

# BILATERAL OUTCOME STUDY

# SPORT SUPPORT PROGRAM FEDERAL, PROVINCIAL/TERRITORIAL – INDIGENOUS BILATERAL SUPPLEMENT

FINAL REPORT

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## EXECUTIVE SUMMARY

The purpose of the Bilateral Evaluation Outcome Study was to research areas of funding investment undertaken by Sport Manitoba and their funded partners through the Federal / Provincial Bilateral agreement specific to the areas of Indigenous participation in sport and sport development. This final report is intended to assist Sport Manitoba and partner agencies in establishing future direction in the area of support and programming for Indigenous sport programming. Therefore, this research focused on specific aspects of the projects and activities of the Manitoba Bilateral Agreement with an explicit emphasis on Indigenous sport and programming in Manitoba, including: strengthening Indigenous capacity and leadership; increasing culturally relevant sport programming; building Indigenous leadership; and, Indigenous community sport.

In accordance with ethical considerations for conducting research with Indigenous peoples, the Bilateral Evaluation research team adhered to the following guiding principles for the study:

- Respect for Indigenous self-governance and self-determination;
- Focus on respectful relationships with key stakeholders;
- Respect for transparency;
- Respect for community needs;
- Focus on strengths (versus deficits); and
- Focus on rural, northern and urban contexts.

The study adopted a mixed method approach that included: 1) an extensive and systematic literature review; 2) qualitative interviews with 22 key stakeholders; 3) an analysis of relevant policy documents with a focus on the Canada-Manitoba Bilateral Agreement and Indigenous components; and, 4) quantitative document analysis of 31 summary reports from Sport Manitoba and organizations who received Bilateral funding. Individual methods for the literature review, qualitative interviews, policy analysis and quantitative document analysis are summarized in the research report. Interview questions and a summary of the report used in the quantitative document analysis can be found in the Appendices, while a summary of the documents accessed for the systematic review, and policy review, are listed in their respective methods sections.

The Bilateral Evaluation is delimited to documents from programs funded from 2015-2017 in Manitoba due to availability of records, stakeholder perspectives from organizational representatives working on the development and delivery of culturally relevant sport programming for Indigenous children and youth, and the analysis of participation numbers from year end activity reports collected by Sport Manitoba.

The creation of special mechanisms within Federal – Provincial - Territorial Bilateral agreements, such as the Indigenous Bilateral Supplement, help advance the goals of access and equity for historically underserved groups within sport, including but not limited to Indigenous children and youth. This study sought to evaluate how well the Canada – Manitoba agreement achieves its goals of serving Indigenous children and youth through culturally relevant sport programming and Indigenous leadership capacity development, as it is understood, operationalized, funded, and assessed.

The following key findings, related to the Indigenous components of the Bilateral program in Manitoba, emerged from the study. The policy analysis revealed a lack of policy commitment to providing culturally relevant sport for Indigenous children and youth in Manitoba; this gap was evident in the absence of actionable items in the Canada-Manitoba Bilateral policy agreement; and, is supported by interviews with stakeholders who exhibited a lack of understanding of the meaning of culturally relevant approaches to Indigenous sport in general, within the context of the Canada-Manitoba Bilateral policy agreement and its associated funding framework (including funding applications and reporting).

Additional insights from the Bilateral Evaluation include a need for Indigenous programming and capacity development in all regions of Manitoba, particularly in the north; this gap was evident in interviews with stakeholders who spoke of the challenges of providing sport programming outside of Winnipeg, due to travel costs, time available for travel, reliance on volunteer coaches and trainers, the need for Indigenous community contacts, and competing Board and NSO priorities, etc.. Document analysis of Bilateral program participation numbers also supported this finding, illustrating significant gaps in programming that extends to Indigenous communities outside of Winnipeg. While Indigenous sport and community organizations (MASRC, WASAC) provide opportunities in northern communities, capacity issues limit the amount and quality of programming and leadership development opportunities.

None the less, the Evaluation revealed that there is an opportunity to further develop Indigenous sport in Manitoba by prioritizing Indigenous programming and capacity development in Bilateral funding allocations to Indigenous versus non-Indigenous organizations. Policy and budget decisions which emphasizes these goals are an important first step; with 21.9% of the overall Bilateral budget committed to Indigenous capacity development via the PTASB (i.e., MASRC), and 13.6% of the budget committed to WASAC, only 35.5% of the overall funds available are provided to organizations with a specific mandate to work with Indigenous populations in sport. This represents a significant opportunity to realign budget allocations to strengthen and prioritizing Indigenous programming and capacity development, as well as Indigenous children and youth's access to culturally relevant sport opportunities.

Given the competing goals and objectives of non-Indigenous organizations (e.g., PSOs, community groups) and their ability to prioritize programming for Indigenous sport development, as well as the scope and reach of each organizational type, there is an opportunity to build on demonstrated strengths within currently funded Bilateral programs and create greater efficiencies through relationship building across sport organizations and with Indigenous communities. Opportunities to build on strengths were evident in Bilateral funded programs that engage Indigenous participants at a greater rate than non-Indigenous participants. Adding culturally relevant programming will enhance the sport experience for Indigenous groups. Analysis of interviews highlighted a number of strengths, including relationship-based programming and leadership development provided by MASRC, WASAC, and PSOs such as Softball Manitoba. Success stories of how to work well in community and with Indigenous children and youth are also highlighted in the document.

The Evaluation also revealed existing programming and funding efficiencies where sport organizations work together. Examples of this include MASRC and the PSOs collaborations to deliver sport programming within Indigenous communities, and where sport organizations have long term, direct relationships with community champions in Indigenous communities. No duplication of services were noted in the study and its accompanying evaluation.

Further to these findings, three key themes emerged from the qualitative analysis. Firstly, equitable participation by Indigenous children and youth in sport depends upon targeted, financially sustainable programs and leadership capacity development that diminishes the impacts of systemic, structural racism. Secondly, successful Bilateral outcomes depend upon a clear understanding of and commitment to Indigenous and culturally relevant sport, and thirdly, successful outcomes depend upon strong relationships within and between sport organizations and with Indigenous communities. To action these key findings, additional partnerships are required. The Manitoba First Nations Education Resource Centre provides access to schools in First Nations communities throughout Manitoba; their Physical and Health Education facilitators can be a bridge to these communities to enhance culturally relevant sport programming and leadership capacity development in schools beyond Winnipeg. Similar partnerships could be explored through other groups (e.g., Manitoba Métis Federation, and northern recreation centres).

Based upon the above noted findings, the research team has the following recommendations, that:

1. Sport Manitoba adds culturally relevant sport for Indigenous children and youth to its Bilateral agreements with Indigenous and non-Indigenous sport organizations (PSOs, community groups);
  - a. Sport Manitoba develops a clear definition of culturally relevant sport for Indigenous children and youth;
  - b. Sport Manitoba providing professional development training workshops related to culturally relevant sport for Indigenous children and youth Sport Manitoba mandates that all non-Indigenous staff working with Indigenous children and youth be certified via the Aboriginal Coaching Manual;
  - c. Sport Manitoba prioritize funding allocations in support of Indigenous sport organizations as well as the hiring of Indigenous staff within the organization; and,
  - d. Sport Manitoba prioritize funding for rural and northern communities in relation to Bilateral allocations and where identified gaps in programming reach exist.
2. Sport Manitoba mandates professional development training related to Indigenous history, colonization and anti-Indigenous racism:
  - a. Sport Manitoba offers professional development training related to culturally relevant sport, Indigenous history, colonization, and anti-racism for Bilateral funded organizations, their staff and volunteers:
    - 1) Pre-Application session on cultural awareness, indigenous sport, colonisation, etc. as a qualifier to being allowed to submit an application, and
    - 2) Post-Award session on responsible reporting requirements.
3. Sport Manitoba works with Bilateral funded organizations to build stronger, sustainable relationships across stakeholder groups and with Indigenous communities and partnerships with the north located in the north:
  - a. Consider a new approach whereby a MASRC or Sport Manitoba office partners with a northern organization with a similar mandate to deliver northern

- Indigenous sport programming and capacity development (e.g., Indian and Metis Friendship Centres; the Thompson Regional Community Centre);
- b. Sport Manitoba work with MASRC to strengthen partnerships between MASRC and PSOs, with funding provided for collaborative work in the rural and northern Indigenous communities:
    - i. PSOs and MASRC should cross-reference their numbers when collaborating on Indigenous programming.
  - c. All groups work to strengthen their relationships with Indigenous communities and schools, including via strengthened connections with MFNERC; and,
  - d. Organize a yearly gathering where Bilateral stakeholders can meet, share successful practices, problem solve around challenges and identify synergies.
4. Sport Manitoba work with Bilateral stakeholders to standardize Bilateral reporting practices: specific recommendations can be found in the full report.

Feedback from the May Community Town Hall Public Presentation and accompanying focus group break out sessions provided valuable confirmation of the research team's recommendations. Furthermore, the gathering acted as a valuable networking opportunity for program and service providers working with Indigenous athletes and communities in Manitoba.

The creation of special mechanisms within Federal – Provincial - Territorial Bilateral agreements, such as the Indigenous Bilateral Supplement, help advance the goals of access and equity for historically underserved groups within sport, including but not limited to Indigenous children and youth. This study evaluated how well the Canada – Manitoba agreement achieves its goals of serving Indigenous children and youth through culturally relevant sport programming and Indigenous leadership capacity development, as it is understood, operationalized, funded, and assessed.

This Bilateral Evaluation has identified a number of strengths and many challenges with regard to the delivery of programs and funds intended to improve Indigenous sport and capacity development in Manitoba. Importantly, there are also many opportunities to improve the delivery of culturally relevant and Indigenous sport through Bilateral funded programs. Bilateral funding has potential to reach thousands of Indigenous youth across Manitoba in significant ways through the implementation of the above listed recommendations.

## INTRODUCTION

### **The Changing Landscape of Indigenous Sport in Canada**

The Bilateral Outcome Study<sup>1</sup> of the Sport Support Program Federal, Provincial/Territorial – Indigenous Bilateral Supplement takes place during an era of significant change in Canadian society. Specifically, the Truth and Reconciliation Commission of Canada's (2015) Calls to Action called for a transformation in the relationships between Indigenous and non-Indigenous peoples in Canada. Of the 94 Calls to Action, five relate to Sports and Reconciliation (#87 – 91) and include directives related to: long term Indigenous athlete development, support for NAIG, inclusion of Indigenous Peoples through policies that reduce barriers to sports participation, increasing the pursuit of excellence in sport, building capacity through culturally relevant programs for coaches, trainers and sports officials, increasing access to community sport programs that reflect the diversity of cultures and traditional sporting activities of Indigenous peoples, and providing anti-racism awareness and training programs.

The Federal government (and by extension, Sport Canada) has committed to addressing all of the TRC Calls to Action. As such, the Bilateral Outcome Study (hereafter the study) adheres to the TRC Calls to Action, in both the evaluation process and data analysis, while also respecting the principles of self-determination as described in the United Nations Declaration on the Rights of Indigenous Peoples.

During the TRC's final event on December 15, 2015, the Prime Minister reiterated the Government of Canada's commitment to work in partnership with Indigenous communities, the provinces, territories and other vital partners, to fully implement recommendations of the Truth and Reconciliation Commission, starting with the implementation of the United Nations Declaration on the Rights of Indigenous Peoples.<sup>2</sup>

Clearly stated, the landscape of Indigenous sport in Canada has the potential to be transformed by realising the TRC Calls to Action; the study is therefore conducted in a manner that respects the reality of this complex and pivotal moment in Canadian history including the spirit and intention of the TRC Calls to Action. As directed in the Request for Proposals for the Bilateral Evaluation, key issues emerging from the 2018 Sport and Reconciliation Forum (McRae, Sinclair, Douglas & Miller, 2018) held at the University of Manitoba in February 2018 were used to inform the study's process and analysis.

### **The Cultural Landscape of Indigenous Peoples of Manitoba**

The subsequent subsections provide contextual details that frame the methods and analyses which follow.

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<sup>1</sup> Respecting the lay terminology used to describe the Bilateral Outcome Study, the terms Bilateral Evaluation or the study will be used to describe the research evaluation and activities in this report.

<sup>2</sup> <https://pm.gc.ca/eng/news/2015/12/15/final-report-truth-and-reconciliation-commission-canada>

**Population Statistics:** According to Statistics Canada (2016) there are 130,505 First Nations people, 89,355 Métis and 610 Inuit living in Manitoba. Winnipeg makes up 11.7 percent of the total population of Manitoba. The First Nations peoples of Manitoba are the Anishinaabe (Ojibwa and Saulteau), the Cree, the Oji-Cree, the Dene and the Dakota who either live in or come from 63 reserves across Manitoba (Statistics Canada, 2016). Although some Métis live in their own communities, such as St. Laurent, most are dispersed in Catholic-founded communities in Manitoba and the city of Winnipeg. The North End is comprised of most of the First Nations and Métis community members of Winnipeg, although St. Boniface is still regarded as the hub of the Métis community. The Inuit peoples of Manitoba mostly come from various parts of the far north, such as the territory of Nunavut, having relocated to either live, or to obtain services, in Churchill and Winnipeg. Of Manitoba's 63 First Nations communities, 23 are inaccessible by an all-weather road, accounting for more than half of all First Nations people living on reserves. (AADNC, 2019).

**Languages:** The Indigenous peoples of Manitoba are part of five linguistic language families: The Anishnabe (Ojibwa and Saulteau) and Cree are Algonquin language speakers; the Dakota are Siouan speakers; the Dene are Athabaskan language speakers; the Métis are Michif speakers; and the Inuit are Inuktituk speakers.

**Cultural Diversity:** In many areas of Manitoba, and especially Winnipeg, First Nations and Métis people often live either in the same or nearby communities, leading to intermarriage. Among First Nations and Métis communities there are both Christian and traditional custom practitioners as well as those who mix belief systems. First Nations and Inuit individuals may also be practitioners of several Christian denominations; however, the Métis are generally Roman Catholic. Those First Nations and Métis individuals who practice traditional customs often do so together. There is more mixing of belief systems in Winnipeg, than in northern communities, because of its diverse Indigenous population.

**Treaties:** First Nations, except for the Dakota, signed treaties between Canada's Crown representatives while the Métis and Inuit did not. This has led to a difference in government services. However, the Métis and First Nations without status were recently recognised by the Supreme Court of Canada as qualifying for the same rights as status First Nations (National Post Staff, 15 April 2016). The consequences of this ruling are still being debated.

**Colonialism:** Colonization in Canada has historically had a negatively impact on the health and welfare of Indigenous peoples, their families and communities; these impacts continue today. As mentioned in the TRC Final Report (2015), the paternalistic and racist foundations of the Indian Residential School System must be rejected as the basis for on-going relationships between Indigenous and non-Indigenous peoples. Rather, mutual respect must take its place if the processes of reconciliation are to be realized; this requires that anti-Indigenous racism be abolished at the individual, organizational, structural, systemic, symbolic and societal levels.

## Indigenous Approaches to Research and Evaluation

Adhering to the ethics of respectful engagement within Indigenous approaches to research, Sport Manitoba, and its funded partners and key stakeholders (e.g., the Manitoba Aboriginal Sport and Recreation Council [MASRC], Winnipeg Aboriginal Sport Achievement Centre [WASAC], etc.) have been meaningfully involved in all phases of the study.

In accordance with ethical considerations for conducting research with Indigenous peoples, the Bilateral Evaluation research team (hereafter referred to as the research team) identified the following guiding principles for the study:

- Respect for Indigenous self-governance and self-determination;
- Focus on respectful relationships with key stakeholders;
- Respect for transparency;
- Respect for community needs;
- Focus on strengths (versus deficits); and
- Focus on rural, northern and urban contexts.

Abiding by these guiding principles ensured respect for stakeholders, while promoting their engagement, and the conduct of ethical research.

## Operational Definitions

The following operational definitions were used during all phases of the Evaluation.

***Indigenous sport:*** Sport that is built on a foundation of Indigenous values; sport can be a vehicle for developing and for demonstrating traditional Indigenous values within present day activities.

***Culturally relevant sport:*** Culturally relevant sport refers to physical activities that are meaningful and relevant particular to individuals, groups and communities across different geographic regions and cultural groups. The meaning and relevance of an activity is related to the interests of an individual or group and how well the activity is undertaken in ways that respect, connect with and affirm an individual or group's gender, culture and practices.

For Indigenous populations, culturally relevant sport is embedded in Indigenous ways of being and knowing and should exhibit an Indigenous understanding of holistic well-being focused on the spiritual, social, mental, and physical aspects of one's being without focusing on one aspect over another. Culturally relevant sport is also connected to Indigenous communities through culture (tangible and intangible) and through language. In other words, it is community-identified and culturally appropriate.

