

# NORTHWEST TERRITORIES COUNCIL OF SPORT AND RECREATION PARTNERS

### **IMPLEMENTATION PLAN**





October 2004

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### **Purpose**

The development of a Northwest Territories Council of Sport and Recreation Partners (Council) is intended to achieve four primary goals:

- To create a forum for all communities and sport and recreation leaders to have a voice in sport and recreation planning and decision-making.
- To streamline decision-making, and improve coordination in program delivery.
- To provide opportunities for all Northwest Territories residents to access sport, recreation and physical activity programs by improving integration and more effective use of resources.
- To establish a mechanism to allocate available resources equitably to address program and community needs.

The Council will also give the Minister of Municipal and Community Affairs one official point of contact to discuss sport, recreation and physical activity policy and programming issues.

This document outlines the steps necessary to establish the Council and provide support through its initial period of operation.

### **Background and Consultation Process**

When Nunavut was created in 1999 the Department of Municipal and Community Affairs embarked on a review of the Northwest Territories sport and recreation system with the intention of better preparing partners and communities for the challenges ahead. At the time, primary concerns were:

- A need for increased resources throughout the system;
- · Better coordination amongst the partners; and
- The need to highlight the benefits (particularly for heath care) of sport and recreation.

The primary vehicle for this review was the process leading up to and the results from the Hay River "Legacy and New Directions Conference" (May 2000). One of the significant results from the Conference was a "Vision and Principles" document intended to guide partners and communities towards a system that would coordinate its actions to maximize the benefits of programs and services to all residents.

Once the results of the conference had been circulated and partners and communities consulted, the Minister released a discussion paper on "Recreation and Sport in the Northwest Territories" (October 2001) outlining options for development of the system. Further consultation and discussion resulted in the development of "Recreation and Sport in the Northwest Territories – Summary of Consultation Process and Proposed GNWT Actions" (April 2002) and then agreement by the Minister to a facilitated process to develop a joint action plan for change. The process involved the Department and the five Northwest Territories sport and recreation partners:

- Aboriginal Sport Circle of the Western Arctic
- Beaufort Delta Sahtu Recreation Association
- Mackenzie Recreation Association
- NWT Recreation and Parks Association
- Sport North Federation

The Minister asked that the facilitator and partners address the primary issues raised during the various consultation stages, which were:

- Many small, primarily Aboriginal communities, do not feel that they are well served by the current system;
- The need for communities and partners to have an equitable voice at the decision making table;
- The importance of volunteers and the need to support their role in the system;
- The need for better coordination and planning; and
- The need for more resources.

In April 2003, the Minister approved the "Northwest Territories Recreation and Sport Board: Final Recommendations Report", which was submitted by all partners as a joint recommendation on next steps towards creation of a Council. An Interim Coordinating Team was established with representation from all partners, and they were tasked with moving the proposal forward.

In May 2004, the Premier attended the Sport North Federation Annual General Meeting to discuss the concerns of their members. As a result he agreed to an additional round of public consultation on the establishment of the Council.

On October 1, 2004, the partners submitted a "Response to the Draft Proposal for the establishment of the Northwest Territories Council of Sport and Recreation Partners". Many of their recommendations have been incorporated into this implementation plan (see Attachments "A" and "B"). Input was also received from the Beaufort Delta Sahtu Recreation Association and the Northwest Territories Curling Association. Their recommendations will be considered through the Steering Committee process.

Based on this consultation process and recommendations made by stakeholders, the Minister of Municipal and Community Affairs has announced his intent to proceed with implementation of the Northwest Territories Council of Sport and Recreation Partners effective April 2005.

### Implementation Plan

### Start-Up Period: November 2004 to early April 2005

- 1. November 2004 Partner organizations are invited to appoint one representative to attend the first meeting of the Steering Committee charged with the responsibility for establishing the Council (late November or early December). The draft constitution and bylaws (which will include the Council member selection procedures) are reviewed and finalized.
- 2. December 2004 the draft constitution and bylaws are submitted to the Department of Justice for review and comment.
- 3. January 2005 Partner and regional delegates for the Council are nominated according to the approved process (see Attachment "D"). The Steering Committee reviews these and then makes a recommendation to the Minister for appointments.
- 4. February 2005 The Minister formally appoints members to the Council (effective April 1, 2005). They are provided with background information in preparation for the founding meeting of the organization.
- 5. April 2005 The founding meeting of the Council is held. The constitution and bylaws are ratified and committees established to develop work plans around the primary responsibilities of the Council (see Attachment "C").
- 6. April 2005 Incorporation documents and related materials are filed with the Department of Justice.

