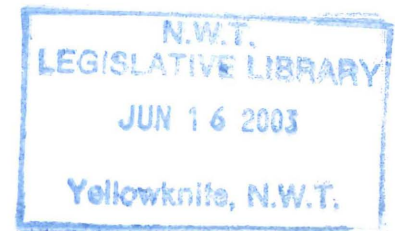




NWT Recreation and Sport Board: Final Recommendations Report



Submitted To:

*The Honourable Vince R. Steen
Minister of Municipal and Community Affairs, GNWT*

Collectively Submitted by the NWT Recreation and Sport Partners:

*Aboriginal Sport Circle of the Western Arctic
Beaufort Delta Sahtu Recreation Association
Mackenzie Recreation Association
Northwest Territories Recreation and Parks Association
Sport North Federation*

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NWT RECREATION AND SPORT BOARD: RECOMMENDATIONS REPORT

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List of Acronyms

ASCWA	Aboriginal Sport Circle of the Western Arctic
BDSRA	Beaufort Delta Sahtu Recreation Association
MACA	Municipal and Community Affairs
MRA	Mackenzie Recreation Association
NWT	Northwest Territories
NWTRPA	Northwest Territories Recreation and Parks Association
RLP	Recreation Leaders Program [Aurora College]
SN	Sport North Federation
TSO	▪ Territorial Sport Organization (<i>member organization of Sport North</i>)

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NWT RECREATION AND SPORT BOARD: RECOMMENDATIONS REPORT

1.0 Introduction

Through the focused, collaborative and respectful efforts the Partners in the Northwest Territories recreation and sport system, a strategic direction and operational framework for the proposed *NWT Recreation and Sport Board* has emerged. By building on the existing strengths and capacities, and recognition of needs and gaps, a renewed commitment to encourage and support all NWT residents to engage in and benefit from the diversity of traditional and contemporary recreation and sport pursuits has been achieved. This commitment to renewal is based on our shared values and elements of: *accessibility; balance; participation; recognition, and respect.*

Two workshops were held, one in October 2002 and the second in March 2003, that provided the forum for a Partners' dialogue respecting territorial direction, operating realities, interests and shared goals for the renewal of the NWT recreation and sport system. The Partners' dialogue included consideration of national directions and our territorial commitment respecting enhanced participation and system interaction through instruments such as the *Canadian Sport Policy* (2000).

This report presents the key elements of a shared vision and consensus recommendations by the Partners to the Minister of Municipal and Community Affairs respecting the strengthening and advancement of recreation and sport in the NWT. The following recommendations are submitted for the Minister's consideration, and address the strategic direction, mandate, functions, structure, and accountabilities of the *NWT Recreation and Sport Board*. The report also includes an Action Plan that outlines key implementation and transition issues.

While the partners recognize that there are challenges ahead and implementation work to be done, we remain confident that these recommendations represent a strong start to renewing the system in a responsive, responsible and sustainable way. Through our collective commitment to change, we will be able to achieve our common goals through making more effective use of all our available resources.

2.0 Recommendations to the Minister

Section 2.0 provides the detailed recommendations as agreed upon by the Partners at the March 15, 2003 workshop (see Appendix A for participants and contributors).

Section 2.1 recommends the establishment of the NWT Recreation and Sport Board (highlights the need for a Board; an overview of the shared values for the Board creation; and a summary of the key factors and considerations). Section 2.2 contains recommendations on the mandate and key functions of the Board and its components, and how it relates to the needs of Partners and the system overall. Section 2.3 provides recommendations on the structure and membership of the Board. Section 2.4 presents recommendations on the accountabilities of the Board in terms of the Minister and Partners. Section 2.5 contains recommendations on the

evaluation criteria for the Board and system, which should be used as a tool to assess the progress and performance. Section 2.6 provides recommendations on implementation and transition, including highlights of an Action Plan and timeline. Appendix A contains a listing of the organizations and their respective representatives at the first and second workshop.

2.1 Recommendation A – Establishment and Creation of the NWT Recreation and Sport Board

We recommend that an NWT Recreation and Sport Board be established. The Partners recognize and respect the fact that the Board will ultimately define its own mission, goals and operating procedures, we would however offer the following recommendation respecting the Board's mission:

The renewal and governance of an NWT recreation and sport system that is representative, accountable, sustainable and responsive to the demonstrated needs and collective interests of all residents. The Board and the renewed system are dedicated to encouraging and supporting all residents to engage in and benefit from the diversity of traditional and contemporary recreation and sport pursuits.