***Indigenous self-determination:*** Indigenous self-determination requires a substantive transfer of decision-making power from government to Indigenous peoples. Within the context of Indigenous and culturally relevant sport, the Aboriginal Sport Circle (ASC) is viewed as the national body for Indigenous programming; in Manitoba, the Manitoba Aboriginal Sport and Recreation Council (MASRC) and the Winnipeg Aboriginal Sport Achievement Centre

(WASAC) are viewed as two key Indigenous sport organizations through which Indigenous self-determination in sport can be exercised.

**Racism:** Racism refers to the socially and historically constructed belief in the superiority of one group and the inferiority of another or other group(s) that is enacted at individual, organizational / structural / systemic, symbolic and societal levels. Anti-Indigenous racism manifests through the belief in the superiority of white, western, and colonial ways of being and knowing. At the individual level, discriminatory beliefs are used to prejudge individuals based on circulating social / historical hierarchies; social norms typically favour those in the dominant, privileged position (e.g., white peoples in Canada) while marginalizing other groups (e.g., Indigenous peoples, and racialized minorities in Canada). Systemic / structural racism manifests through public policies, institutional practices, cultural norms and representations that reproduce or reinforce inequities between or across social groups. An example of systemic racism in Canada is the enduring under-funding of First Nations schools (at 60% the rate of provincially funded schools) leading to significant educational disparities, including access to quality and culturally relevant physical education between Indigenous and non-Indigenous students (Halas, McRae, & Carpenter, 2011; Halas, 2014). Another example is the disparity in funding for Canada Games versus for the North American Indigenous Games (NAIG).

**Geographic Regions:** Urban, rural, northern and remote regions and communities are defined as follows:

- The North – referring to communities in the northern economic region *and* which are accessible by all-weather road;
- Remote – referring to communities in the northern economic region but which are *not* accessible by all-weather road;
- Rural – referring to communities outside of the city of Winnipeg but not in the northern economic region; and,
- Urban – referring to the city of Winnipeg.

In addition to using the above definitions throughout the study, and associated mixed methods research, they also apply to the writing and reading of this report.

## PURPOSE

The purpose of the Bilateral Evaluation Outcome Study was to research areas of funding investment undertaken by Sport Manitoba and their funded partners through the Federal / Provincial Bilateral agreement specific to the areas of Indigenous participation in sport and sport development. This final report is intended to assist Sport Manitoba and partner agencies in establishing future direction in the area of support and programming for Indigenous sport programming.

## **Evaluation Deliverables: Memorandum of Understanding with Sport Manitoba**

The following is a summary of how this study addresses the RfP Expectations, as identified in the Memorandum of Understanding (MOU) between the University of Manitoba and Sport Manitoba, dated April 27<sup>th</sup>, 2018:

### **Literature Review:**

- Provide a literature review that connects participation in sport and the benefits to participant's overall health.
  - Refer to the Sport and Reconciliation Forum summary report held in Winnipeg Feb 21-23, 2018 and identify issues as key factors in moving forward with sport delivery in Indigenous communities
  - Highlight best practices in participant programming and leadership development

### **Outcome Evaluation:**

#### ***SSP F-P/T Bilateral Component***

- To identify gaps in Indigenous participation and sport development not being addressed through the funding currently being invested from the Federal/Provincial Bilateral agreement
- Identify additional organizations addressing Indigenous participation and sport development that Sport MB is not, but could, partner with moving forward

#### ***Funded Partners/Programs***

- Determine if the funded programs/partners are meeting the Bilateral objectives
- Provide a clear description of challenges faced by the funded programs/partners to be solved or services required to meeting the objectives as outlined in the F-P/T Indigenous Bilateral Component
- Determine where efficiencies and/or duplications exist.

To achieve the above listed outcomes, the key questions listed in the following section where addressed; there are also, therefore, reported on in this Final Report.

### **Evaluation Questions**

The following key questions guided the Evaluation, thus allowing us to address the RFP expectations mentioned in a summary of the MOU above.

#### ***Key question 1: MB Bilateral Agreement Projects***

How well does the MB Bilateral Agreement, as it is currently operationalized, delivered and experienced, support projects that 1) strengthen Indigenous capacity and leadership of the Manitoba's PTASB – the Manitoba Aboriginal Sport and Recreation Council (MASRC); 2) increase culturally relevant sport programming for Indigenous children and youth at the community level; and 3) increase Indigenous children and youth participation levels across the initial three *Canadian Sport for Life (CS4L)* stages (i.e., learn fundamental movements through

play; learn fundamental movement skills and motor skills; and, be developmentally ready to acquire general sport skills).

***Key question #2: MB Bilateral Agreement Activities***

How well does the MB Bilateral Agreement, as it is currently operationalized, delivered and experienced, 1) support preparation and travel for NAIG; 2) strengthen the Indigenous capacity and leadership of MASRC and community leaders; 3) provide opportunities for Indigenous children and youth to have access to and participate in quality community sport development programming; 4) provide training opportunities for Indigenous leaders, coaches, officials, and athletes in their community; and 5) support innovative and creative ideas, methods or mechanisms that align with the MB Bilateral Agreement projects.

***Key question #3: The Landscape of Indigenous Sport***

How well does the MB Bilateral Agreement foster the principles of self-determination for Indigenous peoples and communities in relation to sport development? In addition to the TRC Calls to Action (2015), the call for Indigenous self-determination in sport was clearly articulated by Indigenous and non-Indigenous community sport, recreation and physical education leaders who participated in the 2018 Sport and Reconciliation Forum (McRae, Sinclair, Douglas & Miller, 2018).

While all of the projects and activities listed in the MB Bilateral Agreement (described below) helped to inform the evaluation project, the research team focused on two projects and corresponding activities with an explicit emphasis on Indigenous sport and programming in Manitoba (see Table 1).

**Table 1.** MB Bilateral Agreement Projects and Activities with an Indigenous focus

Projects <sup>3</sup>	Activities
<ul style="list-style-type: none"> <li>• Strengthening Indigenous capacity and leadership</li> <li>• Increasing culturally relevant sport programming</li> </ul>	<ul style="list-style-type: none"> <li>• Building Indigenous leadership</li> <li>• Indigenous community sport</li> </ul>

**Sport Canada’s Sport Support Program**

The Sport Support Program (SSP) is the primary funding vehicle for initiatives associated with the delivery of the Canadian Sport Policy 2012. The Federal-Provincial / Territorial (F-P/T) component of the SSP provides funding to provinces and territories for initiatives related to the F-P/T Priorities for Collaborative Action 2012.<sup>4</sup>

The goal of Sport Canada’s 2015-2022 Contribution Guidelines for the Sport Support Program [SSP Guidelines] is to ensure that “Canadians, including Indigenous

<sup>3</sup> Both projects were part of the Indigenous Bilateral Supplement in the SSP Guidelines.

<sup>4</sup> Source: Sport Canada's 2015-2022 Contribution Guidelines. Sport Support Program. Federal-Provincial/Territorial Component

Peoples and identified under-represented groups and /or marginalized populations, have opportunities to participate in sport” (p.2). The SSP Guidelines serve as the policy and funding framework for initiatives associated with the delivery of the Canadian Sport Policy 2012 and each province and territory is responsible for carrying out initiatives that address the SSP Guidelines’ objectives and overarching goals.

In Manitoba, the SPP Guidelines are embedded in the Canada-Manitoba Bilateral Agreement for Sport Participation<sup>5</sup> (hereafter the MB Bilateral Agreement). While there is close alignment between these two documents, there are a few minor differences; the most notable and potentially impactful difference being that the MB Bilateral Agreement removed the distinction between F-P/Bilateral and the F-P/T Indigenous Bilateral Supplement streams. This omission is discussed further in the Policy Analysis results section (beginning on page 16).

### **MB Bilateral Agreement**

The MB Bilateral Agreement supports projects that strengthen both physical literacy and levels of participation among children and youth that are compatible with the first three stages of *CS4L*, or programming at comparable stages that exist across jurisdictions. These projects<sup>6</sup> include:

- *Active Start*: Learn fundamental movements and link them together into play,
- *FUNDamentals*: Learn all fundamental movement skills and build overall motor skills,
- *Learn to Train*: Children are developmentally ready to acquire the general sports skills that are the cornerstones of all athletic development,
- *Strengthen Indigenous capacity and leadership* for the Provincial/Territorial Aboriginal Sport Bodies, and
- *Increase culturally relevant sport programming* for Indigenous children and youth at the community level.

The MB Bilateral Agreement also aims to provide opportunities for persons from under-represented and/or marginalized populations to actively participate in sport including in roles as athletes, coaches, officials and volunteer leaders. This objective is a focus of the evaluation so far as it relates to capacity development in the provision of community-based physical literacy and competitive sport opportunities for Indigenous children and youth.

***Activities Proposed in Manitoba:*** In addition to the general aims of the Bilateral Agreement, the following Manitoba-specific activities are identified:

- *Community Sport for Life Program* provides programs that align with the *CS4L* stages that train leaders, coaches, officials and athletes in their community and provide

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<sup>5</sup> The Bilateral Agreement is a legal funding agreement between Sport Canada and the Province of Manitoba, Department of Sport, Culture and Heritage. Sport Manitoba administers this agreement on behalf of the Province of Manitoba. The original Bilateral Agreement was amended in 2016; the Amendment to the Contribution Agreement is the document we refer to when speaking of the MB Bilateral Agreement).

<sup>6</sup> In the SSP Guidelines, *Indigenous capacity and leadership*’ and *increase culturally relevant sport programming*’, were the main objectives of the Indigenous Bilateral Supplement.

opportunities for children and youth ages 5-18 from under-represented, marginalized populations to have access to and participate in community-based sport;

- *North American Indigenous Games (NAIG)* preparation and team travel;
- *Building Indigenous leadership*: to strengthen Indigenous capacity and leadership development of the Manitoba Aboriginal Sport and Recreation Council (MASRC) and community leaders;
- *Indigenous Community Sport Development*: to increase opportunities for Indigenous children and youth to participate in quality community level sport programs via the following three programs: Xplore Sports, KidSport and the Aboriginal Coaching Modules; and,
- *Innovative and/or creative activities* that are brought to the attention of the Provincial/Territorial and/or federal government such as the development and/or delivery of new ideas, methods or mechanisms provided they meet at least one of the objectives of the bilateral agreement.

While this section provides a broad overview of the two key Bilateral policies (i.e., Sport Canada's Sport Support Program, and the Manitoba Bilateral Agreement, more detailed discussion relative to the Evaluation can be found in the Policy Review section.

### **Scope of the Bilateral Evaluation**

It is important to note that the Bilateral Evaluation was not intended to be a comprehensive assessment of the entire program. Specifically, the Bilateral Evaluation is delimited to the following:

- *Programs funded from 2015-2017*: Only projects funded in Manitoba during this time frame were included in the document analysis due to availability of records.
- *Stakeholder perspectives*: Information from stakeholders is vital to understanding the development and delivery of culturally relevant sport programming for Indigenous children and youth. While this is an important perspective, other key informants such as program participants, were not involved in the study.
- *Analysis of participation numbers*: Information from year end activity reports collected by Sport Manitoba provide for analysis of Indigenous versus non-Indigenous participation, participation across funded groups, gender and geographic region.

## **METHODOLOGY**

The study adopted a mixed method approach that included 1) an extensive and systematic literature review, 2) qualitative interviews with key stakeholders, 3) an analysis of relevant policy documents, and 4) quantitative document analysis of summary reports from Sport Manitoba and organizations who have received Bilateral funding. The process for conducting the

literature review, qualitative interviews as well as the policy analysis and quantitative document analysis are summarized below<sup>7</sup>.

This summary outlines the methods employed for the systematic literature review, the interviews and their subsequent qualitative analysis, the policy and the quantitative analysis of reported program statistics, including their analysis and ethical considerations, if applicable.

## **The Systematic Literature Review and its Methods**

The literature review focused on Indigenous youth and sport, including: best practices; issues; and, and health outcomes. It is presented in two adjoining documents; 1) a full version, including a detailed description of the methodology used for the systemic review<sup>8</sup>, and 2) a condensed version designed for use by key stakeholders and practitioners to support their program development, including grant writing, planning and implementation.

Bruner *et al.* (2016) performed a systematic review to gather information on relationships between physical activity/sport and positive youth development in Indigenous youth. Their search strategy involved three phases: 1) a search of indexed, peer-reviewed literature using 10 databases; 2) a search of 25 non-indexed, peer reviewed journals; and 3) a search of grey literature using Google and limiting results to the first 4 pages. In addition, they sought opinions of experts.

Due to constraints with respect to time and resources, Bruner *et al.*'s search strategy was modified to ensure project timeliness. Phase 1 was critical to ensuring a robust literary analysis, so it was maintained but in a reduced form. This phase involved the search databases SPORTdiscus and ProQuest Social Sciences, the latter of which is actually a collection of a number of databases. Phase 2 was omitted. A search of grey literature (phase 3) was performed, although not systematically, and with a focus on relevant policies only. Pertinent issues not addressed by phases 1-3 were covered through additional readings with which the research team was already familiar (phase 4). While assembling the document, supporting references were added where appropriate (phase 5).

The search itself was restricted to titles of articles, and filtering limited results to only peer-reviewed, primary articles written in English. Similar to Bruner *et al.* (2016), our search phrases followed this pattern: (population AND domain AND (outcome #1 OR outcome #2 OR outcome #3)). The population included "Indigenous" and synonyms; the domain included "sport" and synonyms; and outcomes 1, 2, and 3 included synonyms for health, synonyms for factors influencing sport delivery, and synonyms for best practices in participant programming and leadership, respectively. Many of the keywords we used were similar to those used by Bruner *et al.* (2016), with some additions. The search phrase used, as well as additional methodological details, can be found in the accompanying literature review document titled: *Indigenous Youth and Sport: A Literature Review of Best Practices, Issues, and Health Outcomes* (Kosmenko, Henhawk, Rice, Johansen & Halas, 2019).

**Article Analyses:** Similar to Bruner *et al.*, titles, abstracts, and finally full texts of articles identified by phase 1 of the search were scanned; articles that did not meet the inclusion criteria

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<sup>7</sup> For a more complete description of the overall methods used, please see Bilateral Evaluation Progress Report #2.

<sup>8</sup> See *Indigenous Youth and Sport: A Literature Review of Best Practices, Issues, and Health Outcomes* (Kosmenko, Henhawk, Rice, Johansen & Halas, 2019).

(i.e., peer-reviewed, primary articles written in English; about Indigenous people, the domain mentioned earlier, and at least one of the three outcomes mentioned earlier) were excluded. Analyses of articles retained were constrained to simple summaries and identification of perceived links (i.e., “themes”) between studies.

The literature review was used to inform both the process and analysis of the Bilateral Evaluation.

## **Policy Review and its Methods**

In addition to the systematic review of literature, and the qualitative analysis, policy documents were analyzed in relation to the key questions presented on page 5. The reviewed policy documents are summarized below, as are the methods employed for the policy analysis.

***Policy Documents Reviewed:*** The reviewed policy documents include:

- Sport Canada (2015-2019 Sport Canada Contribution Guidelines, Sport Support Program, Federal-Provincial/Territorial Component; 2015-2022 Sport Canada Contribution Guidelines, Sport Support Program, Federal-Provincial/Territorial Component n=2)
- Federal-Provincial Agreement (Canada-Manitoba Bilateral Agreement on Sport Participation 485520407; Sport Canada Amendment to the Contribution Agreement - Canada-Manitoba Bilateral Agreement on Sport Participation); 2015-2019 Federal-Provincial/Territorial Bilateral Agreement, Annual Details Activity Planning Form; n=3),
- Sport Canada Policy (Sport Policy in Canada, 2013; n=1)

These six documents were reviewed in relation to the Bilateral budgets for years 2015-2016 and 2016-2017 to develop an understanding of what actionable items were in place with regard to Indigenous sport development, including leadership development and culturally relevant sport for Indigenous peoples. Questions and implications related to Bilateral objectives are noted in the Policy Review Results section.

## **The Qualitative Data Analysis and its Methods**

The following sections outline the methods of the qualitative interviews undertaken with key stakeholders, and their subsequent analysis.

***Participants:*** Sport Manitoba identified funded partners that receive Bilateral Funds and informed all partners about the research project including that researchers would contact them via email about participating in the project. Sport Manitoba provided the names and contact information of all funded partners that receive Bilateral Funds, as well as the names of Sport Manitoba regional staff and/or key informants who could provide important perspectives regarding community sport projects for Indigenous children and youth. Participants included key stakeholders from Provincial Sport Organizations (PSOs), Indigenous Sport Organizations (ISOs), Community Partners, and current/former members of Sport Manitoba’s Administrative team. In total, 22 of the identified 31 possible participants took part in the interviews. In addition

to the participants recommended by Sport Manitoba, two key stakeholders working within the Indigenous sport field were also interviewed as a means to identify possible opportunities and gaps that exist within and outside of the current Manitoba Bilateral Agreement partnerships.