### Transition Period - April 2005 to March 2006

- 1. April 2005 The Council begins work with partners and regions through its committee structure on its primary areas of responsibility. Initially these will include development of:
  - a. A resource management plan including:
    - i. Support to the Lottery Authority to maximize revenue flow
    - ii. Streamlining administrative expenses
    - iii. Volunteer and Staff support initiatives
  - b. A communications and marketing plan
  - c. Plan to consolidate partner offices
  - d. Plan to establish system wide priorities and operating principles
- 2. Quarterly 2005 The Council provides progress updates to partners and the Minister on progress. Periodic updates will also be developed for Northwest Territories communities and other interested parties.
- 3. October 2005 Partners submit draft 2006 2007 business plans/budgets to the Council for review. (Primary program funding will be protected at 2004-2005 levels for the 2006-2007 and 2007-2008 fiscal years. For Games, these would be protected at historic support levels dependent on hosting location).
- 4. November/December 2005 Council reviews and makes final recommendations on budget approvals for the 2006-2007 fiscal year to the Minister.
- 5. January 2006 Minister makes final decision on budget requests.

### Full Operation - April 2006 and beyond

- April 2006 Partners begin first year of operation under new fiscal arrangement. The Council continues with implementation of its primary duties including regular review and assessment of needs and programs to address these.
- 2. To be determined Partners co-locate staff in one Yellowknife based office location.
- 3. Municipal and Community Affairs regional staff provide coordination service between communities and partners.

### **Municipal and Community Affairs Role**

The Department of Municipal and Community Affairs will support the Council in several ways:

Provide secretariat services (to the Steering Committee and then the Council) during the transition period:

- Meeting logistics
- Travel arrangements
- Minute services
- Research support

Review the role of regional recreation development staff to assist in partner program delivery:

- Updated job descriptions to include direct support of partner programs at the regional and local level.
- Establishment of formal communications protocol between headquarters and regional staff and partner organizations.

Provide to the Council the resources that are currently contributed to partners for inclusion in the overall Council resource allocation process:

- Four year commitment to contribution funding (with normal Legislative Assembly approval requirements).
- Four year commitment to Western Canada Lottery operations and proceeds.
- Commitment to reinvest any funds saved from administrative and program efficiencies back into partner programs.

Partner organizations will continue to exist and be responsible for programs within their mandate area. These may change over time but only through the coordinated planning process. It is expected that coordinated planning and cooperation under the Council will result in administrative and program efficiencies.

# ATTACHMENT "A" PARTNERS' SUBMISSION OCTOBER 2004

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October 1, 2004

The Honorable Michael McLeod Minister of Municipal and Community Affairs, Government of the Northwest Territories Yellowknife, NT X1A 2L9

Re: Response to the Draft Proposal for the establishment of the NWT Council of Sport and Recreation Partners

Dear Mr. McLeod,

We would like to express our sincere appreciation for your Department's commitment to providing an additional opportunity for a number of the sport and recreation organizations to provide recommendations for the development of the NWT Council of Sport and Recreation Partners (NWTCSRP). Your staff have been very helpful and of great assistance. By providing the means to host these meetings you have honored the spirit of a true partnership. This has gone a long way in developing the trust and dialogue necessary to move ahead. We are pleased to announce that this round of meetings has allowed the partners to come to consensus on a number of important issues related to the formation of the NWTCSRP.

Although previous documents don't acknowledge it, along the road, various partners were not always in full agreement with the recommendations and outcomes of the various meetings regarding the NWTCSRP. Our member organizations believe that to leave one or more of our member groups' concerns unresolved is unacceptable. It was for this reason that we chose to seek out an additional meeting. As a result, we have achieved a measure of consensus and are in a far better position to move forward with rebuilding the system. To this end, we have a series of recommendations divided into three categories of issues that we would like to present for your consideration.

