="list-style-type: none"> 1. Communicate recreation infrastructure needs and initiatives to highlight any areas for potential inter-agency coordination and collaboration. 2. Develop a role within the SRY Division, either through a new position or internal re-assignment, of a community recreation facility consultant, whose responsibilities include: inventory of facilities (status, age, services offered), community needs analysis re: recreation facilities, coordination with other departments as appropriate and master planning to meet the needs with a 10 - 20 year horizon.

Horizontal Government Coordination Performance Measurement:

Indicator	Proposed Targets
Collaboration and cooperation with interdepartmental partners and with TROs measured through staff online survey.	Positive trends to satisfaction survey, over time.

Concluding Reflections

The group of SRY Division staff and recreation, sport and physical activity stakeholders were asked at the end of the day to reflect on what they knew now that they did not know when the session started. Some comments were noted on the flip chart:

- *We all come from very different backgrounds, but its good to know what we are all working towards the same goal.*
- *The description of how integrated elders are with community programs was a new learning. It's good to understand that better.*
- *Putting together a program at the community level is built on collaboration and partnerships. Collaboration goes a long way.*
- *All these documents CSP, CS4L/LTAD, --I knew they existed. But they are all so dry, so it was like "good luck getting me to read them". But now I have a better understanding of where they fit in to all the things that we do.*
- *Our own strategic plan was recently completed and the directions in that and what we talked about today are totally aligned.*
- *What is enlightening is that there is a lot of common knowledge, which is encouraging. Even with everyone in their silos or sectors, we have common understanding and are invested.*
- *I have a clearer understanding of how everything fits together, how everyone is moving forward, we all look like we are on the same track.*
- *I enjoyed the day, enjoyed looking at the bigger picture, forcing everyone to be at that vision level. Appreciated the clarity around "this is not what we are prescribing for the NWT, but this is what the Division is considering, moving forward, based on all the changes that are coming". I like that we got it into three strategic directions. We all do so much, in so many different directions, but there is a lot of commonality, so it was nice to have it all gathered into 3 areas. It doesn't feel as disjointed as I thought it was going to. It feels like there are common threads there.*
- *There is more agreement than disagreement from all the folks sitting around this table, about where this needs to go, and it was the other way round before today. That's neat!*

Next Steps

Prior to implementation of the policy, the following steps will need to be taken:

1. Review the draft policy statement with TRO partners, obtain feedback and make changes as appropriate
2. Obtain internal governmental approvals, as needed
3. Review existing programs and re-align with the policy statement
4. Develop an Implementation Plan that places the objectives outlined in this policy statement into yearly blocks, e.g., two, five-year blocks, and follow this with annual Operational Plans connected with the annual government planning processes.

Appendix D - Checklist

Checklist Mock-up

Program Name and hours offered	Date	Target Population	Deliver Agent	Target community	Facility needed	Equipment Needed	Staff	Accommodation required
(example only)								
Introduction to Tennis - 2 hours Saturday PM, 2 hours Sunday AM; coach workshop Saturday evening	Sept. 12-13. 2016	Under 10 y.o. as participants, 15 - 19 y.o. for coach trainees	Tennis NWT	Fort Simpson	Gym	small Nets, small rackets, balls	one female	Yes – one night



**Department of Municipal and Community Affairs
Companion Report for:**

**Government of the Northwest Territories:
Sport, Recreation and Physical Activity Review (Sutcliffe Report)
April 15, 2016**

This report accompanies the tabled report *Government of the Northwest Territories: Sport, Recreation and Physical Activity Review (Sutcliffe Report), April 15, 2016*.

Prior to 2009, Sport North Federation was responsible for managing the Western Canada Lottery Program (WCLP) under the direction of the Minister of Municipal and Community Affairs (MACA). The Federation was also responsible for several ticket retailer locations in Yellowknife. The NWT Recreation and Sport Council (SRC) assumed responsibility for WCLP management in 2009. Sport North continued to be a lottery ticket retailer after 2009.

In 2011, the Canada Revenue Agency (CRA) advised Sport North that they had been conducting for-profit activities as the lottery operator and that the lottery income was not exempt from tax under the federal *Income Tax Act*. In 2013, the SRC was also advised that the proceeds of the WCLP may be subject to taxation. In 2014, the Government of the Northwest Territories requested and the CRA provided an interpretation indicating that the proceeds of the WCLP may be subject to taxation.