**Interview Protocol:** An interview guide (please see Appendix 1. Interview Guide) was designed to pose questions related to the evaluation objectives mentioned above. The interview guide included background questions (e.g., what are your experiences with sport; how did you come to work with your organization, etc.), questions about the particular sport organization (e.g., it's mission, types of programs, definition of culturally relevant programming, etc.), questions about the individual's role in the organization, questions about the Bilateral Program (e.g., with regard to culturally relevant sport opportunities, what constitutes best practices ... what are some of the challenges?), and questions regarding future directions and recommendations (e.g., does the way the funding is distributed achieve the desired outcomes of the MB Bilateral Agreement). Interviewees participated in an informational, semi-formal interview either in-person, on the phone, using Skype or via email communication. The interviews lasted between 30 and 90 minutes.

**Member Checking:** Audio recordings were transcribed to text and the complete transcripts were sent to interview participants for review. Respecting ethics protocols, interviewees were able to revise their transcripts as a form of 'member checking' and transcripts were either approved as is or revised with further interviewee input. The member checking process was available to all interviewees up to the completion of the data analysis. Drafts of the findings as they emerged were also shared and discussed with Indigenous sport stakeholders as an ethic of accountability within Indigenous research.

A public presentation was also organized once the draft Final Report had been presented to Sport Manitoba. Information about the public presentation can be found the **PUBLIC INPUT** section.

**Ethical Considerations:** Interviewees who agreed to participate in the research project were provided with an Informational Letter and Informed Consent Form regarding the research to insure their informed consent to participate in both the informational semi-structured interview and any follow up meetings. Given the sensitive nature of the Bilateral Evaluation, where a power relationship exists between Sport Manitoba and the groups who rely upon funding from the Bilateral sport program, every effort was made to ensure the anonymity and confidentiality of participants. To best protect the anonymity of individual participants, the research team provided pseudonyms for participants and their organizations and removed personal identifiers in the dissemination of results. Attendees at the public presentation will also be advised to refrain from self-identifying as a participant, and will be advised not to discuss their participation in the study or the participation of others. To help ensure anonymity, attendance at the public presentation will be open to all community stakeholders, not just those who participated in the interviews / program observations.

All interview recordings and transcripts, program observation notes, Bilateral program data and data analysis documents were stored on secured UM storage drives and in locked filing cabinets in the Faculty of Kinesiology offices of research team members at the University of Manitoba. Graduate students from the University of Manitoba, including international students, were hired to complete the transcribing; each research assistant signed a confidentiality pledge.

***Qualitative Data Analysis:*** Analysis of the qualitative data addressed each of the key questions and issues mentioned above (see the Evaluation Questions section). Analysis was organized by type of organization; i.e., Indigenous Sport Organization (ISO), Provincial Sport Organization (PSO), Sport Manitoba administration (SMBA), and Community Partner Organizations (CPO). Each transcript was analyzed separately then within and across the four organizational categories mentioned above. Key insights that emerged from the initial analysis were shared with Sport Manitoba in Progress Reports #1 and #2. The final results are presented thematically in the MAJOR FINDINGS section. Note that for each of the themes and sub-themes, attempts were made to include data exemplars representing participants from each of the different types of organizations such that all stakeholder groups are represented. It is important to note that representative exemplars are used despite the availability of much more data. This helped to reduce potential repetition and bulkiness of the final report.

## **Quantitative Analysis and its Methods**

In addition to the mixed methods detailed above, Year End Activity Reports and Budget Reports were quantitatively analyzed in relation to the key questions presented on page 5. The reviewed program report documents are summarized below, as are the methods employed for the quantitative analysis.

***Program Reports and Summaries Reviewed:*** The documents included in the quantitative analysis were the:

- Manitoba Year-end Bilateral Program Activity Reports prepared by Sport Manitoba (n = 2); and,
- Manitoba Bilateral Final Report Summary reports (n = 2) for the years 2015-2016 and 2016-2017.

The 2016-2017 Final Report Summary – Coaches Officials and Leaders and Final Report Summary 2016-2017 Indigenous Stats provide aggregate information on Indigenous participation in Bilateral programming. Four (4) budget reports were provided by Sport Manitoba (2015-2016; 2016-2017; 2017-2018 Bilateral Budget Allocations; MASRC Draft Budget New Bilateral 2017-2019).

In addition to these, the research team received 27 organizational reports; while these reports are aggregated within the year end activity reports, they were cross-referenced, where possible, with the summary reports and read for any additional programming details that were relevant to the analysis<sup>9</sup>. In total, 31 documents informed the quantitative analysis.

***Participation Rate Analysis:*** Along with Indigenous coach development, Indigenous youth participation in sport is a main focus of Bilateral funding dollars, as demonstrated by the reporting upon which this analysis is based. Participation is a key measure of how effectively

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<sup>9</sup> For a complete list of the documents that were analyzed, see Appendix 2. Program Reports and Summaries Reviewed for the Quantitative Analysis.

Bilateral dollars are spent. Analysis of Bilateral reporting is, therefore, a critical component of this Evaluation. Hence, the purpose of the quantitative analysis was to examine the distribution of Bilateral funding dollars in relation to the participation of Indigenous youth and/or coaches, officials and leaders (including volunteers and mentors) in sport programming and development. Note that this analysis recognizes that the Bilateral policy did not specifically target funding for Indigenous children and youth; rather, funding could be used to address physical literacy for the general child and youth population as well as groups other than Indigenous children and youth who are identified as under-represented, marginalized groups (e.g., Newcomer Canadians, persons from ethno-cultural minority groups and person with disabilities).

The first section uses participant data, and the second section uses coach, official, and leader data. Prior to each set of graphs are tables illustrating the composition of organization categories. This is followed by important notes conveying issues encountered during the data analysis process. Suggestions to improve future reporting (including accuracy and ease of comparative analysis) are presented in the RECOMMENDATIONS section. As noted, data reporting issues were prevalent; while the graphs that follow in the quantitative results section do not accurately reflect participation realities, they do present possible “trends” in participation in relationship to how funding dollars are distributed. Recognizing that the data presented in the graphs are flawed, and as such the conclusions limited, the graphs do provide important examples of the types of analyses that can be performed when sport organizations maintain and report accurate participation data consistently across reporting bodies.

It is important to note the procedure by which data was analyzed. Due to inconsistencies between Sport Manitoba’s aggregate data table and Sport Organization’s individual reports, the latter were referred to first, and the former second (in the case of insufficient data in individual files). For instance, Sport Manitoba reported 3,180 and 3,052 total underrepresented male and female participants, respectively, for Athletics. However, when the research team summed the data in the “Aboriginal”, “Disability” and “Other” columns of Athletics Manitoba’s Appendix A there were only 1,626 participants from underrepresented groups (male and female). It appears that what is reported in the “\*Total number of participants” column in Athletics Manitoba’s Appendix A is overall total including individuals outside the underrepresented groups. As is noted in the Appendix A template, “...the Total number of coaches or participants must equal the numbers you list in the breakdown columns of Aboriginal, other etc.”. Thus, to ensure accuracy in this data analysis, it was necessary to refer directly to each sport organization’s individual reports, when available. The lack of availability of all sport organizations reports is a further limitation of the quantitative analysis.

The above mentioned documents were analysed in terms of:

- 1) Indigenous versus non-Indigenous participation for PSOs, ISOs and Community Partners;
- 2) Gender (male versus female Indigenous participation); and,
- 3) Geographic location (i.e. urban, rural, northern and remote communities).
- 4) Participation rates in relation to Bilateral funding allocations.

Comparative analyses are presented graphically, allowing for a visual identification of strengths, gaps, challenges and opportunities in terms of Bilateral Program impact. Information related to children and youth programming, along with training for coaches, officials and leaders, was analyzed. These results are presented Quantitative Results section.

Please note, findings from both the qualitative analysis and quantitative analysis will be integrated when presenting recommendations for future Bilateral funded programming.

## **Limitations of the Bilateral Evaluation**

Several factors limited the ability of the research team to fully evaluate the impact of the Bilateral funding on the delivery of Indigenous sport for children and youth in Manitoba. These include:

- *Quality of programming:* The overall analysis is limited by the absence of input from Indigenous program participants regarding their experiences within programs offered through the Bilateral program, whether by participation in this Bilateral Evaluation or via program reports and feedback forms (e.g., assessing participant satisfaction in sport programs, coaching workshops, NAIG activities, etc.). Furthermore, intended program observations could not be scheduled as no programs were actively running during the course of the evaluation (i.e. from September to December 2018, see below for details).
- *Reliability of program statistics:* It became evident during the quantitative analysis of documents that participation numbers reported by stakeholder groups were not consistently reported nor reliable, due to a number of factors:
  - It is not uncommon for sport organizations to face challenges when preparing final reports that account for outcome measures such as participation numbers. Typically, organizational capacity issues will impact upon the quality, frequency and timeliness of possible reporting.
    - This appears to be the case with regard to the Bilateral Funding participation reports submitted for review, and results should be read as such.
  - Consistency in data collection and reporting from year to year is critical to ensuring long-term monitoring including trend analysis.
    - Sustainability of sport programming in Indigenous communities is important, yet it cannot be assessed if the ability to make year to year comparisons is compromised by inconsistent data collection and/or a lack of reporting.
- *Timing of evaluation activities:* An initial delay in receiving Research Ethics constrained the data collection processes for both conducting interviews and follow-up observation of successful practices, particularly during the early summer months when the research team was available and programs were on offer. As a result, on-site observation of programming was not possible due to scheduling issues (i.e., matching research team availability with program delivery). A more comprehensive understanding of the funded Bilateral projects would have enhanced the research team's understanding of the quality of programming offered.
- *Changing policies:* The Bilateral Evaluation was at times confusing to undertake as the change in policies over time, including the Supplemental agreements, made it difficult to discern which policies were being enacted during each year of programming. To address this, a section on Policy Review is added within the findings.

The following section presents the major findings of the mixed methods approach taken in the MB Bilateral Evaluation.

## MAJOR FINDINGS

This section presented the results of the systematic literature review, the policy review, and the qualitative and quantitative analyses.

### Systematic Literature Review Results

The systematic search in phase 1 (performed on 17 May 2018) yielded a total of 33 articles. Four and six articles were excluded based on titles and full texts, respectively, leaving 23 relevant articles. A full list of articles (author(s), year of publication) excluded based on titles, those excluded based on full texts, and those retained in phase 1 of the literature review search can be found in the full document. No articles were excluded based on abstracts.

The final document summarized information related to:

- Best Practices (Cultural relevant; Motivating youth to participate; Athletic development; Sport for Life's Long-term Athlete Development; Sport for Life's Aboriginal Long-term Participant Development; Athlete support, encouragement and examples from others; Program staff; Coaching education; Policies/Organizations (e.g., ASC, MASRC, NAIG Council, Canada's Policy on Aboriginal People's Participation in Sport; Sport for Life's Winnipeg Community Sport Policy).
- Issues (Issues in schools; Issues in communities; Different issues across sexes; Bureaucracy; University sport; Racism; Perceptions; Coaching)
- Health (Negative outcomes; Positive outcomes, including Mental Health).

The results of the literature review are summarized in the accompanying two documents: *Indigenous Youth and Sport: A Literature Review of Best Practices, Issues, and Health Outcomes* (Kosmenko, Henhawk, Rice, Johansen & Halas, 2019) and *Indigenous Youth and Sport: A Literature Review of Best Practices, Issues, and Health Outcomes - Condensed Version* (Kosmenko, Henhawk, Rice, Johansen & Halas, 2019). As such, information is only briefly summarized here.

An examination of what constitutes 'Indigenous sport' is important to informing the question "What does it mean to 'Indigenize' sport?". As opposed to inserting Indigenous cultures within sport, perhaps it is more desirable to insert sport within Indigenous cultures, that is, to build sport on a foundation of Indigenous values

Traditionally, Indigenous sports were recreational activities whose purpose was to enhance cultural proficiency in order to develop survival skills. In the past, this included practical skills and values, but with the loss of traditional ways of living, traditional values have taken precedent and are being incorporated with newer skills that can be applied to modern sports. Often when we think of Indigenous sports we become fixated on the type of sports being played and not why Indigenous peoples played certain sports. Traditionally, Indigenous peoples in Canada played a variety of sports to develop their skills in order to survive. They included stick and ball games for endurance, games of coordination to develop hunting skills, games of chance to show the uncertainty of life and develop observations skills, wrestling for strength, and running for corresponding, peace, or warfare.

The values set down in hunting are the same values one would bring to sports. Although particular values may apply to other Indigenous societies, they are similar. Leaders are chosen

not by how much they take, but rather how much they give back including how they conduct themselves with others in everyday life. Indigenized values are not simply rooted in activities that Indigenous peoples adhered to in the past. They are a wholistic way of being that allows persons to be intellectually, emotionally, physically, and spiritually balanced and can be applied to games in sports even to this day.

The literature review documents are divided into 6 sections, plus a Forward on what it means to indigenize sport. The first section (“Introduction”) contains an overview of the process followed in crafting the literature review. The second section (“Summarized Document”) is an abbreviated version of the third section (“Full Document”). The fourth section (“Annotated Bibliographies”) contains annotated bibliographies for readings identified through phases 1-3 (refer to “Methods” for an explanation of the phases). The fifth section (“Definitions”) contains some important definitions. Finally, the sixth section (“References”) contains the full list of readings referred to in this document. Please refer to the previously named documents for a discussion of key concepts which can be used to inform the future development of calls for applications for grants, to generate meaning dialogue and definitions of key concepts like culturally relevant sport for communication with and between stakeholders, and in future education offerings (i.e. coaching / officiating certification or professional development modules, volunteer and mentor training sessions, etc.).

## **Policy Review Results**

The Canadian Sport Policy (CSP) provides a common set of objectives and goals for governments, institutions and organizations to ensure the benefits of sport are relevant, meaningful and accessible for all Canadians. Inter-governmental collaboration in Canada's sport system is managed through bilateral agreements that provide programming and funding to achieve the goals of the CSP. Bilateral agreements are intended to enhance sport participation by all Canadians, particularly historically underrepresented groups (Harvey, 2013; Forsyth & Paraschak, 2013). According to Harvey (2013), there are three types of bilateral agreements: “generic agreements aimed at increasing sport participation; Aboriginal agreements meant to increase the capacity of provincial/territorial sport organizations in charge of Aboriginal sport and physical activity; and agreements to support team travel for participation in the North American Indigenous Games” (p. 60). Bilateral agreements differ among provinces and territories, with some provinces like Manitoba, choosing to combine the agreements.

***General Policy Observations:*** Funding for Bilateral agreements flow through Sport Canada's Sport Support Program. Recently, Sport Canada's Contribution Guidelines for the Sport Support Program (SSP Guidelines) have undergone minor but significant revisions. In the 2015-2019 SSP Guidelines, the Federal-Provincial/Territorial (F-P/T) Bilateral component only included the generic agreement and NAIG team travel agreement. However, in the revised 2015-2022 SSP Guidelines, an Indigenous Bilateral Supplement re-appeared within the Bilateral component. The Indigenous Bilateral Supplement provided provincial and territorial governments with a clear and specific set of objectives intended to enhance the capacity of the Indigenous sport system and increase the amount of culturally relevant sport programming available to Indigenous peoples within the mainstream sport system.

Bilateral agreements are structured to provide flexibility to provincial and territorial governments in terms of how they interpret and implement the CSP (Harvey, 2013). To achieve

flexibility, the operative verbs in the policy are conditional (i.e., “may be used”). As such, the inclusion of key objectives related to Indigenous sport do not necessarily *need* to be included in the provincial agreement; this appears to be the case in Manitoba.

*Potential Policy Implication #1:* While the inherent flexibility in how provinces operationalize their policy agreements allows for greater adaptability to local needs, there is also potential for important areas of Bilateral support to be excluded. This appears to be the case with regard to the proposed activities put forward by Sport Manitoba on behalf of the province of Manitoba.

The “activities” of the Canada-Manitoba Bilateral Agreement on Sport Participation address the first objective of the Indigenous Bilateral Supplement (i.e., to strengthen Indigenous capacity and leadership for the PTASB), it does not address its second objective related to increasing culturally relevant sport programming for Indigenous children and youth at the community level. For reasons unknown, only activities related to community sport and/or 'quality' sport programming (i.e., Xplore Sports, KidSport, and the Aboriginal Coaching Modules) are proposed (see Table 2 below).