### **Financial**

- The partners would like to register a deep concern to the Minister that the process of establishing the NWTCSRP must not draw financial and human resources away from partners, communities, programs or services that are currently being delivered. After doing our own calculations, the partners are concerned that government estimates for establishing the NWTCSRP are too low. There is a concern that if additional resources need to be allocated it will be at the expense of partners, programs and services. The Partners are requesting specific information on how the establishment of the NWTCSRP will be financed without taking resources away from the system. There is also concern that it will require more than the two year transition period identified to make the necessary changes to establish and find resources to support the Council. We believe it may take a longer term of bridge-funding to establish the NWTCSRP without negatively impacting program and service delivery.
- We recommend that the NWTCSRP create a coordinated system of resource allocation that provides stable multiyear (4 year agreements) funding for core operations for each

- partner and program area. Core operations include administration and recognized program and service areas.
- The Partners recommend that the NWTCSRP establish a process of formula financing for any additional resources. The intent is to remove what we have found to be a destructive process between partners of competing for dollars. In addition, Partners should not be penalized for success at accessing funds from outside sources (this should not affect the formula).
- We need to establish a coordinated common budget process for all organizations.

### **Council Framework Issues:**

- We recommend a further exploration of the issue of integrated staff operations and expansion to include a model with **regional staff**. By making this proposal, partners want to be absolutely clear that there will be NO consideration of staff reductions. We specifically request the Minister and Council explore the option and issues around utilizing the RDO/CDO positions and creating greater accountability to delivering Partner/ NWTCSRP programs and services within the communities, regions and territory.
- The Partners recommend the Department be prepared to keep the door open to modifying the current board model if implementation becomes too costly, administratively onerous or deemed too cumbersome and complex.
- Partners believe that the NWTCSRP needs to operate at arms length from the government. The current proposed bylaws do not reflect this and are unacceptable to the partners as presented. The wording around the powers of the Minister should reflect the arms length nature of the Board. We recommend an amendment to the bylaws. We believe only a series of small changes are required. We recognize and accept that ultimately, NWTCSRP accountability is to the Minister.

### Recommended Priority Action Items for the NWTCSRP:

(Our intent in providing this list is to assist in providing some initial direction to the new NWTCSRP)

- Rebuilding and expanding sport and recreation delivery capacity in the small, primarily aboriginal communities.
- Build an effective and comprehensive needs-assessment and evaluation process for the system as the basis for a development strategy. We recommend that the Council develop a strong research and planning capacity.
- Partner organizations believe that it is important to move towards a common Sport and Recreation Administrative Center.
- The NWTCSRP plays a primary role in advocacy on a variety of fronts.
- Preparing the sport and recreation system for the implementation of regional self government.
- Address the professional standards, pay levels and work loads of the professional community with a view to once again making a career in recreation services a more appealing option.
- Address the leadership crisis within the profession and volunteer sector, by establishing mechanisms and incentives that will rebuild the municipal political support for implementing professional standards, hiring trained professionals and investing in volunteer development.

- Creating a more effective and influential connection with community governments and aboriginal governments.
- While currently there is a major shift in thinking to deal with health care concerns from disease treatment focus to a prevention, health awareness and active living perspective, there is a need and opportunity to raise the profile of the sport and recreation field within the realm of the Health Care System. We recommend the Council work to create an effective partnership with the Department of Health to deliver active living programming and education.
- Build the partnership between the sport and recreation field and the Department of Education creating an effective partnership to rebuild physical education and intramural system along with active living and health education to meet territorial and national targets.
- Ensuring relevant and effective services in the regional centers (medium sized communities).
- Exploring the role, relationship and relevance of the Sport and Recreation System with the city of Yellowknife (with almost 50% of the Territorial population and a growing aboriginal population).
- Establish an ongoing process to share partner program and service information and cooperative planning cycles with a view to creating synergies.
- There are challenges and major changing trends within the volunteer sector. The board needs to dedicate extensive efforts to understanding the needs of volunteers and creating new mechanisms to support them.

We trust you will consider our recommendations and encourage you to make these small changes to the NWTCSRP proposal before bringing it to the attention of your colleagues in the Legislature.

NWT Recreation and Parks Association	McKenzie Recreation Association
Aboriginal Sport Circle of the Western Arctic	Sport North

### Please note:

Yours in Sport and Recreation,

The Beaufort Delta Sahtu Recreation Association was unable to attend though sent written confirmation that they are in support of the process to move ahead with the development of the NWTCSRP.

Creating a more affective and influential connection with community governments and

aboriginal governments.