This Board will be the mechanism to advance recreation and sport throughout the NWT by a shared direction and a united voice. The shared values, of the Board and system, which are consistent with emerging directions across the north and nationally, should include, but not necessarily be limited to:

- **Accessibility:** to all NWT residents
- **Balance:** between recreation and sport
- **Participation:** promote activities that involve maximum participation
- **Recognition and Respect:** between traditional and contemporary pursuits

We further recommend that the Board be operational by April 2004.

2.1.1 Key Factors and Considerations

During dialogue among the Partners, the following key factors and considerations were confirmed as the basis and rationale for the recommended approach to be achieved through the new Board:

- **Building on Success and History** – There has been progress and success as well as overall general improvement of the recreation and sport (R&S) system overall during the last 26 years. Clearly there are areas of strength and achievement in the system that provides stability, and the foundation for the future system.
- **Addressing Needs and Gaps** – While there are strengths and capacities, needs and gaps remain, however this progress and success:
 - Has not been equally experienced within all parts of the system;
 - Has not been consistently evident across all communities and regions;
 - Has not met certain needs of ethnic, gender and special needs groups.
- **Access** – Availability and affordability of R&S opportunities remains a challenge for many individuals and communities of interest in the NWT. Access includes among other things

physical and financial constraints. Collaborative initiatives at the territorial and national level - such as 'KidSport', are dedicated to overcome financial access obstacles for young people by creating opportunities for participation.

- **Structural Emphasis** – Over time an emphasis on “mainstream” pursuits has evolved, as compared to simply “participation”, which is viewed as being a limiting factor to increased access and participation.
- **System Integration and Coordination** – Examine and act on ways to foster true collaboration between and across the entire recreation and sport spheres – in every region and every community. The components of the system need to be more connected and coordinated by collaboration and communication – which is premised on a mutual understanding of the roles and responsibilities of all the Partners.
- **Resource limitations & Opportunities** –
 - There are currently not enough resources within the existing system to adequately meet the needs and expectations of the residents.
 - There are likely additional efficiencies to be gained by better coordinating and managing the existing assets and resources. The result will be better use of what exists and what may be added to the system over time to support the core goals of the system.
 - The R&S system must *identify, leverage, access* and *secure* “new” financial resources.
- **Capital Investments** – There has been a significant investment in capital facilities by various levels of government, non-government organizations and the private sector, which have associated long-term financial obligations and corresponding impact on pursuits, which are less facility dependent.
- **Volunteerism** – Recruiting, maintaining and recognizing the critical role and contribution of volunteers is a significant challenge. This is a key part to the system’s stability and sustainability, and must receive significant and sustained attention by the Board.
- **NWT Population Health** –
 - The overall “health” status of the NWT population is not at a desired level.
 - The significance and contribution of R&S are now beginning to be recognized at key decision-making levels.
 - There remains a need to *advocate* on a more energetic and aggressive level to solidify the linkage to broader health and well being of individuals, families and communities. The Board must vigorously promote this as a territorial wide policy goal.
- **Political and Administrative Support** –
 - The recreation and sport system must become a more regular fixture on the broader political agenda to ensure support and access to resources.
 - While the individual users of the R&S system and decision-makers (at certain levels) are recognizing the needs and potential – there remains gaps in the support at the administrative and bureaucratic levels.

➤ **Demographic Patterns and Trends –**

- The patterns of movement by people into the larger centers represent both a challenge and opportunity for the system. The effect of the concentrations of people in larger centers will require system innovation to effectively respond to the diverse backgrounds, interests and needs.
- The effect of land claims and emerging self-government arrangements needs to be seriously considered in the design, governance and management of the R&S system.

2.2 Recommendation B – Mandate and Key Functions

We recommend that the mandate and key functions of the Board flow from our initial outline for the Board's mission:

The renewal and governance of an NWT recreation and sport system that is representative, accountable, sustainable and responsive to the demonstrated needs and collective interests of all residents.....