**Table 2.** Bilateral Policy and Implementation in Manitoba (2016) <sup>10</sup>

<b>2015-2022 SSP Guidelines</b>	<b>Canada-Manitoba Bilateral Agreement (2016 amendment)</b>
Objective 3. To strengthen Indigenous Capacity and Leadership for the Provincial/Territorial Aboriginal Sport Bodies (PTASBs).	Associated Activity: To strengthen Indigenous capacity and leadership development of the Manitoba Aboriginal Sport and Recreation Council and community leaders.
Objective 4. To increase culturally relevant sport programming for Indigenous children at the community level youth at the community level and to strengthen Indigenous leadership.	Associated Activity: none

The omission of associated activities pertaining to Objective 4 of the 2015 – 2022 SSP Guidelines is problematic as it fails to provide a sufficient directive to entities and programs who receive Bilateral Funding thus it has the potential to deprioritize the objective of increasing culturally relevant sport programming for Indigenous children at the community level youth at the community level and to strengthen Indigenous leadership.

*Potential Policy Implication #2:* In essence, the change in policies removed responsibility for bilateral-funded mainstream sport organizations to adapt their programming to better meet the needs and aspirations of Indigenous communities through culturally relevant sport. The implications of this omission were evident in the discussions pertaining to Indigenous and culturally relevant approaches to sport that emerged in the qualitative data analysis that follows. It is also echoed in the findings of the quantitative analysis and comparison of participation rates

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<sup>10</sup> Funding for NAIG team travel was included in both the 2015-2022 SSP Guidelines and amended 2016 Canada-Manitoba Bilateral Agreement.

between Indigenous and other under-represented groups, which were mostly related to physical literacy and community sport development. Organizations were not mandated to provide culturally relevant programming for Indigenous children and youth.

In addition to the flexibility provided by not mandating particular objectives and activities in the SSP policy guidelines, two other restrictions and conditions are worth noting, for reasons discussed below:

***Policy Restrictions and Conditions:*** The policy analysis revealed the following restrictions and conditions:

- Funding is prioritized for activities that focus on sport and sport-specific skill and leadership development; and,
- Activities should be made available to all regions of the province/territory.

***Potential Policy Implication #3:*** The above noted restriction and conditions have the following potential implications. Firstly, the question of how “sport” and sport-specific skills and leadership development are defined and prioritized emerges, and will be discussed later in the qualitative analysis. For example, “sport” and “culturally relevant sport” are two different concepts. Secondly, given the higher costs of providing activities in rural and remote areas of the province, budget decisions should prioritize the delivery of activities in “all regions” of the province.

The policy also mentions that an annual base contribution amount per jurisdiction is allocated with additional funding based on the Indigenous population and percentage of Indigenous people living in urban vs rural communities, as per the 2016 Statistics Canada Census Results. With one of the highest Indigenous populations in Canada (as of July 2014, there were 148,455 registered First Nation members living in Manitoba), with a total of 88,076 (59.3%) living on reserves, Manitoba’s population is second only to Ontario in terms of total on-reserve populations (Indigenous and Northern Affairs Canada, 2019). It is clear that to be in compliance with the intent of the SSP, activities should also be made available in on reserve in all regions of the province.

***Potential Policy Implications #4:*** While the Manitoba budget allocation for urban vs rural Indigenous communities is not known, the significant Indigenous population that lives on reserve outside of Winnipeg suggests that Bilateral budget priorities need to factor in these added travel costs. This issue will also be addressed in the qualitative analysis, particularly given the high percentage of First Nations and Metis peoples who live in rural, northern and remote areas.

***Organizations Receiving Bilateral Funding:*** Bilateral funding is currently distributed through Sport Manitoba to Indigenous sport organizations (MASRC, WASAC), community organizations (Boys and Girls Clubs of Winnipeg, Spence Neighbourhood Association, Active Start Fitness Program, Sport Programs in Inner City Neighbourhoods), and Provincial Sport Organizations and Sport Programs (Athletics Manitoba, Manitoba Badminton Association, Manitoba Ball Hockey Association, Basketball Manitoba, Cross Country Ski Association of Manitoba, WinnPro Hockey, One 5 Hockey, Ups and Downs of Playing Goal (hockey), Manitoba Lacrosse, Manitoba Paddling Association, Directorat de l’activité sportive du Manitoba (learn to skate), Softball Manitoba, and Volleyball Manitoba) . Sport Manitoba – Community Sport Development Grants and Coaching Academies also received monies.

**Budget Priorities in Bilateral Funding:** How policy gets translated into practice is reflected in the budget priorities. As noted in Table X below, the percentage of funding allocations related to policy objectives and delivered by sport and community organizations illustrates that the PSOs receive the most funding, at 37.6%. This is followed by Community Programs at 23.2% and MASRC Capacity Development at 21.9%. The remainder is dedicated toward Administration (7%) and Community Grants and Coach Academies (10.4%). It is not clear how funding decisions are made by Sport Manitoba with regard to the priorities mentioned above and/or why culturally relevant sport programming specific to Indigenous children and youth is not identified as one of the targeted activities.

Regarding Indigenous Sport Organizations, in addition to the 21.9% received by MASRC, WASAC receives 13.6% (\$85,000) for a combined 35.5% of the Bilateral programming dollars. Stated otherwise, more Bilateral dollars go to non-Indigenous organizations than recognized Indigenous organizations; this issue will be discussed further in the qualitative analysis.

*Potential Policy Implication #5:* The following table (Table 3) summarizes the percentage of overall Bilateral dollars allocated to by organization type, while cross-referencing it to relevant policy objectives from the F-PT Bilateral and MB – Canada Amended Agreement policies.

**Table 3.** Percentage of Funding Allocations to Sport Organizations and Corresponding Policy Objectives Achieved through Funding Allocation(s)

<b>Community organization</b>	<b>Amount</b>	<b>Percentage of overall Bilateral Dollars (%)</b>	<b>Possible Relationship to Policy Objectives</b>
Sport Manitoba Funds Administration*	\$43,500	7	
PSOs/Sport Programs	\$234,500	37.6	Community Sports for Life Program: ... under-represented and marginalized populations to have access to and participate in community sport; Build Indigenous leadership
Community Programs	\$145,100	23.2	Community Sports for Life Program: ... under-represented and marginalized populations to have access to and participate in community sport; Build Indigenous leadership
MASRC Capacity Development	\$136,446	21.9	Build Indigenous leadership; Indigenous community sport development
Community Grants and Coach Academies**	\$65,000	10.4	Unknown
<b>Total Bilateral Annually</b>	<b>\$624,546</b>	<b>100</b>	

With regard to the goals of enhancing Indigenous sport development, it appears that activities specific to Indigenous programming and leadership development are not prioritized among other policy objectives, which may potentially impact how well Bilateral objectives unique to this evaluation are met. Questions related to Indigenous self-determination in the decision-making process with regard to Indigenous sport are also raised.

***Bilateral Activities:*** In addition to MASRC and WASAC, a number of PSO's, community organizations and sport programs provide programming for Indigenous children and youth, as reported in end of year summary reports to Sport Manitoba. PSOs must balance grassroots initiatives and programs targeting the first 4 stages of the *CS4L* model aimed specifically at improving opportunities for children and youth with other aspects of their mandate (including support of stakeholder Clubs, provision of coach, official and volunteer training, scheduling and operation of competition-stream programming [including hosting events], running high performance programming [e.g. provincials teams], and other strategic priorities identified by their Boards) as well as programming which serves underrepresented groups (such as Indigenous peoples, persons with disabilities, New Canadians and members of minority Ethnocultural groups).

***Potential Policy Implications #6:*** The competing goals of PSOs may impact on their ability to prioritize Indigenous programming within their Bilateral activities.

***Communities Impacted by Bilateral Programming:*** Despite differences in organizational and programming mandates, end of year activity reports are designed to uniformly track participation numbers, including Indigenous participants, and indicate that Bilateral funded sport programming impacted urban (Winnipeg), rural, northern and remote communities. Based on information available, the map of Manitoba below (Figure 1) illustrates which First Nations communities received sport programming and/or Indigenous leadership development.

As illustrated in the image below, geographic diversity is weighted in the south in terms of the location of communities impacted by programs operated with support from Bilateral Funds.

**Figure 1.** Map of Communities Impacted by Programs Supported by Bilateral Funding (2015 - 2017)



The Quantitative results shed further light on the geographic distribution of funding/programs/participation through a regional comparison of allocated monies.

**Summary of the Policy Review:** A review of how the Bilateral policy has been operationalized in Manitoba raises some questions regarding the prioritization of 1) culturally relevant sport for Indigenous children and youth; 2) Indigenous programming and capacity development in all regions of Manitoba; 3) prioritization of Indigenous programming and capacity development in funding allocations to Indigenous versus non-Indigenous organizations, particularly in light of the competing goals and objectives of each organization and their ability to prioritize programming for Indigenous sport development.

**Qualitative Results**

In this section, the major qualitative findings are presented thematically according to their relevance and using a strengths-based approach. In addition to highlighting successful practices,

challenges, omissions, gaps and barriers are presented as opportunities for improving the delivery of Bilateral funded programming in support of Indigenous sport and the children and youth who access these programs. These findings are designed to address the question of how well the funded programs/partners are meeting the Indigenous Bilateral Supplement objectives. Each major finding is presented, with sub-themes to help elucidate the issue.

***Theme 1: Equitable participation by Indigenous children and youth in sport depends upon financially sustainable programs and leadership capacity development that diminishes the impacts of systemic and structural racism***

The negative impacts of colonization endure today. Indigenous peoples continue to face discrimination and anti-Indigenous racism in mainstream society with non-Indigenous peoples continuing to demonstrate unhelpful beliefs regarding the superiority of white, western ways and the inferiority of Indigenous peoples, communities and organizations. For reconciliation between Indigenous and non-Indigenous peoples to be realized in sport and society, all Canadians must acknowledge the difficult “truths” of our shared colonial history (Daschuk, 2013) and engage in relationships of mutual respect (TRC, 2015). Developing relationships of mutual respect is key to successful programming within intercultural contexts. Developing an understanding of how inequitable outcomes are enabled and/or supported at an organizational/institutional level is key to addressing systemic racism; where inequitable outcomes between groups exist over time, systemic issues are often in play. Given the desire for Bilateral policies to positively impact Indigenous sport development, structural barriers need to be considered when evaluating participation of Indigenous children and youth in sport programming.

Regarding the overarching goals of the Bilateral program, the evaluation identified a number of strengths related to how Bilateral programs contribute to a more equitable and culturally affirming sport landscape. Programs targeted specifically for Indigenous youth by WASAC, some community groups, and PSOs enable Indigenous youth to access sport opportunities in safe, culturally affirming ways. Although only funded for travel through the Bilateral programs in Manitoba, NAIG programming was often mentioned as an example of important culturally relevant sport for Indigenous children and youth.

Bilateral-funded Indigenous coach capacity development offered by MASRC and PSOs in northern communities provide examples of successful practices that align with the goals of Long Term Aboriginal Athletic Development and demonstrated success in terms of capacity development<sup>11</sup>. Bilateral funded programs in Winnipeg also demonstrated examples of successful relationship building across cultural groups, thus enhancing the program experience for young people from diverse backgrounds. However, the interviews revealed on-going tensions related to race and diversity that must be acknowledged. It is important to note that not every interview participant spoke of race or explicit racism; in truth, discussions about race and racism can be uncomfortable. Racialized beliefs are often embedded and/or implied within interview responses, contributing to a perspective that mainstream community sport spaces feel very “white” and/or Eurocentric. Still, there was a desire for professional development opportunities related to culturally relevant and Indigenous approaches to sport programming. As such, building capacity for Indigenous and non-Indigenous stakeholders, leaders, officials, coaches, mentors,

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<sup>11</sup> While WASAC provides leadership training in northern communities, it was not clear whether Bilateral dollars supplemented the funding from external sources that is used to support the bulk of this programming. Also, participation numbers were not separated out for Indigenous youth on Bilateral year end reports, which limited the analysis of the impact of this programming.

volunteers and child / youth participants speaks to a need to address issues of colonization, racism, culturally relevant and Indigenous programming, and culturally safe and affirming programming. The evaluation identified a number of strengths as well as opportunities for improvement in this regard (please see the section for details).

Importantly, structural barriers that systemically contribute to the exclusion of Indigenous children and youth in terms of accessing sustainably funded sport programs are embedded within narrowly defined and operationalized institutional practices. Reaching the full potential of an Indigenous sport system requires attention to mainstream, western institutional practices that systematically discriminate against Indigenous groups. Capacity building to equalize outcomes across different demographics also requires a focus on those who occupy the most marginalized positions; in the absence of a commitment to change bureaucratic policy, procedures and practices that are grounded in the ‘same old ways’ reproduce inequalities despite intentions.

Toward that end, feedback from the participant interviews was very helpful in identifying how institutional policies and practices (e.g., hiring policies) impact Indigenous children and youth participation, as well as sport leadership and capacity development in Indigenous communities, and provide excellent avenues for consideration. Best practices and challenges, barriers, gaps and opportunities for improvement pertaining to the equitable participation of Indigenous children and youth in sport are summarized in the table below (Table 4).

**Table 4.** Summary of Successful Practices, Challenges, Barriers, Gaps and Opportunities for Improvement related to Equitable Participation by Indigenous Children and Youth in Sport

<i>Equitable participation by Indigenous children and youth in sport depends upon targeted, financially sustainable programs and leadership capacity development that diminishes the impacts of systemic, structural racism</i>	
<b>Successful Practices</b>	<b>Challenges, barriers, gaps and opportunities for improvement</b>
<ul style="list-style-type: none"> <li>• Capacity development for Indigenous youth, leaders and coaches is culturally affirming and prepares youth to expand their horizons</li> <li>• Capacity development for sport leaders working with Indigenous children and youth includes a history of Indigenous peoples in Canada and efforts to address racism in concrete, transparent ways</li> <li>• Program and leadership capacity is strengthened and sustained when funding is specifically targeted toward Indigenous sport programming delivered in the community by the community</li> </ul>	<ul style="list-style-type: none"> <li>• Bilateral policy changes removed targeted funding for Indigenous children and youth, thus limiting their equitable participation in sport</li> <li>• The precarious nature of Bilateral funding and the rising costs of sport participation is a significant barrier</li> <li>• A commitment to more equitable participation and capacity development in the north (rural and remote) is needed</li> <li>• The participation potential of Indigenous youth and communities is constrained by standard/western institutional practices and cultural norms that fail to recognize Indigenous cultural practices and norms</li> <li>• The promotion of successful Bilateral outcomes would be enhanced by the use of program evaluations that assess the quality of experience in addition to participation numbers</li> </ul>

Having presented a summary of these best practices, as well as the challenges, barriers, gaps and opportunities for improvement, they will be explored in greater detail in the sub-section themes which follow.

*Successful practices:* As illustrated in the table above, interviews revealed the following successful practices related to equitable participation by Indigenous children and youth in sport.

*Sub-Theme 1.1 - Capacity development for Indigenous youth, leaders and coaches is culturally affirming and prepares youth to expand their horizons:* Many stakeholders spoke of the need to develop the leadership capacity of Indigenous youth, so that they not only take on important positions as coaches, instructors and officials in their own community, but that they also develop the confidence and competences to travel outside of their communities to represent said communities through sport. Given the transitory nature whereby many Indigenous youth need to travel to larger cities to complete their high school education and/or begin post secondary studies (Halas et al., 2012), opportunities for leadership development that prepares young people to expand their horizons, similar to the model provided by WASAC, was recognized as important.

*There's, right now, there're three Métis competitive paddlers right now that are getting involved with programs and going to schools and doing things like that to actually become role models for the various groups that they are involved with.*

*So once they get from a sport go to an organization where they can learn youth leader[ship] and then come back and work in the sport ... we encourage all them to become coaches, will pay for them to become coaches, officials ... just keep the youth involved because they are huge role models ... they see someone that looks like them and they are way more likely to ... they see me coming and it's like 'oh' (laughs) but they see their people that they know before, it's amazing.*

*So we're not only up North attempting to train coaches, to then train kids in whatever sports they were interested in, but also to encourage them as much as possible through their sport activities to feel a little bit more comfortable leaving the reserves because most communities, and that may have changed in the last few years, only go to a certain level as far as education, then the kids have to leave. Went to Thompson, the Pas, Winnipeg, really depends wherever they are comfortable, and where the province and the feds give them the most opportunity to participate in some kind of post-secondary education.*

*WASAC understands why their leaders don't have a comfort to come to the city of Winnipeg and we're highly bureaucratic, and we got all these bloody rules from experience and sometimes that's a detriment to the kids that are coming from WASAC that have nurtured these kids all the way through, starting at 8 years old all the way until they're 15 and 16. So, how do we build a comfort zone for them to actually transfer to the City of Winnipeg? How do we make them more welcoming? That's been a challenge for us as well and I was involved in a thing that we did in early 2000's where we got a group, six of us came together and we've got to make the city of Winnipeg as an*

*organization, more welcoming to the Indigenous employees.*

As illustrated in the above quotes, the presence of identifiable community sport leaders who are Indigenous and come from the communities in which programs are offered, promotes and supports recruitment of children and youth, while fostering their equitable participation in sport. Furthermore, leadership training and opportunities have the capacity to instill valuable life skills in youth and young adult sport leaders.