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NWT Recreation and Parks Association

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Please note:

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## ATTACHMENT "B" DEPARTMENT RESPONSE TO PARTNER RECOMMENDATIONS

### Recommendations

- 1. The partners would like to register a deep concern to the Minister that the process of establishing the NWTCSRP must not draw financial and human resources away from partners. communities, programs or services that are currently being delivered. After doing our own calculations, the partners aovernment are concerned that estimates for establishing the NWTCSRP are too low. There is a concern that if additional resources need to be allocated it will be at the expense of partners, programs and services. The Partners are requesting information how specific on establishment of the NWTCSRP will be financed without taking resources away from the system. There is also concern that it will require more than the two year transition period identified to make the necessary changes to establish and find resources to support the Council. We believe it may take a longer term of bridge-funding to establish NWTCSRP without negatively impacting program and service delivery.
- We recommend that the NWTCSRP create a coordinated system of resource allocation that provides stable multiyear (4 year agreements) funding for core operations for each partner and program area. Core operations include administration and recognized program and service areas.

### Response

The Department commits to work with Partners and the Council (once established), to complete detailed financial projections for a four-year operating period beginning April 1, 2005.

The Department will also work with the Partners and Council to streamline administrative costs by seeking shared office space and through coordinated meetings and other efficiencies.

The Department is committed to cover incremental transitional costs for the first year. We have also committed to protect current partner program funding levels from lottery revenues for a two-year period.

The Department will commit to the development of a four-year resource allocation plan with the Council and Partners for contribution funds (subject to annual approval of the Legislative Assembly) and the proceeds of the Western Canada Lottery program.

- 3. The Partners recommend that the NWTCSRP establish a process of formula financing for any additional resources. The intent is to remove what we have found to be a destructive process between partners of competing for dollars. In addition, Partners should not be penalized for success at accessing funds from outside sources (this should not affect the formula).
- 4. We need to establish a coordinated common budget process for all organizations.
- 5. We recommend a further exploration of the issue of integrated staff operations and expansion to include a model with regional staff. By making this proposal, partners want to be absolutely clear that there will be NO consideration of staff reductions. We specifically request the Minister and Council explore the option and issues around utilizing the RDO/CDO positions and creating greater accountability to delivering Partner/NWTCSRP programs and services within the communities, regions and territory.
- 6. The Partners recommend the Department be prepared to keep the door open to modifying the current board model if implementation becomes too costly, administratively onerous or deemed too cumbersome and complex.

### Response

The Department commits to investigate the development of a formula financing arrangement to be used for the allocation of any additional resources made available through the Western Canada Lottery program. The Minister may also choose to work with partners to identify global program priorities if additional funds become available. If implemented, this formula approach would not penalize partners for accessing funds from other sources.

The Department will work with the Council and Partners to establish a coordinated common business plan/budget process for all organizations.

The Department will work with the Council and Partners to explore the issue of integrating staff operations. Further, the Department will review its current regional operations with the intent of better coordinating Council and Partner program delivery at the regional and local level through support of Municipal and Community Affairs staff.

The Department commits to monitoring the governance structure and ongoing administrative costs related to the Council and Partners and to working with both if changes are required because of implementation problems or high cost.

7. Partners believe that the NWTCSRP needs to operate at arms length from the government. The current proposed bylaws do not reflect this and are unacceptable to the partners as presented. The wording around the powers of the Minister should reflect the arms length nature of the Board. We recommend an amendment to the bylaws. We believe only a series of small changes are required. We recognize and accept that ultimately, NWTCSRP accountability is to the Minister.

## Recommended Priority Action Items for the NWTCSRP:

(Our intent in providing this list is to assist in providing some initial direction to the new NWTCSRP)

- Rebuilding and expanding sport and recreation delivery capacity in the small, primarily aboriginal communities.
- Build an effective and comprehensive needs-assessment and evaluation process for the system as the basis for a development strategy. We recommend that the Council develop a strong research and planning capacity.
- Partner organizations believe that it is important to move towards a common Sport and Recreation Administrative Center.
- The NWTCSRP plays a primary role in advocacy on a variety of fronts.
- Preparing the sport and recreation system for the implementation of regional self-government.

### Response

The Department agrees that the Council must operate at arms length. Accountability to the Minister will be maintained through funding agreements.