In January 2015, the Minister of MACA announced that the Department would be assuming direct responsibility for the operation of the WCLP in the NWT. The announcement included a commitment to facilitate a legislative solution resulting in the allocation of all WCLP revenues to sport, recreation and physical activity programs.

In April 2015, MACA commissioned The Sutcliffe Group Incorporated to prepare a report to provide recommendations on the establishment of a Sport, Recreation and Physical Activity Policy to guide changes on how WCLP funding would be distributed and other related matters.

In May 2015, the Minister met with all affected sport and recreation organizations to review the process being undertaken by Sutcliffe. Sutcliffe and Associates also provided opportunities for input into the review process. In December 2015 the affected sport and recreation organizations participated in a one day workshop on development of a new Departmental policy on Sport, Recreation and Physical Activity.



In January 2016 a draft of the Sutcliffe Report was received and shared with affected sport and recreation organizations for comment. Comments were received and considered before the final report was issued on April 15, 2016.

The Sutcliffe Report contains a methodology on how the review was carried out included two rounds of consultation, a webinar and policy workshop. It also includes a draft *NWT Sport, Recreation and Physical Activity Policy*, a review of Nunavut and Yukon activities, and eighteen (18) recommendations. The recommendations include suggestions related to a new NWT Sport, Recreation and Physical Activity Policy, MACA restructuring in the sport, recreation and physical activity division, and the distribution of the WCLP proceeds.

From April to July 2016 the Department completed an analysis of the Sutcliffe Report after which it presented its findings to the Minister. On August 19, 2016, the Minister of Municipal and Community Affairs announced his decision on a new NWT Sport, Recreation and Physical Activity Policy and an accompanying WCLP Funding Program to affected sport and recreation organizations. The announced decisions reflected some, but not all, of the recommendations from the Sutcliffe Report. Refer to Appendix A for a summary of recommendations and the response from the Department.

In summary, the Department will be introducing changes to the Western Canada Lottery Act and its associated Regulations to bring the WCLP into MACA. The associated funding for programs will be managed under a new NWT Sport, Recreation and Physical Activity Policy. The Department will provide Members of the Assembly with information on the process as it becomes available.



APPENDIX A
Sutcliffe Report
Recommendations Summary

Recommendation	MACA Response
<p>1. An NWT Policy statement on Recreation, Sport and Physical Activity should be created that can be used to guide funding and operational decision-making. This Policy Statement should recognize that GNWT endorsed, and therefore should be aligned with, the Canadian Sport Policy and the Framework for Recreation, and that Active Canada 20/20 is a touchstone toward which SRY is striving, while acknowledging and taking account of the unique cultural traditions and context of the north.</p>	<p>Accepted – the Department has development an NWT Sport, Recreation and Physical Activity Policy based on Legislative priorities and GNWT endorsed national policies.</p>
<p>2. The Policy statement should cover all programs, services and funding of the Division, including youth development program funding.</p> <ul style="list-style-type: none">a. Clarify and focus the role of MACA with respect to youth and volunteer programs. Link youth and volunteer development to the Sport for Development goal of the CSP, where sport is profiled as serving the person and the community.b. Re-cast youth and volunteer programming as a means to achieve recreation and sport goals that place a high priority on health and wellness of children and youth. (Unless GNWT specifically provides SRY Division with responsibility for leading a cross-government initiative on Volunteerism in all sectors, including Justice, Health and Social Services, Environment, etc., in which case, consider a separate Manager of Volunteer Programs.)	<p>Partially accepted – the new NWT Sport, Recreation and Physical Activity Policy includes elements of youth and volunteer programming.</p> <p>The existing Youth Leadership Strategy (adopted 2012) and Volunteer Support Initiative (adopted 2012) will be updated in 2017 to fully compliment the new Sport, Recreation and Physical Activity Policy.</p>