*Sub-Theme 1.2 - Capacity development for sport leaders working with Indigenous children and youth includes a history of Indigenous peoples in Canada and efforts to address racism in concrete, and transparent ways:* Sport staff training (at organizations across Manitoba) that includes a history of Indigenous peoples in Canada, from earliest times, through to contact with European colonizers and into the present day, provides a meaningful context for understanding one's work with Indigenous children and youth.

Anti-racism training was also viewed as fundamental for non-Indigenous peoples working in Indigenous sport. The example provided by the City of Winnipeg, where Indigenous history is a key component of staff training, opens up possibilities for professional development training for sport leaders and practitioners working inter-culturally with Indigenous peoples both within the city of Winnipeg and the wider Manitoba community. Furthermore, the Aboriginal Sport Module delivered by MASRC, and which is a component of the Coaching Association of Canada (CAC)'s National Coaching Certification Program (NCCP), was also identified as an entry point for anti-racism training.

*Well, so much from the history of Indigenous people has been buried and I think that's a challenge. We are trying to overcome it as the city of Winnipeg is, and all our staff now are trained or educated in Indigenous history. I'm happy that our Community Relations department is one of the leads in terms of our frontline staff having that opportunity. So, that is the challenge and I think when our programming moves forward, there is a much deeper understanding and respect for what we're trying to do.*

*There's lots of racism. We don't hide from it, by the way. Every now and then, we call it a bitch session! But it's healthy. It's healthy for people to air it out. But what we really need to do and what we've been seeing is, people are filming [racist acts] now right. I think that's way more healthy that it brings the problem into the open. We'll never change some people's minds to who they are. But if we expose it, it makes it more uncomfortable for them to do what they're doing.*

Similar to the required City of Winnipeg training on Indigenous history, the opportunity to mandate anti-racism training for Sport Manitoba staff, PSOs and other groups, with certified coaching staff working with Indigenous populations was identified by stakeholders.

*Maybe they can take the Aboriginal coaching modules, which helps them deal with racism and helps them deal with all sorts of things ...*

*Sub-Theme 1.3 - Program and leadership capacity is strengthened and sustained when funding is specifically targeted toward Indigenous sport programming delivered in the*

*community by the community:* Targeting Bilateral dollars specifically for use within Indigenous communities was seen as one way to produce sustainable program and leadership capacity.

*It's a significant amount of money and definitely if we could start maybe targeting, I mean I know we have some generic outcomes, so be nice if we had some specific outcomes that we want to achieve. And maybe, you know, focus on one particular area.*

*...look around and I try a few communities and see when someone like grabs, look like for that community that has someone that's going to grab onto your sport and then, heavily invest in, because it's one thing to go to 15 communities once, and sort of have a splash of energy and leave, and there's no follow-up and no long-term investment, that's not going to make an impact on our lives. But if there's someone there, who's going to actually start a program, or at the least open up the gym to allow them to do it, then that's worth investing over and over again.*

*I would say we should provide the funding for Indigenous development outside of the major cities to an Indigenous group. It would still go through Sport Manitoba, because I think Sport Manitoba is the one organization that can provide the assistance for the sport development side of the things, even when it comes to fitness and all the stuff that's important for kids to partake in ...*

However, it is important to note that repeat visitation and sustained contact with communities does not always lead to sustainable programming or the development of leadership capacity. As evidence by the following interview excerpts, community perceptions of the roles of program facilitators from outside the community can also hinder attempts to foster autonomous programming.

*Primarily these [Outreach programs] have been geared a little bit more towards the athletes. There have been a number of cases where follow-ups have occurred that have been transitioned a little bit more into the coaching components. We haven't done a ton of officiating sessions, but sometimes those elements are included a little bit when we are talking about how to run [an event].*

*There are some teachers or coaches, that will stay with the students/athletes during our sessions. That's ideal because they want to learn from what we're doing, they'll take notes and they ask questions and it's amazing. Other times unfortunately, it's treated like a substitute for the day.*

Targeting Bilateral dollars directly for use within Indigenous communities was seen as the most efficient way to produce long term impacts; by investing in community capacity, the long-term investment from the community is enhanced.

*I know in my experience from other organizations and other facilitation I've done, it's great to bring people together such as lets all go to Winnipeg for a conference, but it's so much more impactful if you can see it happen in your own building or your own facility with your own volunteers or your own community members participating, so I believe*

*those organizations that are willing to go out and put the effort into travelling and do those local visits are really leading the way, aside from programming, because you can put a program in a box and send it on its way, but there is nothing like having that on site connection.*

*We like the idea of the local people being invested in what they're offering. It costs more for us to keep coming to a community and offering stuff and they're not getting as much follow-up as they share. So, if anything is going to actually impact the community, it's got to be the community driven. So, that's our desires to do that.*

*What we have been focusing on, is a lot more leadership training, rather than youth programs. So, the community can take that side of it. It's more coach education, volunteer education aspect of it. It's what we focus on. We have been focusing on, so that they can sort of meet their own needs, rather than requiring outside supplements.*

*I mean if there were unlimited dollars I would certainly encourage, you know, some Aboriginal communities to train, like go to school, train these leaders and then hopefully they would stay within the community and offer some programming and there will be a lot of more sustainability.*

None the less, to invest in community, one must travel to the community and be prepared to stay connected for the long run; otherwise, programs won't last.

*... if, [community] wanted to come down and participate in the boy's or a men's championship they would need a certified coach, for example. One of our certified coaches will come up there and certify coaches, we'll, instead of one coach coming and getting certified, all of a sudden there's eight people in the gym wanting to get certified. That not only helps us by putting more coaches through our program that helps our community. All of a sudden eight people know how to coach a team properly instead of just one.*

*We're not looking in regard to the bilateral specifically. We're not saying we want to take these athletes all the way to the elite provincial team program. I think that's, we said softer goals or more realistic goals given that we've just had realistically two and a half years within this community, within this region's trying to not only, you know expose people to the sport but create sustainable programs in communities with stakeholders which has been a real challenge.*

*But you can't just throw money at a program and hope that it runs. You have to have volunteers, you have to have the coaches, you have to have the will of the community to make it work. ... I think if we actually try to go in like I said parachute a program in the community and there is no one left behind training or whatever for the leaders then it just falls apart.*

In other cases, host communities do not want official or coach training. This in turn reduces the potential impact of programs, hindering the transfer of knowledge from PSO staff members, many of whom are coach trainers, to regional or community-based sport leaders.

*... we try to do coach outreach along with the athlete development clinics wherever possible. But depending on what's being requested sometimes that doesn't happen the way we'd like it to.*

This in turn leads to a frustration on the part of coaching and training staff members, as well as PSO Executive Directors, who subsequently prioritize Bilateral funding for use with programs in communities with plans to operate sustainable and autonomous programs. This replicates existing PSO models whereby the role of the PSO is to support Club development and Club-led initiatives, thereby freeing up the PSO to run competitions and events of benefit to the majority of its sporting community stakeholders, as well as high performance training and teams, as well as coach and official certification programs.

As noted by one stakeholder, investing in the communities could lead to being more proactive, versus reactive, when it comes to identifying and responding to community needs.

*I think a lot more could be done to be more proactive, and perhaps fewer - and this is just off the top of my head, with no research behind it - fewer dollars in the reactive grant pot and more, whether that is put towards a paid staff position or part time contract position or something, to be that person that is familiar with the communities or even from the communities, and is able to travel around and make those connections and be more of that proactive side of things, rather than us sitting here at my computer waiting for a grant to come in.*

This in turn could help to foster community interest in leadership training and certification for officials and coaches, ultimately improving community self-sufficiency and autonomy, putting community sports programs on par with Clubs who operate grassroots programs aimed at the initial four CS4L stages, which then feed into (if desired) higher levels of athlete driven sport participation, including but not limited to participation in regional leagues, events or competitions.

*Challenges, barriers, gaps and opportunities for improvement:* Overcoming systemic barriers that diminish successful outcomes is difficult but as the successful practices above suggest, not impossible. As much, the challenges, barriers and gaps below are presented as opportunities for improvement with potential solution presented in the RECOMMENDATIONS section.

*Sub-Theme 1.4 - Bilateral policy changes removed targeted funding for Indigenous children and youth, thus limiting their equitable participation in sport:* During the evaluation years involved in this study, Bilateral policy changes led to a situation whereby funding was no longer directly targeted toward Indigenous youth; rather, Indigenous youth were grouped together within the category of under-represented, marginalized populations (e.g., newcomers). This has resulted in an already under-resourced pool of money being split between different

demographic groups because sport organizations were not mandated to provide programming specific to Indigenous groups.

*Well going back to the bilateral to start with when it first came out it was Indigenous youth which was great it was really easy and the PSOs were more than willing to help out and then they changed it about 5 years ago to Indigenous and under representative which went to new comers.*

*Funding is being used for under-represented populations such as low-income, new immigrants, women, etc. These are all good programs/projects but it's not always being used for Indigenous children and youth.*

*There is never enough money.*

*Sub-Theme 1.5 - The value of Bilateral funding and the rising costs of sport participation is a significant barrier to equitable sport programming for Indigenous children and youth: The precarious nature of the funding also creates stress on program planning related to sustaining programming after the initial funding has been received. Additional funding- and cost-related stressors include the increasing cost of sport participation in general, as well as the cost of travel for sport in the north in particular. These factors have obvious implications regarding the ability of Indigenous children and youth to access sport programs.*

*The biggest roadblock in providing programming is funding ... to provide the quality programming that kids need.*

*Because, [even] after about 8 years now, they don't know where their next funding is coming from. And so, that's the hard task.*

*We don't know if we will get funding or not, so we cannot offer nothing to the communities because we don't know ...consistency, we want to provide something from year to year, but we can't do anything because of trust and you don't know what is going to happen next year or in a month or two. So, then you can't do anything, you just react. And that's all we are doing....*

*I don't know, without it [bilateral funding] we wouldn't be able to do what we do. If there wasn't a commitment, obviously if we don't have the revenue, we can't budget to do that. I mean, I'd lose my job fairly easily. Our sport would be in trouble if all our money got spent on developing. It's, it's very expensive, let's put it that way. For funding, if we don't have it, I don't think we can do fifty percent of what we do out there.*

The rising cost of sport in general adds to the difficulties for Indigenous children and youth to participate in sports. Whether for equipment, accessing facilities or having resources to travel, participation rates diminish as the cost to participate increases.

*I've been able to help Indigenous groups navigate the existing sports system. But, it still like you look at the cost to run 60 teams and it's about 180 grand a year and that's just*

*basic hockey, right? And you're borrowing and getting equipment from a variety of different sources because kids can't afford them. The kids use outdoor ice, because indoor ice is, it is too expensive to practice. So, sometimes they don't practice as much.*

*So if your parents or aunt and uncle have a car then you get to go play the sport.*

*... sport has basically become an expensive activity. So, if the community or the families don't have the availability of funds, it's often difficult to get the programming going or sustaining it.*

*The program that was created that time was good.... there was nothing in a template....it was a struggle because of financial restrictions and travel. Distances to get to ... in the winters, you have to think about a year or two ahead if you want to do anything. And that is why staying close to the community makes a difference.*

*Sub-Theme 1.6 - A commitment to more equitable participation and capacity development in the north (rural and remote) is needed:* The costs of sport development in the north far exceeds the available funding, which helps explain why the majority of Bilateral programs seem to be located heavily in Winnipeg and driveable communities in the south. Both the costs of travel and time required to travel have financial implications on a sport organization's decision whether to engage in northern programming. It should also be noted that additional, non-financial, barriers to travel exist. These issues were discussed by several PSOs and are reported later.

*We did the northern programs, I couldn't even tell you I don't remember the percentage of funding that went to the North and the percentage that went to the inner city.*

*There is a lot of money that has to go into the North just for getting people into the North to do any of their programming out there, so if I went back, I would guess [put] more money into the North than into the inner city. Because there is a whole bunch of partners you can work with for the inner city because they are all working with the same kids. Up north you've got the feds and the province they already are in for their half of the money that's going into their programs, and then whatever the community was willing to put in, which in most cases was not a lot, for isolation, because they didn't have any extra funding for that. For the non-isolated communities, we got a fair chunk from the Band Council to help out with things that were maybe missing as far as what we could provide.*

*Isolated communities, if in my opinion, if programs are going to work up there, more money needs to be put into travelling so the kids can get out and have experiences beyond within their own community.*

To address the gap in northern programming, a commitment to travel outside of Winnipeg must be factored into strategic priorities and budget planning; in the absence of such a commitment, sport development in the north will be limited.

*I am sure the (PSO ED) would go out and do stuff. But the Board said no because they want to focus on the city. So that was a Board decision of theirs to focus on the city.*

*It would be helpful for Sport Manitoba to work more closely with organizations that are servicing and working alongside First Nation communities to create a plan to service more communities outside of Winnipeg, as the organization is a province-wide service.*

*Are you talking [about] opportunities for Aboriginal children in Winnipeg...or are you talking about in a remote community where there is only a road for 3 months of the year where they can bring equipment through? Anything has to happen then and by the time any government organization get their funding stuff... it's already too late ... it is winter road and if you have to fly you don't have enough money because the costs is too high to fly in. There is no way to ensure they have equal access.*

As illustrated above, several interviewees acknowledged the need to move outside of the perimeter / city of Winnipeg with regards to program delivery. While some noted barriers to undertaking said programming, others indicated positive developments in these areas, reflecting recent changes in leadership and / or increased urban capacity and program sustainability which enabled said outward growth. For example, one stakeholder noted:

*There's obviously a large concentration of the programming that is happening in the city of Winnipeg. There are some training groups and there is definitely some activities and some growth outside of the perimeter which is great. And we've been making a conscious effort over the past number of years to get out into rural MB more. A lot of the of the outreach clinics do happen outside of the perimeter now, so that has been positive.*

Other stakeholders supported this perspective, stating:

*In some ways that was necessary for a while because we have to get our own house in order before we can start inviting other people into it.*

*Sub-Themes 1.7 - The participation potential of Indigenous youth and communities is constrained by standard / western institutional practices and cultural norms that fail to recognize Indigenous cultural practices and norms:* The disconnect between mainstream sport and Indigenous sport was evident to a number of stakeholders; efforts to be more responsive within the articulation of their goals for Indigenous programming were constrained by bureaucracy.

*...we found ourselves like fighting a lot of really bureaucratic things, it just didn't make sense for what we want to do.*

*And so, like even then there's a ton of bureaucratic stuff that we fought when we were trying to get our teams in, like. So, I think in general, those sports organizations have really had a hard time because their mandates are very limited, and they don't have much flexibility in the model, right?*

*And I think also they [Sport Manitoba] are very rigid in how they fund stuff too? It has to go ... even with bilaterally we can only get money for covering league costs and things like that which means basically ... money went back to them (laughs).*

For some, the 'whiteness' of mainstream sport was evident, but the reasons why were less so. The narrow definition of sport in the Bilateral program limited the types of Indigenous cultural activities that could be offered and/or supported by the funding.

*We are a completely white sport. I can ... you need to look around and it's a pretty monochromatic sport. And I don't necessarily know why that is or if there's something that we can get actively going to change that or what, I am not sure.*

*Well and one of the things of the bilateral program is that any program you run needs to be a sport. ... we had a lot of challenges because we couldn't fit [the] traditional model.*

*I mean, we will definitely assist Aboriginal communities if they want to develop sport in their communities. We don't get involved in say, promoting or advertising or supporting, let's say Pow Wows. But if they are doing Treaty Day, maybe they're doing some sport development like a volleyball tournament, we would get involved in that aspect. But we, at least me myself, I don't do any specific cultural activities with these communities.*

The focus on competitive sport development was also seen by several stakeholders as being counter to Indigenous values of cooperation; this was perceived to be a barrier to engaging young participants.