The Minister will continue to reserve the right to make decisions on the allocation of government funds for government social priorities (contribution and the proceeds of the Western Canada Lottery Program) and with respect to ensuring that communities and partners continue to have adequate representation in decision-making.

The Department will work with the Partners on the development of more workable bylaws.

The Department fully supports these priorities and agrees to work with the Council and Partners on refining and prioritising these priority action items and then developing an implementation plan for their completion.

- Address the professional standards, pay levels and workloads of the professional community with a view to once again making a career in recreation services a more appealing option.
- Address the leadership crisis within the profession and volunteer sector, by establishing mechanisms and incentives that will rebuild the municipal political support for implementing professional standards, hiring trained professionals and investing in volunteer development.
- Creating a more effective and influential connection with community governments and Aboriginal governments.
- While currently there is a major shift in thinking to deal with health care concerns from disease treatment focus to a prevention, health awareness and active living perspective, there is a need and opportunity to raise the profile of the sport and recreation field within the realm of the Health Care System. We recommend the Council work to create an effective partnership with the Department of Health to deliver active living programming and education.
- Build the partnership between the sport and recreation field and the Department of Education creating an effective partnership to rebuild physical education and intramural system along with active living and health education to meet territorial and national targets.
- Ensuring relevant and effective services in the regional centers (medium sized communities).

### Response

- Exploring the role, relationship and relevance of the sport and recreation system with the city of Yellowknife (with almost 50% of the Territorial population and a growing aboriginal population).
- Establish an ongoing process to share partner program and service information and cooperative planning cycles with a view to creating synergies.
- There are challenges and major changing trends within the volunteer sector. The board needs to dedicate extensive efforts to understanding the needs of volunteers and creating new mechanisms to support them.

### Response

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# ATTACHMENT "C" Northwest Territories Council of Sport and Recreation Partners Proposed Duties\*

### 1. Review and Assess the Northwest Territories Recreation and Sport System

The Board will review and continually assess and monitor the structure, capacity and service delivery mechanism across the system to evaluate and address gaps and unmet needs.

### 2. 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 Municipal and Community Affairs has stated that the Departmental focus will not be in program and service delivery where other mechanisms exist or will exist in the system.

### 3. Communications

Listening and responding across the Northwest Territories 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.

### 4. 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.

### 5. Advocacy

Ensuring a general balance along the recreation, sport and active living continuum across the Northwest Territories, 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 healthy living policy goal.

### 6. 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.



### 7. 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 Northwest Territories recreation and sport system.

### 8. 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 Northwest Territories regions and communities.

### 9. Marketing

Recognize and promote celebrated persons in the field, volunteers, and role models to revitalize the system.

### 10. 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.

### 11. Training

Promote and facilitate access to training opportunities for recognition and sport professionals and volunteers through education, promotion, recognition and acknowledgement.

### 12. Open and Transparent Accountability

Accountability must flow up and down the linkages, through a shared and direct voice to the Minister, partners and communities.

\* Taken from "Northwest Territories Recreation and Sport Board: Final Recommendations Report", March 31, 2003.

# ATTACHMENT "D" DRAFT NORTHWEST TERRITORIES COUNCIL OF SPORT AND RECREATION PARTNERS COUNCIL MEMBER SELECTION PROCESS<sup>1</sup>

### Stage 1

### Selection of Regional Members

- The Mackenzie Recreation Association (MRA) will solicit nominations from its members for two nominees each from the South Slave, North Slave and Deh Cho Regions. These nominees do not have to be MRA members but they must have an identifiable connection to the sport and recreation system.
- The Beaufort Delta Sahtu Recreation Association (BDSRA) will solicit nominations from its members for two nominees each from the Beaufort Delta and Sahtu Regions. These nominees do not have to be BDSRA members but they must have an identifiable connection to the sport and recreation system.
- The City of Yellowknife will be asked to submit four nominees.

The above represents exactly twice the number of council members required. See the second stage process below for reducing this number to a total of seven regional members.

### Selection of Sport Members

• The Sport North Federation and the Aboriginal Sport Circle of the Western Arctic will select four potential nominees separately. They will then meet and agree on the selection of six nominees in total.

The above represents exactly twice the number of council members required. See the second stage process below for reducing this number to a total of three sport members.

### Selection of Recreation Members

The NWT Recreation and Parks Association will put forward six nominees.