We recommend that the Board's core functions include, but not necessarily be limited to, the following:

- **Review and Assess the NWT Recreation and Sport System** – The Board will review and continuously assess and monitor the structure, capacity and service delivery mechanism across the system to evaluate and address gaps and unmet needs.
- **Set System-Wide Priorities and Operating Principles** – Using the recreation and sport system analysis results – system-wide priorities and operating principles need to be identified, reported and implemented. The Board must focus on priorities and strategic direction – not become involved in operational management and delivery of programs and services. It is also recognized that MACA has stated that the Departmental focus will not be in program and service delivery where other mechanisms exist or will exist in the system.
- **Communications** – Listening and responding across all NWT communities and other stakeholders in the recreation and sport system in terms of perceived and demonstrated priorities and needs by the Board. The Board must ensure community and Partner support.
- **Resource Management** – Manage and coordinate the fair and equitable sharing of all existing resources (including lottery proceeds, core funding, grants and other contributions), as well as identify and access new and/or innovative resources from both public and private sources. This includes funding, facility and infrastructure requirements and staffing needs as appropriate. Taken together it will enable a clear understanding of what resources (including volunteers) are available and needed within the system.

- **Advocacy** – This function is two-fold:
 - Ensuring a general balance along the recreation, sport and active living continuum across the NWT, including engaging and involving every community and their respective diversity; and,
 - Advocating and promoting the value and contribution of recreation and sport pursuits as integral elements of a health living policy goal.
- **Credibility** – Establish and maintain credibility among stakeholders at all levels including local, regional, territorial and political for increased access and power to ensure the Board's mandate.
- **Build and Sustain Partnerships** – Mutually beneficial partnerships are essential to provide guidance and support as well as efficient and effective delivery and operation of the NWT R&S system.
- **System Stability, Participation and Choice** – Acknowledge and respect the existing regional and community organizations as essential to the system, and ensure access to and choice within the system across the diverse NWT regions and communities.
- **Marketing** – Recognize and promote celebrated persons in the field, volunteers, and role models to revitalize the system.
- **Volunteerism** – The Board and system must be dedicated to recruiting, maintaining and recognizing the critical role and contribution of volunteers. This is a key part to the system's stability and sustainability, and must receive significant and sustained attention and adequate resources by the Board.
- **Training** – Promote and facilitate access to training opportunities for recreation and sport professionals and volunteers through education, promotion, recognition and acknowledgement.
- **Open and Transparent Accountability** – Accountability must flow up and down the linkages, through a shared and direct voice to the Minister, Partners, and communities.

2.3 Recommendation C – Structure and Membership

We recommend a 13 person *NWT Recreation and Sport Board* be established. The composition of the Board is shown in Figure 1 and includes:

- 7 regional representatives (North Slave, South Slave, Deh Cho, Sahtu, Yellowknife (2) and the Beaufort Delta);
- 3 sport representatives;
- 3 recreation representatives; and,
- Associate membership (non-voting) for the Recreation Leadership Program in Aurora College

This would provide balanced representation and would take into account recreation, sport, and community and regional interests, thereby putting all the Partners around the same table. The recommended Implementation Team (see Section 2.6) would be dedicated to the development

of Board operations and processes and facilitate the transition and implementation process. The Implementation Team is intended to exist only for the duration of Phase I.

The Partners recognize the need for a Board size and structure that is of a manageable configuration but are also committed to ensuring meaningful representation across the NWT and system. The practical challenges of addressing representation for Yellowknife may be effectively managed by recognition of the demographic considerations and drivers and providing for two (2) representatives.