*The addition that was just built unto the Sport Manitoba building is called the Sport for Life center. Not the competition for life center. It's the Sport for Life center.*

*Your initial questions here today were regrading culturally significant sport or culturally significant physical activity. I think that, and I am going back to the Akwesasne example, by trying to go in and mold it to teaching people to be competitive level coaches who have never competed and who were taken kids who have not yet fully embraced the sport itself and dealing with them in a competitive manner. I think we may be on the wrong track. I think we have to be teaching our coaches in Aboriginal communities to deliver the sport to the kids and the adults, to the community members before we start to be level 1 level 2 level 3 competitive ....*

*PSOs will say, we're community sport but the end goal is always to get somebody to go to the Olympics, that's their end goal right. So, participation then falls on the community. What model do we use, like in the community? ... most sport is delivered by volunteers. So, we use the professional model because that's what we're bombarded with every day. And what is that? It's an elitist model, So, participation in um, the sports all wonder, like the mass sports like soccer and hockey. They all wonder why kids drop off at 11/12, well, we select them out of the sport. Their models are elitist and so we actually eliminate kids.*

*Sub-Theme 1.8 - The promotion of successful Bilateral outcomes would be enhanced by the use of program evaluations that assess the quality of experience in addition to participation numbers:* Several stakeholders expressed concerns about focusing on quantitative metrics of success, and spoke to the importance of designing metrics of success that improved reporting. One stakeholder describe this best, noting:

*So if we reached 30 percent Indigenous kids that summer then we believe that statistic is a positive measurement. Which I don't agree with, because the quality of the programming needs to come into question, not simply the brief encounter you may have had with a First Nations community, or a group of children at an outdoor festival that you can label as being Indigenous because they have brown skin. There is a severe lack of integration and community approach into how we deliver physical literacy programming to reach Indigenous communities, and underserved areas and I don't believe that by doing a statistical analysis at the end of the program to show how many Indigenous children you reached that year is a true depiction of a program's success.*

This section has highlighted the importance of financially sustainable programs and leadership capacity development that diminishes the impacts of systemic and structural racism for the equitable participation by Indigenous children and youth in sport. The following section explores themes and sub-themes related to the need for clear definitions of Indigenous and Culturally-Relevant Sport.

## ***Theme 2: Successful Bilateral outcomes depend upon a clear understanding of and commitment to Indigenous and culturally relevant sport***

As recognized in Canadian sport policy, understanding the meaning of Indigenous and culturally relevant sport is foundational to the successful delivery of meaningful and relevant programming for Indigenous children and youth. For example, the *Let's Get Moving* (2018) policy document highlights the need to “work with Indigenous partners to apply Indigenous perspectives to identify cultural-based values of physical activity and movement” (Cultural norms, 1.8). Indigenous sport organizations like MASRC, WASAC, by the nature of their organizational structure which includes Indigenous staff, volunteers, board members, etc, are positioned well to apply Indigenous perspectives and cultural values in their programming. Non-Indigenous sport organizations will experience different challenges, particularly if they do not have working connections with Indigenous staff, volunteers, board members, etc.

Despite the clear and changing policy expectations for respectful engagement with Indigenous peoples and communities, a majority of stakeholder participants felt they could not speak to or define what Indigenous and culturally relevant sport is, therefore they were unsure whether they were carrying out programming that was culturally relevant and/or designed in ways that respect Indigenous approaches to sport delivery. The demonstrated lack of knowledge regarding Indigenous and culturally-relevant sport coincides with the policy observations above (please see Policy Review Results) that highlight how the Bilateral Supplement did not include an actionable program activity related to increasing culturally relevant sport programming for Indigenous youth at the community level. It is difficult to achieve a goal or objective if you do not know that it exists, or are not encouraged to meet it; mandating or creating an actionable program activity related to increasing culturally relevant sport programming for Indigenous youth at the community level could achieve this.

Focusing on strengths, some interview respondents clearly described approaches to programming that resonate with definitions of Indigenous and culturally relevant approaches to sport (see Kosmenko et al., 2018) despite lacking an understanding of, or being able to define, the terms; these are noted as successful practices below and can also be found in the section titled Building Indigenous Community Sport Capacity: The Example of Softball).

Recognizing challenges, barriers and gaps as opportunities for improvement, it became evident that there is a need for a clear and tangible definition of culturally relevant sport for sport / recreation providers, to ensure they are adequately included in programming, and to create programming that embodies and encompasses both Indigenous and culturally relevant sport. A summary of both strengths and challenges, barriers, gaps and opportunities for improvement which emerged from the qualitative analysis of interviews is presented in Table 5.

**Table 5.** Summary of Successful Practices, Challenges, Barriers, Gaps and Opportunities in Indigenous Sport Programming in Manitoba

<b><i>Successful Bilateral outcomes depend upon a clear understanding of and commitment to Indigenous and culturally relevant sport</i></b>	
<b>Successful Practices</b>	<b>Challenges, barriers, gaps and opportunities for improvement</b>
<ul style="list-style-type: none"> <li>• Culturally relevant approaches respect Indigenous self-determination</li> <li>• Culturally relevant approaches reconnect Indigenous youth with their cultures and communities in purposeful ways</li> <li>• Culturally relevant approaches demonstrate knowledge of community interests and strengths</li> <li>• Culturally relevant approaches develop the capacity of Indigenous sport leaders</li> <li>• Bilateral program stakeholders see the benefits of developing their professional capacity related to culturally relevant programming</li> </ul>	<ul style="list-style-type: none"> <li>• Absence of a commitment to Indigenous and culturally relevant sport</li> <li>• Lack of knowledge about culturally relevant and Indigenous approaches to sport</li> <li>• The narrow definition of “sport” in the Bilateral funding limits the diversity of culturally relevant programming on offer</li> <li>• Absence of a commitment to hire Indigenous staff to influence culturally relevant programming</li> </ul>

*Successful practices:* For programming to be successful, it is important for sport providers, coaches (and instructors, mentors and volunteers), and officials to have an understanding of what resonates within particular communities while also finding ways to involve Indigenous children and youth in determining their programming choices. It is also important to provide diverse options that extend beyond mainstream conceptions of sport to embrace land-based activities.

Approaches to culturally relevant sport should consider the need for reconciliation between cultures and recognize that there are benefits for Indigenous youth when exposed to Indigenous cultural ways, as it allows them to grow and reclaim their cultural connections. Furthermore, culturally relevant sport and its facilitation of exposure to Indigenous cultural ways, provides meaningful opportunities to build cross-cultural understanding.

Participants, irrespective of whether they were able to define, or were currently providing, culturally relevant sport acknowledged the need for community input in defining what

is culturally relevant. This recognition spanned the need to recognize diverse practices as culturally relevant, demonstrating an understanding that culturally relevant practices can and do shift depending on cultural and geographic context. In participating in the Bilateral Evaluation, some participants expressed a desire to learn about and deliver culturally relevant programming, but acknowledge the need for community and / or expert support and facilitated capacity building to do so. The following sub-themes, and their associated exemplar quotes pulled from interview transcripts, demonstrate where culturally relevant programming is offered as well as opportunities for improvement.

*Sub-Theme 2.1 - Culturally relevant approaches respect Indigenous self-determination:* Culturally relevant approaches to Indigenous sport respect the need for Indigenous peoples, communities and organizations (e.g., MASRC, WASAC) to drive the decision-making process. The need for Indigenous self-determination in defining the meaning of what is culturally relevant was an observation made by a number of non-Indigenous respondents.

*For me, it's a hard question for me to answer as someone who's not Indigenous because to me best practices in Indigenous sports is that it's driven by Indigenous people. Taught by Indigenous people who are experts in those areas. Driven by youth who want to learn it. That's how I would look at best practices in Indigenous sport.*

*We have tried... who am I to say what's a culturally relevant program? [laughter]. That should come from the community.*

*I think it should be led by an Aboriginal/ Indigenous organization. I mean, it's kind of like, I don't know what it's like, but I'm not Indigenous.*

As one stakeholder mentioned, having connections with Indigenous communities is key to ensuring that what counts as culturally relevant is identified, and then acted upon.

*I would definitely say, knowing who to connect with in the Indigenous communities, and also myself not having the education or training on culturally relevant activities or sport or all of the above, and so I certainly am not the right person to be going to those communities to be leading those programs ... You know, it was more about you tell us what you need, and we'll figure out how we can make that happen. So that would be number one.*

*Whatever it is that turns the crank of the community should be celebrated ...*

The importance of community connections and involvement in program planning, delivery and sustainability is highlighted further in the examples of positive relationship-based programming delivered by PSOs and Northern Indigenous Communities (please see Building Indigenous Community Sport Capacity: The Example of Softball).

*Sub-Theme 2.2 - Culturally relevant approaches reconnect Indigenous youth with their culture(s) and communities in purposeful ways:* Colonization was intended to purposefully disconnect Indigenous children and youth from their culture(s); reconciliation through sport

provides opportunities to reconnect young people to their cultures and communities through diverse cultural practices such as the North American Indigenous Games, Anishinaabe Pride, and other activities offered by WASAC, MASRC etc, including land-based activities. Providing youth with opportunities to drive their own programming choices is also key.

*Sometimes, it's more about reconciliation and looking at just how we work together with other cultures. Sometimes we introduce certain programs that are culturally relevant to Indigenous youth because we know that not all Indigenous youth have strong ties to their culture. And even if they do you know they still would enhance and grow.*

*... again with Indigenous sport, [sport] is very cultural.*

*As youth request, we do like referrals as youth aged out of different programs or our program no longer fits, we do lots of referrals to like NAIG and things like that, where it's appropriate, where opportunities can be provided to youth if there are more opportunities through Aboriginal sport then we send them there.*

Connection to culture also happens via exposure to traditional and contemporary cultural teachings which are at times embedded within sport programming.

*Culturally relevant sport...so when we go and do stuff we try and include culture in it so ... they do talks about culture they do talks about the wheel... how kids shouldn't be acting all sorts of stuff like that.*

*Like why are the Indigenous games not Indigenous games like traditional games so that is another I think part and somewhere down the line I don't know if there is consensus or is there consensus in that they're the population that that's the best way to go and do we wanna' teach volleyball or should we be teaching in I don't know a traditional game that's more along the lines of, the question of is it culturally relevant, or do we want health and physical activity and wellbeing, well maybe that's an easier thing to teach than something where you might not have good volleyball equipment. I guess that's a question for further down the road but yeah.*

Re-connecting youth to, and through, land-based activities was viewed as particularly relevant, given the values-based relationship between participants and the land they used to participate in programming.

*Kids should choose where they wanna' go and so, we have to change that, have a paradigm and shift in thinking that sport is for everyone and they should be trying all kinds of different things and exploring movement and that's why land-based activity becomes really important; because it's not just about competing. It's also about how do you relate to the land itself? How do you relate to the different environment situations? How do you relate to ice, and snow and mud and grass and hills and air and all of that. And how do you respect it right? Because you have to have a respect for all of that in an urban environment; and I think if you talk about reconciliation, I think this is where Indigenous people can make the biggest difference, because they can lead that.*

*I guess the biggest thing is, is it something they want....and it's a different approach. One of the guys who was here earlier today, he is a Métis paddler, he just took his own time and spent a few days out in Akwesasne with a contact of his to look at the paddling program and delivery. It was so interesting to hear what they're doing out there .... their program is developing elite level paddlers, and both canoeing and kayak and strengthening, like Olympic level .... their program as they are delivering it, has nothing to do with competing. It has to do with them paddling, it has to do with their connection to the water, it has to do with the areas they're going to being culturally sensitive and interesting. Those are all priorities, over racing.*

*I wouldn't say that hunting has any direct impact on development. It's more so just the entry to the competition format.*

*We have more people coming into the sport through rural recreational shooting and hunting which means usually its far more family orientated. it's a family activity that took place in nature or on private property, in an informal capacity and then somebody sought out programming or events and then we see some people coming from that route.*

As the above quotes illustrate, land-based programming prioritises culturally relevant practices, family and community connections built and maintained through land-based practices, personal challenge and (activity pending) travel to culturally sensitive / meaningful areas and locations. Additionally, in the case of hunting and paddling, it can act as a gateway or introduction to formalized sport(s), and sometimes, competition-format versions of land-based activities.

*Sub-Theme 2.3 - Culturally relevant approaches demonstrate knowledge of community interests and strengths:* It is important to know what individuals and communities like to do while also building on available options. As the many examples below demonstrate, the scope of what is meaningful or popular is quite diverse and unique to the participants and/or communities involved.

*I think we do definitely understand or try to take into consideration the fact that sport definitely means different things to a large number of people and within a large number of different capacities. So, it serves a different role in different people's lives in a very different way. So, we're definitely aware of that and try to keep that in mind when we're planning and organizing programs. ... That's a little bit harder to promote but that is kind of the essence of trying to make something relevant to different communities. But it's trying to learn what everybody needs and then we can sort of start promoting stuff different and more effectively, I guess.*

*The first question is what is culturally relevant...canoeing, paddling are big in the north.*

*I think we try to hit the most popular sports. I think that attracts a relatively good amount of participation from the indigenous.*

*We have 30 to 40 kids coming out to play baseball and having a great time. And for most of them, their first exposure to baseball would be in our baseball program.*

*We introduced this sports exploration piece because the Futsal program and the basketball program are so sports specific that we found that not all youth fit into those two categories and that's one of the reasons actually why we were bringing in a lot more Para sports.*

*Racing is what you do when you have time. This is what you do because of your culture and your .... So that's where we have to go. That's the advice I would give to people. I never been to a remote Aboriginal community where whatever plan I had worked. If you can't think on your feet and change it to fit the audience, you get that day you may as well pack up and go home.*

Adapting to the interests of individual participants and/or groups is also key.

*But really, everything we do is to try to be open for the kids. Sometimes for instance we will have a shy kid that might not take well to group activities. We will try to work our best and have him work with kids. Everything we do is to try and make this the best program for the youth. And through years and years of experience, what works and what doesn't. And being open and listening to what the kids want from the program.*

*Like I noted, we had some, some of our kids come through and they're swimmers and hockey players and they do the multi sport thing. And then if they're really interested in archery then they leave those sports to, to focus entirely archery.*

*Because with that I'm just inviting people into an experience and it's not actually positive in the first place. So, I have to make sure the program that I'm trying to convince them is worth their time to be involved in, is actually worth their time to be involved in. But it's also that not every community, and not every culture, and not every background has the same priorities. So, our priorities either need to match theirs, or we need to change ours to match theirs, or we need to provide a different version of the program they can work better in those ...*

This speaks to the importance of Indigenous self-determination in sport and activity development, planning, implementation and delivery, and the important role of fostering partnerships between communities, PSOs and community organizations.

*Sub-Theme 2.4 - Culturally relevant approaches develop the capacity of Indigenous sport leaders:* The need to invest in gender-equitable Indigenous community sport leadership is integral to providing culturally relevant approaches. The focus on capacity development and identifying leaders from within Indigenous communities is key, and points to the importance of the Bilateral investment in this area through the activities of MASRC and WASAC, as well as the need for relationship building through MASRC and/or directly in the communities.

*We are very proud that a lot of the youth and workers that have come up through our programs have been WASAC participants in the past. So they kind of know the expectations. They have been part of the program for years, so they know what to expect. And if we have someone who comes on as a worker and has not been a part of WASAC before, there is very good peer mentoring from the other leaders to show them the ropes. That's' how it works.*

*There are other organizations that are led by Indigenous people and it's very difficult for a white person or a non-Indigenous person is a better term, to go into a community and determine even with the community, what is best for them. The community has to make that kind of decision, and I think working with Indigenous leadership, ideally, would be a perfect way to go, depending on that group and how good they are, I can't make any comments on anything other than MASRC and WASAC because those are the two groups I've worked with the most.*

*The best practices again are hiring from communities, coaches that represent the population that is being served.*

*Now, we have a long road to recovery for all people, but that's why it's important and I think our staff are starting to understand and invite Indigenous leaders to our table and bring them all in to Turtle Island and help the cross pollination of ideas happen. Hire Indigenous leaders and work with a group like WASAC, who we found produced great program leaders.*

*Also I think females would be coaches that would reflect a part of the culture. That is something that we continue to struggle with. We have been getting better, in that, we have a female team, we want a female coach, ideally, we want a female, in an Indigenous community, and we want an Indigenous female coach.*

Issues related to identification and support for Indigenous community sport leadership is discussed further from the PSO perspective in Theme 1: Equitable participation by Indigenous children and youth in sport depends upon financially sustainable programs and leadership capacity development that diminishes the impacts of systemic and structural racism.

Irrespective of the parties involved, the end goal is to create not only capacity within the community, but autonomy.

*So those Aboriginal communities have actually taken up, I guess an active role in making sport and recreation a priority. With staff people in positions or even some really strong community leaders who are willing to, you know be the champion within their own community, that's when I find its most successful.*

*I mean the ideal program.... the ideal program would be the people in the community don't even know we exist. There're people of the community who have the skills that can deliver the program as an Aboriginal person to another Aboriginal person knowing all the cultural sensitivities, the community sensitivities and everything else. That's what we're trying to nurture. Cause you can send me, no matter how many people I know, no*

*matter how long, I've never lived there. I don't have all that information. It's just the way it is.*

Successful relationship-based community programs, operated with support from PSOs and other outside entities, which are based on the premise of autonomy are highlighted in the Building Indigenous Community Sport Capacity: The Example of Softball section.

*Sub-Theme 2.5 - Bilateral program stakeholders see the benefits of developing their professional capacity related to culturally relevant programming:* Presented here as an important opportunity, one stakeholder suggested that training related to culturally relevant programming would be valuable for sport leaders at all levels, from grassroots up through to administrative and leadership positions.