<sup>&</sup>lt;sup>1</sup> Process proposed by the Interim Coordinating Team May 2004. It will be reviewed and finalized through the Steering Committee.

The above represents exactly twice the number of council members required. See the second stage process below for reducing this number to a total of three recreation members.

### Stage 2

 Each partner organization will put forward a name to sit on a nomination committee (five). This committee will review all nominations against a predetermined screening criteria (geographic distribution, gender, and other factors like age grouping, experience, Aboriginal representation). The committee will then put forward their recommendations to the Minister for final appointment. This will reduce the number of nominations from 26 to 13.
 Once the committee has put forward their recommendation, the committee will be dissolved.

### **Appointments**

- In order to ensure that there is some continuity on the Northwest Territories Council of Sport and Recreation Partners, there will initially be staggered terms of appointment. Following the Nomination Committee's recommendation to the Minister, the Minister will make the following appointments:
  - Members representing the North Slave, South Slave, Deh Cho, Beaufort Delta, Sahtu and Yellowknife regions will be appointed for three-year terms ending 2008.
  - Members representing sport and recreation will be appointed for two-year terms ending in 2007.
  - Following the initial appointments identified above, all future appointments will be for a two-year term thus ensuring some measure of continuity each year.

### **Future Selection Process**

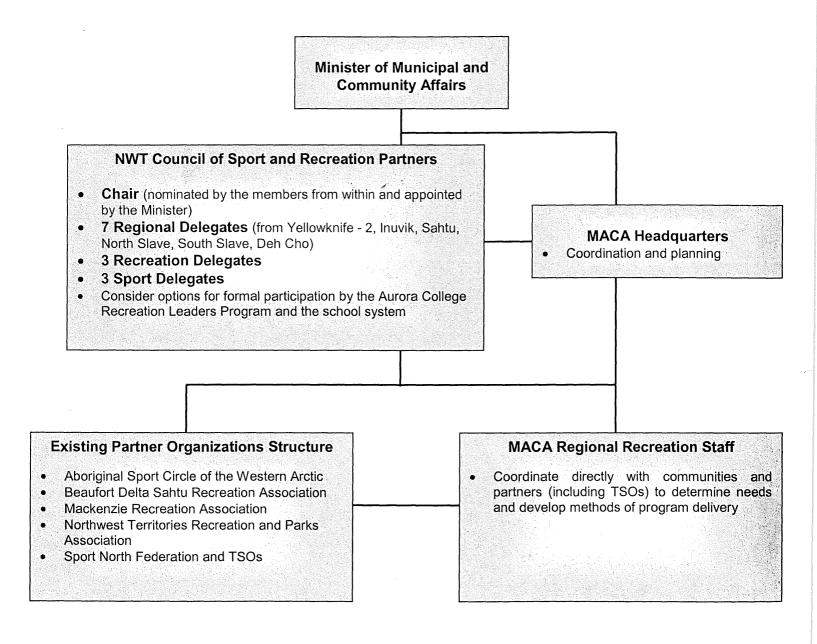
- In preparation for the Annual General Meeting, beginning in 2007, Council will
  establish a Nomination Committee to oversee the selection process. This
  committee will be an ad hoc committee that will be dissolved following the
  selection of members.
- The Nomination Committee will utilize the process identified in Stage 1 of this
  document to solicit nominations for review. Following the review of
  nominations, the Committee will put forward names to the Minister for
  appointment to Council.

 Should any of the organizations identified in Stage 1 not be able to put forward names, it will be Council's responsibility to identify a fair process to solicit nominations for review.

### **Ex-officio Appointments**

- Council will have the authority to establish ex-officio relationships. It has been recommended that the Aurora College Recreation Leaders Program hold an ex-officio position on Council, however members of Council must ratify this once they are operational.
- At present there is an initiative underway to establish a Northwest Territories School Athletic Association. This body would oversee the delivery of school based sport competitions in the Northwest Territories, and would establish an annual school calendar of sporting events. It may also be possible to address such program areas as physical education and intramurals through this association. It has been recommended that, once operational, the Northwest Territories School Athletic Association be considered for an ex-officio position on Council, however members of Council ratify this once they are operational.
- All ex-officio members of Council will be non-voting members.
- All members of the Council will serve on a voluntary basis.

# ATTACHMENT "E" Northwest Territories Council of Sport and Recreation Partners



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