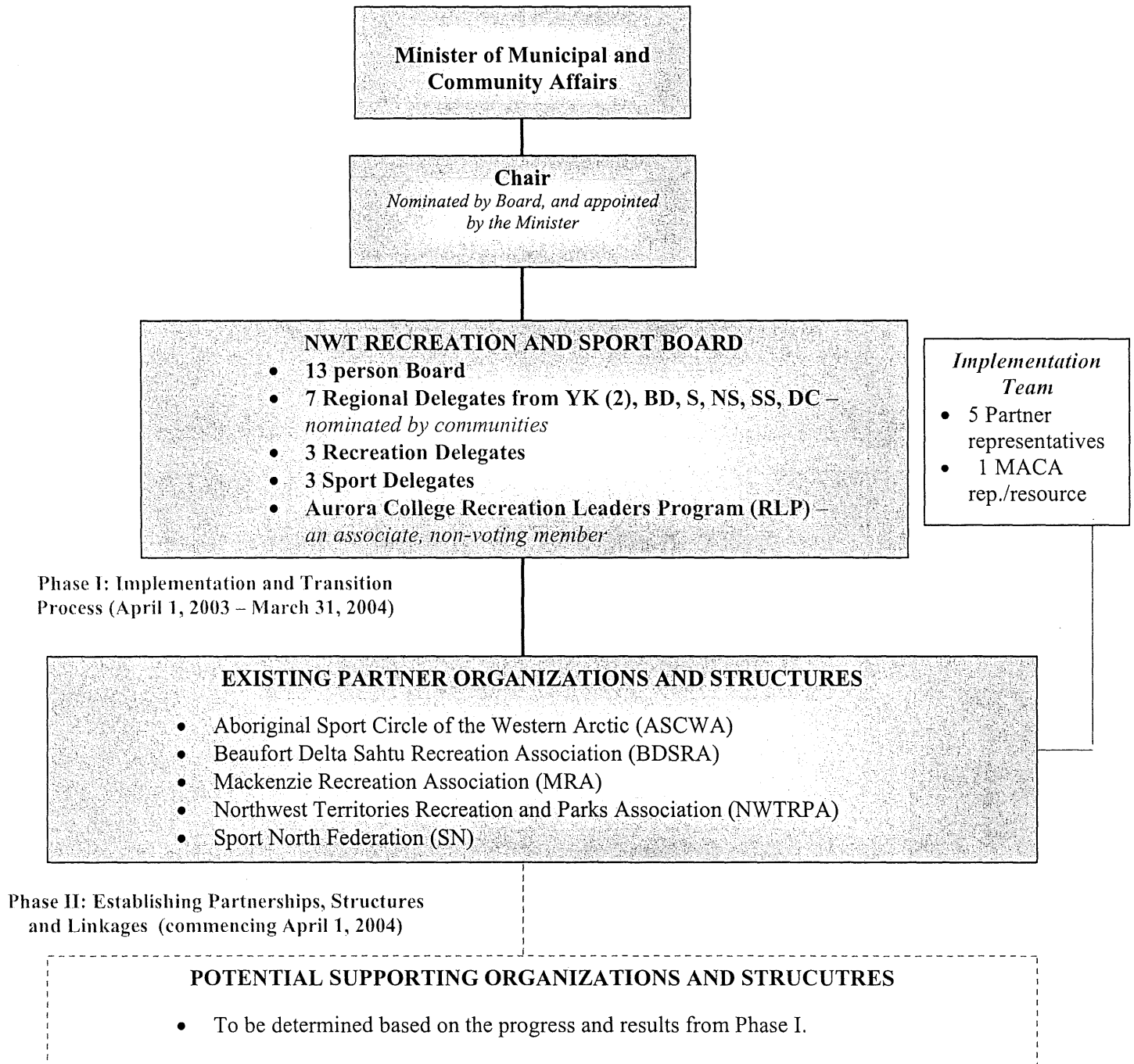
It is recommended that the Board, through its internal efforts identify and recommend a Chair to the Minister. The Minister is encouraged to give consideration to the Board's recommendation during the formal appointment process.

The Aurora College Recreation Leaders Program (RLP) would be a non-voting, associate member, and resources would be available to ensure they can attend meetings of the Board.

The recommended structure, will be particularly effective in combination with an approach that includes:

- The Chair will be the voice of the Board and Partner organizations.
- The Board will serve as a collaborative working relationship with the existing Partner organizations and structures as well as their potential successors over time.
- An Implementation Team be established, for the duration of Phase I and will be made up of one representative from each Partner organization, and supported by at least one (1) representative/resource person from MACA. The core role of the team is to facilitate the transition and implementation process (see Section 2.6 – Recommendation F).
- Among the tasks assigned to the Implementation Team is the examination of nomination protocols and mechanisms. This work will be undertaken in consultation with Partners and stakeholders.
- Board nominations and/or elections could take place at the various Annual General meetings. At the Annual General meeting and Semi-Annual meeting, representatives from the 32 NWT communities and up to 30 Territorial Sport Organizations could be included as well as the *NWT Recreation and Sport Board*. This would bring together and balance community, volunteer, recreation and sport representation. Smaller regional meetings, and recreation and sport professional development could be planned in conjunction with these events.

Figure 1: NWT Recreation and Sport Board – Phase I Structure



2.4 Recommendation D – Accountabilities

We recommend that the Board accountability occur at two levels, first to the Minister and second to the Partners and communities. It is also recommended that the Partners and MACA undertake to consult with the Board, on recreation and sport issues.