*If there was an opportunity to have training on culturally relevant activities or programming, that might be something that would be good for the region and myself and my coworkers to be able to offer to the rec directors as well, because often the rec directors are looking for that programming, so they would be great for that even, so if not just our staff but also those that are nestled right there in the communities even deeper than we are, that would be a great opportunity.*

*Challenges, barriers, gaps and opportunities for improvement:* Many interview participants spoke of their lack of knowledge of and/or commitment to providing culturally relevant sport and/or were challenged when asked to provide their conceptualization of what Indigenous and culturally relevant sport was; for some, it was a concept that hadn't even been considered within their job portfolio or organization's mandate. Further complicating the issue, some stakeholders spoke about the narrow and constricting definition of "sport" which constrained the type of programming on offer. Despite a lack of training on culturally relevant sport, some described playing games that connected with Indigenous culture; yet, there was little acknowledgement of a cultural connection when introducing activities. These gaps and challenges are described in greater detail in Sub-Themes 2.6 through 2.9.

*Sub-Theme 2.6 - Absence of a commitment to Indigenous and culturally relevant sport:* As mentioned earlier, a commitment to Indigenous and culturally relevant sport begins with policy, from which programs and practices then emerge. A barrier to culturally relevant sport, for Indigenous children and youth, is the lack of organizational policy mandating this cultural approach.

*I don't know if Sport Manitoba has an "official" definition of sport or culturally-relevant sport. [Expanding further ...] I don't, in my position specifically focus on Aboriginal development. ... I mean I could certainly do more. I just, you know, it's not really mandated of us, at this point anyways.*

*My organization does not define culturally relevant sport.*

*If the goal is to provide specifically culturally relevant programming, in our (community) programs, we're not doing that. But that's also not the goals in our program so I think it*

*depends on how you look at that.*

Without policies and goals to promote culturally relevant sport, it was difficult for stakeholders to know how to deliver said programming.

*This is very facilitator specific. As we do not provide actual training to staff on games, and cultural relevant sport. However, we will play games that come from a traditional Aboriginal games perspective (ex. Fox and Rabbit). However, not all facilitators will acknowledge that when teaching the game.*

*At this point we don't have any programming that focuses on traditional activities and I'm just trying to think, as far as cultural, we don't really have any in our sport program we don't really have any. I would say, we don't have any culturally relevant programming.*

[In speaking to ways of integrating Indigenous youth within a program with a high number of newcomer youth]: *So I think I would just need some clear direction as to what are the best ways to incorporate culturally relevant programs and if it's best to do so as part of a larger and existing sport program or if it would be better to start and deliver a program that already has that embedded.*

These challenges were echoed by all interviewees, as illustrated in sub-themes six, highlighting the importance of sharing success stories, so that those programs' best practices and approaches could be adopted and/or adapted for use by other organizations, and in other community contexts.

*Sub-Theme 2.7 - Lack of knowledge about culturally relevant and Indigenous approaches to sport:* A number of participants, including PSOs and community groups, lacked knowledge on the meaning of Indigenous and culturally relevant sport.

*If I don't know what it means I can't tell you if I am achieving it or not.*

*I think, when you think of culturally relevant sport, I think it's difficult to pinpoint what that looks like exactly, so how do we define that? And, I think that's not just for staff but like for the participants themselves it's not even something I think a lot of our youth are even aware of.*

*I am just trying to see, like, where the questions were getting at like are you referring to for example like during the soccer program there would be... something would be changed within the soccer program to meet the needs of Indigenous [children and youth] or what are you referring to exactly?*

*I have no idea.*

Again, the quotes above illustrate the importance of a clear definition of culturally relevant and Indigenous approaches to sport, with associated policies regarding their implementation by grantees accessing Bilateral funds.

*Sub-Theme 2.8 - The narrow definition of “sport” in the Bilateral funding limits the diversity of culturally relevant programming on offer:* Recognizing the need to find ways to embed cultural approaches within sport for Indigenous youth, a number of respondents pointed to the narrow definition of sport and how that limits what can be offered to youth in terms of diverse programming.

*Well and one of the things of the Bilateral program is that any program you run needs to be a sport.*

*We had a lot of challenges because we couldn't fit [the] traditional model.*

*So, I think there needs to be a re-imagination of how sports operate, right, and youth sport operate in general, and then figure out ways to eliminate those barriers to entry.*

*We've tried to challenge those general sports concepts and how things are just ran forever and push that there needs to be an adaptive model for the inner city.*

The first four introductory *CS4L* stages (i.e., learn fundamental movements through play; learn fundamental movement skills and motor skills; and, be developmentally ready to acquire general sport skills) emphasize the acquisition of movement and motor skills through play and non-sport based learning that build towards entry into sport and acquisition of sport-related skills. By contrast, the language of the Bilateral agreement, and its emphasis on sport, excludes culturally-relevant approaches to learning and acquiring movement and motor skills through games, structured and unstructured play, land-based activities and dance.

*Sub-Theme 2.9 - Absence of a commitment to hire Indigenous staff to influence delivery of culturally relevant programming:* The need for Indigenous peoples to be in sport leadership positions was mentioned in the section on successful practices; that non-Indigenous people run much of the programming for Indigenous communities was also identified as a current barrier to providing culturally relevant programming.

*My only concern is the severe lack of representation of Indigenous people involved with sport programs, especially with [name removed for confidentiality purposes]. We constantly talk about wanting to reach northern communities, etc. ... we have never once hired one Indigenous person or even taken on student volunteers/practicum students who self-identify.*

*Maybe getting some Indigenous participation with the PSO's and Sport Manitoba. There are no Indigenous staff in the Sport for Life building, except at MASRC. So they don't have a perspective at all, right, there's just none and with the TRC there's supposed to be a buy in. They signed on to the city's Indigenous Accord group; you can put your name to*

*a piece of paper but if you don't actually do something in regards to reconciliation, what's the point?*

*Challenges? Well we don't have many, if any, in terms of the leaders of our sport that I'm in touch with, either through the clubs or otherwise that are Indigenous themselves. So, I think that's a barrier. We have white people perfecting programs for Indigenous people, and you know, I think there is a disconnect there. So that would be a challenge.*

In additional to reflecting on the composition of organizational leadership, interviewees were also asked whether they self-identified as Indigenous (First Nations, Métis, or Inuit). Of the 23 individuals interviewed, representing various entities including Sport Manitoba, the diverse Provincial Sport Organizations, Community Sport Organizations and Indigenous Sport Organizations, 4 identified as Indigenous. This illustrates the lack of Indigenous representation on Boards and within organizations involved in the provision of sport programs for Indigenous children and youth across Manitoba. Potential solutions aimed at addressing this deficit can be found in the RECOMMENDATIONS section.

This section detailed the need for a clear understanding of, and commitment to, Indigenous and culturally relevant sport. The following section explores the importance of strong and successful partnerships an relationships between sport organizations and Indigenous communities.

***Theme 3: Successful outcomes depend upon strong, respectful relationships between sport organizations and Indigenous communities***

Within and across stakeholder groups, relationships were key. Indigenous and community sport organizations along with PSOs expressed a desire for a for strong relationship with Sport Manitoba. Similarly, greater collaboration between PSOs, Indigenous sport organizations and community organizations was mentioned by a number of respondents. While there were definite strengths in terms of the relationships between individual stakeholder groups, overall, there is room to improve this vital aspect, given it is a key facilitator of Indigenous sport development. Table 6 presents the successful practices, challenges, barriers, gaps and opportunities for improvement related to relationship building.

**Table 6.** Summary of successful practices, challenges, barriers, gaps and opportunities for improvement related to relationship building

<b><i>Successful outcomes depend upon strong relationships within and between sport organizations and with Indigenous communities</i></b>	
<b>Successful Practices</b>	<b>Challenges, barriers, gaps and opportunities for improvement</b>
<ul style="list-style-type: none"> <li>• Bilateral funding creates partnerships across stakeholder groups that has potential to strengthen programming for Indigenous children and youth</li> <li>• Bilateral funding invests in community partnerships, including schools</li> </ul>	<ul style="list-style-type: none"> <li>• Collaboration between organizations and communities is not fully realized as it requires connections, time and commitment to meet</li> <li>• The potential for mutually respectful relationships are influenced by discriminatory societal norms, staff turnover, intercultural</li> </ul>

<ul style="list-style-type: none"> <li>• Reconciliation through sport requires relationship building between Indigenous and non-Indigenous peoples, where possible led by Indigenous peoples or cross-cultural mentors and advocates.</li> </ul>	<p>knowledge and comfort levels between Indigenous and non-Indigenous groups</p>
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*Successful practices:* Where programs were most successful, particularly in the north, sport organizations had excellent relationships with Indigenous communities (e.g., WASAC and select northern communities) and/or collaborated with MASRC, given their extensive connections with all 63 First Nations communities, as well as Métis and Inuit communities. Partnerships with schools was also vital to programming success for many groups. In urban centres, strong intercultural relationship building between Indigenous and non-Indigenous groups was also key to success.

*Sub-Theme 3.1 - Bilateral funding creates partnerships across stakeholder groups that has potential to strengthen programming for Indigenous children and youth:* A number of the stakeholders spoke of the importance of their relationship with Sport Manitoba.

*Sport Manitoba has been a good partner for us right from the beginning ... it has been good for us.*

*I think one thing that I have very much enjoyed about the bilateral agreement which is kind of unique to this funding is the relationship that we've built with Sport Manitoba through this funding and the partnerships that this funding have created. Because they're part of the larger sport organizations its allowed us to connect to other PSOs and like our sport exploration program has really benefitted from those relationships where we've gone.*

*I think there's always ways and that's where we have at least every six months specific meetings with Sport Manitoba talking about what is doing well.*

PSOs spoke of the importance of their relationship with MASRC and the support provided to help them in establishing programming in the north.

*When we started with bilateral we used the Manitoba Aboriginal Sport and Rec Council as a partner and we leaned on them to find communities that would be interested in having archery. Communities that are with some stakeholders it would be at least engaged enough to bring us in and set up some dates and promote within the community.*

*Because you know my area of expertise is more in the delivery right, the planning the delivery, and not so much the recruiting of communities and things like that.*

Community organizations expressed a desire to meet as a Bilateral collective to share knowledge about their work with Indigenous groups.

*...it would be great if they were able to bring the collective together to address some of the things that we know. I believe that there are across-the-board challenges for all of us.*

*Perhaps there needs to be more connectivity between Sport Manitoba, MASRC and the communities to create more sustainable plans. Maybe we need to create “service teams” similar to what the RHA have.*

And then there is the potential for collaboration and relationships at the programming level.

*Sometimes it could be a matter of saying why don't we collaborate or combine these programs instead of having 20 kids here and 20 kids here just have a stronger program of 40 kids.*

*Sub-Theme 3.2 - Bilateral funding invests in community partnerships, including schools:* Stakeholders also spoke of the importance of community partnerships which often included schools and/or working with the Manitoba First Nations Education Resource Centre (MFNERC), which is the ‘quasi-school division’ for northern First Nations communities.

*Well, I think our sort of first contact clinics or events that we've run where it's just the athletes working with coaches learning the sport, have been very positive and they've been very well received. So, that sort of going into the community, working with the school or teacher or partner or coach or somebody in the community to run the events for the athletes and the students of the schools. It has primarily been through schools.*

*(Speaking of working with the Physical Education and Health Facilitators with the Manitoba First Nations Education Resource Centre) I know personally most of them at home so if anybody in their division says hey I'd like something about volleyball but then they would send it to us or to me and then we kinda structure it and teach it, so that, I think would be helpful to create the next, what the next step is.*

*We're pretty lucky with schools. I think the schools take a big, big risk, on that responsibility themselves. You know, any classes I have on our programs I just work with them face-to-face if they work through there. And same with the remote areas, they are always in touch with the host to us, you know, a kid's background within the community, as far as health, their health structure and people who help structure that.*

Identifying a community champion who is passionate about ‘giving back’ to the community adds value to the relationship as does time to ‘knock on doors’ and let people know who you are.

*Established, consistent, person or people that have that passion in their community we have to find and connect with. Ideally, it's somebody from the community, not just a person who just there for the contract position. You want someone who has the roots and want to stick around. It's usually finding those people who have benefited from their experience in the game and sold them on it, they are lifers. But it is to find those people.*

*I guess it is the small examples. I have never gone to an indigenous community where either my contacts can get in touch with the chief and council or if they didn't or wouldn't*

.... I've always stopped at the band office. But the message that I'm going to be in your community, this is what I am doing .... this is who I'm going to be staying with, this is what we are going to be talking about, this is the program we are trying .... it goes a long way.

*Sub-Theme 3.3. - Reconciliation through sport requires relationship building between Indigenous and non-Indigenous peoples, where possible led by Indigenous peoples or cross-cultural mentors and advocates:* Sport, as a microcosm of society, faces the same intercultural challenges that exist in Canadian society, which includes racism and enduring negative perceptions toward Indigenous peoples, which has existed since the time of first contact with the European colonizers. Developing relationships of mutual respect is integral to achieving reconciliation through sport, a fact that was recognized by a number of interview participants.

*I would say racism is an issue, at least prejudice if not racism, and the only way people get out of being racist is to get to know the people that they feel badly, or they feel are not up to their standard or down to their standard whichever way you're looking at it.*

A number of participants view sport as an opportunity to build intercultural relationships, and purposefully used the sporting context to help youth develop their intercultural capacity.

*Where we see a big divide between our Indigenous youth and our newcomer youth and so for us we look at you know uniting participants in our community under one banner, like basketball, using that as a platform to discuss like differences in the cultures and have conversations, we have our coaches are like the mentors in those positions who work with those youth to like talk with them about peoples differences and how we can come together in those kinds of ways but at this time we don't do, we don't have any cultural specific programming.*

*I've been working with [community] for twenty-five years now and it took, you know, it's not only commitment from them but it's commitment from yourself as well, from the sport. And I stuck with it, there's been times when I wanted to just give up on it. I said no, we're not gonna do that these kids need our support. I stuck with it and I don't know if you guys are aware of the TSN on [community] suicides and all of that. All you have to do that is watch that once and you'll never give up on anything in life as far as getting yourself down and helping out a community. That on its own is, you know, I see that as an unfortunate and as distressful it was it's all also a success story and I see more of those success stories from us just going up there and helping out, but again that's all leadership within that community. If those people didn't come out and commit, to sport, like we committed to helping them develop it, I don't know what would've turned into that. To see that, it's great.*

*When one of our staff went to work for an organization, the number of Aboriginals for immigration council, we got a great advocate and I know that even before he had some connections there. And so, being able to liaise a little bit better with somebody what we already have a strong relationship with allows us to be able to enhance opportunities for our kids, especially our Indigenous youth.*

Regarding reconciliation, the need for Indigenous leadership was clearly identified:

*...I think if you talk about reconciliation, I think this is where Indigenous people that make the biggest difference, because they can lead that. The knowledge is in the Indigenous community it's not in the European community.*

*Challenges, barriers, gaps opportunities for improvement:* While relationships are seen as key to the delivery of Bilateral program success, the full potential of relationships between all involved groups (Sport Manitoba, Indigenous sport organizations, community organizations, PSOs and Indigenous communities) has not been realized. Here, there is much opportunity for growth, which would strengthen Bilateral outcomes both in Winnipeg and in rural, northern and remote communities.

*Sub-Theme 3.4 - Collaboration between organizations and communities is not fully realized as it requires connections, time and commitment to meet:* Relationship building takes time and is done within a context whereby many working within sport organizations feel constrained by a lack of time. Outside Winnipeg, relationship building requires travel, which adds to the time it takes to build relationships. And many people just feel they can't afford the time.

[Speaking of constraints] *Time to establish relationships...*

*Regarding our bilateral programming, there's a whole, there's a bunch of different, there's the City of Winnipeg, there's community clubs, there's Spence Community Neighbourhood Association, there's Sport for Life, there's MASRC, there's a whole bunch of people that we could try to partner with. But within my job description it's not, I don't, it sounds bad, but I don't really have the time to seek out who to partner with.*

*I would say like our, you know challenges with creating relationships and entering these communities in order to deliver programming has been the first step one and then step two is, is creating more diverse or advanced programming so that we can actually achieve some of these goals.*

*Sub-Theme 3.5 - The potential for mutually respectful relationships are influenced by discriminatory societal norms, staff turnover, intercultural knowledge and comfort levels between Indigenous and non-Indigenous groups:* Finally, the potential for intercultural relationship building was seen as not fully realized, for a number of reasons. For some, it was due to discrimination between groups. For others, it was the turnover in employees, making it difficult to start up new community relationships.

*Little kids don't give a damn what colour you are. They play with other kids, and then as they get older, they start getting told that "Oh you don't want to play with them anymore" and that's the hard part about isolation. You don't see other people as much as you would. I think that's why, like The Pas and OCN and this is I think unfortunate, there is still a little bit of a "you're not the same as us".*

... Our people, not everybody feels comfortable going into a reserve, and for whatever reason.