Recommendation	MACA Response
<p>3. Re-structure the SRY Division to enhance program impact by bringing all Regional Sport and Recreation Coordinators (RSRCs) and Regional Youth Program Officers (RYPOs) into a direct reporting relationship with the SRY Division Director, and cease reporting to the Regional Superintendents. Develop a job description for the new position of Regional Coordinators/Officers.</p>	<p>Not accepted – The Department has adopted a new work plan and reporting mechanism to improve program delivery. New job descriptions are being developed for regional staff.</p>
<p>4. Re-align SRY Division with three managers, one for lotteries, one for regional services, one for sport, recreation, physical activity, including youth and volunteerism programming (unless, as noted in 2(b), MACA takes responsibility for cross-government volunteer development).</p>	<p>Partially accepted – a new headquarters structure is currently being developed that reflects most elements of the recommendation.</p>
<p>5. SRY Division should shift its role to exercise leadership more clearly within the recreation and sport sector by specifying expectations and outcomes in the context of the Policy statement, determine what programs and services delivered by TROs that it wishes to invest in, what roles and responsibilities it wishes to fund TROs for delivering, and against that funding, what outcomes are to be reported on by TROs.</p>	<p>Accepted – the new NWT Sport, Recreation and Physical Activity Policy and accompanying lottery funding framework clearly outline department expectations related to programs and services offered by organizations receiving funding.</p>
<p>6. SRY Division should lead, in consultation with SNF and ASC, the development of three territory-wide models: an athlete development model, coach development model and official development model, for all sports.</p>	<p>Accepted – the Department will initiate this work in 2017</p>



Recommendation	MACA Response
<p>7. At present, multiple program delivery agents deliver similar or the same programs, e.g., coaching, High Five, traditional sports. There are advantages to this, to the extent that capacity issues would prohibit one organization from taking responsibility for delivery of all iterations of one program, for example, one organization could not deliver all training workshops for High Five and effectively meet the demand. By using multiple program delivery agents, the demand is met more effectively. However, to ensure efficient and effective delivery, we recommend an advanced reporting system that minimizes duplication.</p> <ul style="list-style-type: none">a. Continue with multiple funders supporting or funding the same program (e.g., coaching, High Five, traditional sports, etc.), because of capacity issues.b. To ensure optimal results, for programs with multiple funders, institute a required online advance-reporting/communication system, so that overlap is minimized, and impact is maximized.	<p>Accepted – the Department is implementing these recommendations</p>
<p>8. Maintain the current number of TROs as they all fulfill a valuable role in the recreation and sport system.</p>	<p>Accepted – the Department remains committed to working with existing sport and recreation organizations</p>



Recommendation	MACA Response
<p>9. In order to strengthen relationships and improve communication between the Division and each of the TROs: a. Assign a Regional Sport and Recreation Coordinator to each of the Regional Recreation Associations to enhance capacity and to provide programming and governance support.</p> <ul style="list-style-type: none">a. Institute quarterly meetings between the Division and the Territorial Organizations at the Director / Executive Director level to build relationships, and share information in both directions (between SRY and TROs).b. Enhance communication among organizations by establishing an online checklist to promote effective communication before a program is launched or delivered. RSRCs from MACA regional offices should have quarterly meetings with RPA, ASC, SNF (TSOs), MRA, BDSRA, to align program offerings to communities. A mock-up of a checklist is included in Appendix D.c. TSOs must advise SRY Division of their program plans re: communities, before launching a program offering to a community using the online checklist.	<p>Accepted – the Department has begun implementation of these recommendations</p>
<p>10. As all consulted were in agreement that TSOs should have one funder, move core (e.g., administrative, operational, non-Games delivery programming) funding of TSOs directly to the SRY Division.</p>	<p>Accepted – the Department has implemented this recommendation</p>
<p>11. Establish a Games Division within Sport North Federation, with SNF responsible for management and delivery of all multi-sport Games (except NAIG). With realigned resources, e.g., if SRY assumes responsibility for core funding and SNF assumes responsibility for Games, SNF should have capacity to strengthen existing programs and to develop and deliver new programs in support of the Games (e.g., high performance coaching, athlete development and officials development). The responsibility of having a Games Division will have an added benefit of encouraging and strengthening Sport North Federation (SNF) as an advocate and representative of the TSOs. a. Management and delivery of the NAIG should be coordinated between SNF and ASC, and should continue to be led by the Aboriginal Sport Circle.</p>	<p>Partially accepted – the Department has established a Multisport Games Management Committee with representation from Sport North, the Aboriginal Sport Circle and MACA. The Terms of Reference of the Committee will reflect its role in overseeing Team NWT participation in multisport games.</p>