We recommend that the Board follow recognized and generally accepted principles of board governance, with the primary role of strategic planning and providing policy direction, and goals and objectives. It is recognized and anticipated that the Board will ultimately establish or approve the necessary strategic and operational framework – including operating processes and processes to ensure effective management of the Board and system.

2.5 Recommendation E – Board and System Performance Evaluation Criteria

We recommend that the following evaluation criteria for the Board and system be adopted and should be used as a tool to assess progress and performance through a formal audit and evaluation process:

1. **Access** – To the maximum extent possible, the Board and system ensures participation and choice across all diverse NWT communities.
2. **Volunteerism** – To the maximum extent possible, the Board and system recruits, maintains and recognizes volunteers and their value as a resource within the NWT recreation and sport system.
3. **System-Wide approach** – To the maximum extent possible, the Board and system ensures system-wide stakeholder input for an effective and holistic needs assessment.
4. **Resource Management** – To the maximum extent possible, the Board maximizes efficient use of human and financial resources.
5. **Efficiency** – To the maximum extent possible, the Board and system streamlines roles, management and coordination of the NWT recreation and sport system for maximum service delivery effectiveness.
6. **Coordination and Management** – To the maximum extent possible, the Board and system facilitates the coordination and management of the NWT recreation and sport system.
7. **Builds and Promotes Partnerships** – To the maximum extent possible, the Board and system continually promotes and involves external Partners in a manner that facilitates operation of the NWT recreation and sport system.

8. **Addresses needs of the NWT population** – To the maximum extent possible, the Board and system should incorporate the needs of residents as they relate to the system, including, health, education, and justice.
9. **Political Support** – To the maximum extent possible, the Board and system ensures support and inclusion of the broader political agenda.
10. **Governance** – To the maximum extent possible, Board and system ensures cooperation and equality among members.

2.6 Recommendation F – Implementation

We recommend that establishment of the Board and supporting structures occur through a Phased approach.

- **Phase I: Implementation and Transition Process
(April 1, 2003 – March 31, 2004)**
 - Board established by the Minister in collaboration with current Partner organizations and structures.
 - Implementation Team established to focus on the following key tasks: Development of Board terms of reference and operating procedures; examination of the nominations/elections protocols and mechanisms; review and assess the key elements of the recreation and sport system, including communications planning and management to ensure consistent messaging and use of system terminology.
 - The Implementation Team will have a dual responsibility as a direct link of communication between the Partners and the Board, as well as to provide support services during the implementation and transition process in Phase I.
- **Phase II: Establishing Partnerships, Structures and Linkages
(Commencing April 1, 2004)**
 - Following the work of Phase I, the longer term roles and responsibilities, supporting structures (including the potential of a Board Secretariat in conjunction with other structures), the respective contributions (review of all funding sources, including the Lottery Agreement), and resource allocation will be determined
 - We recommend that all existing Partner organizations, program areas, national affiliations and funding structures (including the Lottery Agreement) be protected within this structure for a one to two year period commencing April 1, 2004. It is recognized that Partner organizations will re-assess and determine their future contribution to the system through this process.
 - Following Phase I, the NWT Recreation and Sport Board will oversee implementation of Phase II. At an appropriate future date, a program audit of NWT Recreation and Sport Board and system will be conducted.

2.6.1 Recommendation F1: Action Plan and Timeline

The Implementation Team should be made up of five (5) Partner delegates and one (1) MACA delegate/resource person, and through specific tasks support the Board to consider significant issues related to the NWT recreation and sport system. The work of the Implementation Team will fall into two categories:

Core Responsibility Tasks

- Preparation of a work plan and resource requirements;
- Development of Board terms of reference and operating procedures;
- Examination of the nominations/elections protocols and mechanisms;
- Review and assess the key elements of the recreation and sport system, including needs and resources; and,
- Phase I to Phase II transition mechanisms.

Areas For Potential Recommendation To The Board

- Policy development initiatives (such as: Volunteer recognition and feedback mechanisms; Civic leave and tax credit options);
- Lottery Agreement linkages;
- Recreation Development Officers longer term role and accountability; and,
- Future audit of Board and system.

APPENDIX A
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Shared Governance and Management of the Recreation and Sport System: Partners' Workshop I & II

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