Recommendation	MACA Response
<p>12. Host one Territory-wide high profile and prestigious Awards Banquet for all three sectors (recreation, mainstream sport and Aboriginal sport), coinciding with two training conferences, focused, respectively, on recreational and sport matters, to realize savings that can be invested in programs. Additionally, this move will work to strengthen relationships between mainstream and Aboriginal sport organizations (and participants) and between recreation and sport participants.</p> <p>a. Institute a system of local or regional community awards to recognize local athletes and leaders in community recreation, sport and Aboriginal sport. Regional Coordinators could work with MRA and BDSRA to develop and deliver local or regional events.</p>	<p>Accepted – the Department is encouraging all funded sport and recreation organizations to consider this recommendation</p>
<p>13. As per recommendation #4, appoint a separate manager responsible for lotteries, to manage the lottery program and manage the lottery staff. The profile and success of the lottery program are critical to their ability to generate revenue. Those now responsible for the lotteries have noted the importance of this role. Consider the model used in Yukon with a Lottery Commission (a Board appointed by the Minister) supported by a Secretariat led by a General Manager.</p>	<p>Accepted – the Department is implementing the necessary steps to appoint a lottery manager. A commission is being established but it will be internal to the Department and not include the appointment of outside members (cost savings measure).</p>
<p>14. Maintain lottery moneys separate from Departmental resources, but under the control of the SRY Division, so that they can be publically reported and to reassure stakeholders that lottery funds remain dedicated to recreation and sport.</p>	<p>Accepted – the Department is taking the steps necessary to establish (in legislation) a ‘special purpose’ fund for lottery operations</p>



Recommendation	MACA Response
<p>15. Adopt the Yukon model of an Advisory Committee to the Minister to make funding recommendations to the Minister on the lottery moneys, based on advice from SRY. Confirm the roles and responsibilities of the Committee in legislation, or in Regulations under the Western Canada Lottery Act.</p> <ul style="list-style-type: none">a. Each TRO should nominate candidates to be appointed by the Minister to the Northwest Territories Recreation and Sport Advisory Committee (NTRSAC), and candidates should represent sport, recreation and Aboriginal community sport in equal numbers.b. Detail the types of programs and services for which TROs would be funded, in the Terms of Reference for the NTRSAC, or in regulations, consistent with the NWT Policy Statement.c. Use SRY Division staff to provide Secretariat services to the NTRSAC, developing funding recommendations based on applications received.d. Preliminary guidance for the Advisory Committee based on our consultations indicate that the following considerations should be taken into account when determining funding:<ul style="list-style-type: none">i. Continue to permit multi-year funding for core funding and for program initiatives.ii. Maintain a small percent of funding for special initiatives that is application-based and that may be multi-year.iii. The number of participants, the number of communities and their location, and the availability of recreation and sport infrastructure.iv. Regional funding of community organizations – there should be guidelines for funding of community organizations by the MRA and BDSRA that are consistent with other funding guidelines for the NTRSAC.	<p>Not accepted – the Department will be managing all processes within the Department to avoid the extra costs of establishing an external commission board.</p>
<p>16. Develop a grants and contributions reporting format that is standard across all recreation and sport programs, to minimize volunteer burn-out in completing reports at the end of a program; and use these data regularly to report on program effectiveness and efficiency.</p>	<p>Accepted – the Department is adopting a standardized process across all programs.</p>



Recommendation	MACA Response
17. Continue to use the transparent application process that has been established by NWTSRC for TRO and TSO funding, based on capacity to meet commitments, initiatives planned and response to priorities as outlined by the SRY Division.	Accepted – the Department has implemented a transparent process for the lottery funding program
18. Decisions on funding for TROs and TSOs should be made by the Minister on the advice of the NTRSAC.	Partially accepted – the Minister will make all decisions on lottery funding but the Department will provide recommendations as an external board will not exist (cost savings measure)