[Speaking of making contacts with Indigenous communities] *There seems to be a high turnover of people in those kinds of positions. So, I mean, we could definitely do a better job of trying to stay more connected.*

*There's a reasonable bit of turnover at MASRC as well so I think that the, the consultants there, their abilities to build relationships with communities is a challenge because a lot of what we do and have is either referred through them so if they actively are out in the communities, you know, recruiting, building those networks, I think that would help. Right now that's a little bit of a challenge.*

Finally, the lack of efforts to integrate Indigenous culture into the day-to-day landscape of Sport Manitoba as an organization was perceived by one stakeholder as a major challenge to relationship building with Indigenous communities in general.

*Well typically the common thing I have heard said in the last year is that Sport Manitoba is receiving funding to work with Indigenous communities, but Indigenous-based organization and communities do not want Sport Manitoba to come in (for obvious colonial historical reasons), but would rather the funding just be given over. So there seems to be a major bridge that needs to be built between governmental sporting bodies, and Indigenous based organizations. Therefore, I think one of the major challenges is that we haven't actually fully integrated Indigenous culture into the way we deliver sporting programming to Indigenous children and youth.*

This section has summarized key themes, and associated sub-themes pertaining to the need for strong and respectful relationships between sport organizations and Indigenous communities in order to ensure successful Bilateral programming and funding outcomes. The following section explores mechanisms to support Indigenous capacity development via Provincial/Territorial Aboriginal Sport Bodies (PTASBs).

#### ***Theme 4: Supporting Indigenous Capacity Development via the PTASB***

The MASRC is part of the broader Indigenous sport system in Canada and is focused on advancing the development of sport and recreation in the First Nations, Inuit and Métis communities in the province of Manitoba. Specifically, their aim is to raise capacity and human resources to deliver sport and recreation programming through the development of skills, knowledge, structures and resources.<sup>12</sup> Incorporated in 1994, key successes over the years have included helping communities to organize teams to attend the NAIG and the National Aboriginal Hockey Championship (NAHC). The organization also provides coordination support to PSOs to help them build connections with Indigenous communities throughout the north. As a non-profit organization, MASRC is responsible to its Indigenous board of directors; most recently, the MASRC has added expertise with the addition of new board members (e.g., Dr. Heather McRae,

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<sup>12</sup> See the MASRC website at <https://www.masrc.com>

University of Manitoba; Jamie Menzies, National Inquiry into Manitoba Missing Indigenous Women and Girls; and Trevor LaForte, Director of WASAC).

*Strengthening Indigenous Capacity and Leadership of PTASBs:* As mentioned in the policy review, the MASRC funding through the Bilateral is primarily for leadership and capacity development, which the SSP defines as “core governance and administration expenses of PTASBs. The yearly budget expenditures include hiring two Indigenous sport development coordinators (\$90,000 salary and benefits) and supporting their travel to communities (\$13,000), administration costs (\$14,500), Coach Manual Training (CMT), which is the NCCP Aboriginal Coaching Module (ACM) training (\$2000), Sport Forums (\$1946) and NAIG travel (\$10,000 saved to subsidize athlete’s travel to NAIG 2020).

*Strengths - Investing in core capacity:* As illustrated above, the bulk of the funding is used to hire two facilitators who provide sport programming and/or assist with the coordination of sport programming in northern First Nation and Metis communities across Manitoba. For example, from 2015-2017, the two MASRC staff hired with Bilateral funding assisted the PSOs from athletics, archery, badminton, ball hockey, baseball, basketball, lacrosse, paddling, softball, volleyball and wrestling in connecting with local community host organizations to develop, deliver and evaluate sustainable programs in more than 45 Indigenous neighbourhoods and communities. The MASRC staff developed their “knowledge and confidence greatly” because of their experiences working in community and as a bridge for PSOs interested in going to communities. Having staff in place over an extended period of time was seen as important to program success: the two MASRC staff have been in place over many years which enhances the quality of relationships with communities.

The PSO staff also felt more confident working with the same two coordinators over the year and were able to expand their reach into communities because of this (2016-2017 Manitoba Year-End Activity Report). As noted in the qualitative interviews with stakeholders, minimizing staff turnover is key to relationship building; MASRC has been fortunate to have the same people in place over the course of this Bilateral funding period.

Speaking to the value of Bilateral funding set within a large set of responsibilities, the MASRC director notes the challenges of having only two staff to manage the entire province of Manitoba, which includes 63 First Nations as well as Metis communities. She also mentions how staff need to be very adaptable to travel and meeting community needs:

*Without the bilateral we would have no staff. We get \$90,000 for two bilateral staff. So, when we hire them, we have to hire people that can do everything else too... Because they have to be able to facilitate a sport or two, they have to be able to work with communities and help them plan, and they have to be willing to travel. Go overnight, just do whatever needs to be done in the communities. We also do the NAIG, and NAHC.*

Given the precarious nature of non-profit organizations, the Bilateral has provided some stability over the years, noting as well the challenges when the former Indigenous bilateral was cancelled six years ago. And, at the time of the interview, there was also hope:

*Without the bilateral funding we wouldn't exist right now. They pay for two full staff positions. There was an Indigenous bilateral, but it was cancelled 6 years ago. So we lost*

*one position – our Finance person. But this current Bilateral is good. Going forward we know that there's the new bilateral, the new Indigenous part to it that they announced last year ... We are very hopeful that Manitoba will match the Federal portion or we will not receive anything.*

By investing in the PTASB's core capacity development, the reach of programming in the north was enhanced. It is important to note that MASRC does not receive Bilateral funding to provide programming, thus its reliance upon its relationships with PSOs for meeting community sport interest. During the reporting period, the PSO for hockey did not receive Bilateral funding, which is anomalous to the strong community interest in and cultural relevance of hockey for Indigenous communities. To address this gap in potential programming, MASRC took an active role in coordinating hockey programming via external hockey groups (WinnPro Hockey, One 5 Hockey, Ups and Downs of Playing Goal), and these organizations provided programming in inner Winnipeg and the north.

*Challenges & Opportunities: The need for a stronger policy commitment, including outcome benchmarks and dedicated funding, to service the North:* Many communities want sports programming and leadership capacity development to come to their communities. Unfortunately, community interest is currently not supported by the Bilateral program as it is operationalized. With only 2 core MASRC staff responsible for servicing Indigenous sport in the entire province of Manitoba, and with travel funds limited to \$13,000 per year (i.e., \$6500 each), the number of on-site community visits by MASRC coordinators/coaches that can be undertaken is limited. The need for strong collaboration with PSOs is evident given the breadth of interest in diverse sports from communities.

Despite interest from communities and corresponding with findings from the qualitative analysis, much of the PSO Bilateral programming takes place within the urban Winnipeg region; efforts by MASRC to work with PSOs and extend the reach of the Bilateral funding beyond Winnipeg is an on-going issue. As mentioned above, some PSOs did offer sport programming and capacity development in 2015- 2017. However, the commitment by PSOs to deliver programming in the north did not match efforts by MASRC staff to match community interest with actual on-site programming.

As noted in the policy review and qualitative analysis, Bilateral funding agreements do not mandate that organizations receiving funding work with Indigenous children and youth; thus, Bilateral dollars can be spent in Winnipeg with non-Indigenous children and youth and/or coaches. Additionally, given the many PSO priorities over and above Bilateral objectives, finding time, personnel and funding to travel outside of Winnipeg is a challenge and the commitment to do so varies. MASRC continues their efforts to build relationships with the PSOs and there is a tremendous opportunity to strengthen Indigenous sport development in the north by strengthening the relationship and reach of PSOs working with/through the MASRC. Increasing the allocation of Bilateral funding to strengthen MASRC's core capacity (i.e., to hire 1-2 more Indigenous staff members with sport/coaching expertise) would strengthen Bilateral program outcomes. Policy changes would support this outcome.

*Strengths - Supporting apprentice coaches:* Bilateral funds are also used to identify and support two "apprentice coaches" by providing enhanced training, mentorship and experience. Working with Softball Manitoba and Baseball Manitoba, one Indigenous coach each in the two

sports were trained in 2015-2016 and 2016-2017 and mentored as apprentice coaches with Team Manitoba at the 2017 Canada Games, thus allowing them to increase their knowledge and skills for working with athletes in these sports.

*Strengths - Enhanced training via the NCCP Aboriginal Coaching Module:* A third investment of Bilateral funds resulted in 140 Indigenous coaches undertaking the NCCP Aboriginal Coaching Module (ACM)<sup>13</sup> over a two-year period. In 2015-2016, 80 coaches were trained. In 2016-17, 60 coaches were trained at two sessions in Winnipeg and one in Thompson. Many participants travel to Winnipeg for the coaching workshops and have come from as far away as Cross Lake (a 10 hour drive). In 2016-2017, the anticipated goal of training 100 Indigenous coaches was not realized because at the time there was only one Learning Facilitator in the province certified to provide the training. Since then, MASRC has strengthened this area of programming and there are currently three (3) ACM Learning Facilitators in the province.

It is important to note, however, that the ACM is a non-required multi-sport professional development module within the mainstream National Coaching Certification Program (NCCP) offered by the Coaching Association of Canada (CAC). It is neither a component of, nor pathway to, certification along any of CAC's mainstream NCCP coaching pathways (i.e., Community Club Coach, Competitive Coach [trained or certified], Advanced Competitive Coach [trained or certified], etc.). While the ACM provides a mechanism to engage with issues associated with coaching Indigenous Athletes, or in Indigenous Communities, it does not provide the full spectrum of skills and competencies required of a coach.

To this end, and as a result of increased capacity to offer the ACM course, MASRC is well positioned to continue to train Learning Facilitators with the intention of progressing towards offering the courses and mentored aspects of the CAC's Aboriginal Coaching Program, including the ACM, and Aboriginal Apprentice Coach Program<sup>14</sup>. These programs are based on the Sport for Life's Aboriginal Long-Term Participant Development principles and pathways<sup>15</sup>, including aspects of Active Communities for Life, as well as the CAC's NCCP coaching core competencies. As such, certification of community leaders through the CAC's Aboriginal Apprentice Coach Program would not only support delivery of the NCCP Aboriginal Coaching Module, but also address the need to support apprentice coaches live in, and delivering programs for, rural, remote and northern areas of Manitoba.

*Challenges and opportunities - Lack of funding to expand the reach of the Aboriginal Coaching Module beyond current scope:* Bilateral funding for Aboriginal Coaching Module (ACM) training is \$2000; the costs of travel outside of Winnipeg limits the number of certification workshops that can be offered more locally to Indigenous peoples in the north. Still, as the example of the individual who drove from Cross Lake illustrates, there is interest and no doubt room to grow in this area, were more financial support available. This is particularly important as the training supports coaches to work with up to 1,500 youth in various sports at the FUNDamentals and Learning to Train stages of development. An allocation of travel funds to

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<sup>13</sup> Additional information about the ACM can be found here: <https://www.coach.ca/aboriginal-coaching-modules-p158240>

<sup>14</sup> Additional information about the Aboriginal Coaching Program can be found here: <https://www.coach.ca/aboriginal-coaching-s17076>

<sup>15</sup> More information can be found here: [http://sportforlife.ca/resources/#category\\_id\\_105](http://sportforlife.ca/resources/#category_id_105)

support the delivery of ACM outside of Winnipeg in the north and rural areas would be helpful.

*Strengths - Community outreach via Sport Forums:* Finally, Sport Forums are delivered in partnership with Sport Manitoba and PSOs, with the goal of providing information to Indigenous community members regarding the availability of coach training. In 2015-2016, MASRC provided 4 information sessions in the province; at Opaskwayak Cree Nation (2), The Pas (1) and Brandon (1). Many coach / athlete opportunities were explained and offered to participants attending, with 15 individuals applying for coach training and development via these regional information nights that were estimated to reach 500 people overall. Two were held during the intermission of an OCN Blizzard hockey game, which demonstrates innovative approach to outreach. The Sport Forums provided information required for those interested to pursue opportunities for coaching youth and for youth to know how to become involved. The delivery of the Sport Forums, in person, with follow-up afterwards via phone and emails, is an important example of relationship-based programming.

In 2016-17, two information sessions were provided in St. Theresa Point (a remote community in the Island Lakes area) and Sagkeeng, located 2 hours northeast of Winnipeg (by car); over 100 people sought information regarding both NCCP coach training and how to become a NAIG coach<sup>16</sup>. Of these participants, 25 applied for coach training in their respective sports; at 25% uptake, this appears to be a very efficient expenditure of Bilateral dollars.

*Challenges and opportunities - The unrealized potential of Indigenous sport:* As with the delivery of the ACM, the available budget of \$1946 limits travel outside of Winnipeg, thus limiting the potential impact of this type of outreach in terms of sport capacity development. Given that coach training was a requirement for coaching at the 2017 NAIG, the opportunity to enhance coach development capacity for future years using the Sport Forums should be considered. More importantly, the Sport Forums create tremendous interest in coach certifications across diverse sports; however, the potential is not realized. As the noted in interviews for this study, “the communities get excited” about the possibility of further training, however, efforts to follow-up with NCCP coaching certifications across sports that are offered in communities were not successful, for reasons already discussed. This is a particularly important observation, given Canada’s colonial history of unmet obligations towards Indigenous peoples and needs to be addressed.

To be clear, this challenge is one that MASRC faces, but the solution lies outside of their control. Policy decisions regarding which Bilateral objectives to prioritize through funding allocations are determined in agreements between the federal and provincial governments (which includes Sport Manitoba as a third party decision-maker). At a minimum and with respect to Indigenous self-determination, decisions regarding Indigenous sport should involve consultation with the PTSAB.

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<sup>16</sup> As of 2017, NAIG coaches are required to hold the NCCP Certification level required by their respective sport and as set by the PSO / NSO (noting that all sports have different requirements for Head and Assistant coaches), as well as having completed the NCCP Aboriginal Coaching Module (ACM), and the Respect in Sport (RiS) certification. Depending on the NCCP certification level a coach seeks to achieve, they may be required to undertake a combination of NCCP multisport modules, NSO designed and PSO delivered technical training, and practice / competition evaluations – the cost of which (in time, money and travel costs) is often born by the coach, unless sponsored by their home Club or organization.

*Respecting Indigenous self-determination within Indigenous sport:* Given MASRC's primary role regarding Indigenous sport development in the province of Manitoba, it is not clear why the organization receives the lowest amount of funding relative to PSOs and community groups. Given how much is accomplished with two Bilateral funded positions, it is evident that Sport Manitoba has an opportunity to work with MASRC to strengthen core capacity by increasing funding for more sport coordination staff. Also, as mentioned above, the opportunity to collaborate with PSOs in the offering of community programming, including certification and professional development for coaches and referees / officials, particularly in the north, is extremely important and would be strengthened were the Bilateral funding is tied to a commitment to service Indigenous communities outside of Winnipeg.

In terms of culturally relevant sport programs for Indigenous children and youth, the MASRC currently do not receive any funding dollars toward this objective. Having said that, MASRC is responsible for supporting the delivery and coordination of NAIG programming (athlete identification, team selection, training, supervision, travel coordination and support, and guidance of athletes attending the Games, etc.) for the province of Manitoba, and NAIG is an example of competitive and culturally relevant sport. MASRC also coordinates the Manitoba Indigenous Games.

It is notable, that the Bilateral only provides \$10,000 toward travel for NAIG, which is saved for use in competition years (i.e., 2020). There is no financial support for NAIG preparation. Rather, funding for NAIG preparation (athlete identification, training [athletes and coaches], capacity development, etc.) comes from non-Bilateral funding. While the MB-CA Amendment SSP-FPT 2015-2022 identifies North American Indigenous Games Preparation and Team Travel (if held during the period of 2015-2022), the bulk of the costs are assumed by athletes as NAIG is primarily a "user-pay" event. This is an area of potential Bilateral investment given NAIG meets the criteria for culturally relevant sport, and offers programming and competition opportunities exclusively to Indigenous children and youth. In doing so, there is an opportunity to address the unrealized potential of sport in Indigenous communities through attention to Bilateral objectives that clearly call for 1) culturally relevant sport for Indigenous children and youth and 2) enhancing Indigenous leadership and capacity development.

This section has explored the importance of supporting Indigenous Capacity Development via the PTASB (in the case of Manitoba, MASRC). The following section will discuss the Winnipeg Aboriginal Sport Achievement Centre (WASAC)'s contributions to sport and recreation capacity development.

### ***Theme 5: WASAC's contributions as an Indigenous Sport Organization***

The Winnipeg Aboriginal Sport Achievement Centre (WASAC) contributes to sport and recreation capacity development through the delivery of a summer camp program and after-school programs in the City of Winnipeg.<sup>17</sup> WASAC is an award-winning program that began in 1999 with a mission to promote social change for Aboriginal youth through sports and recreation. In 2008, WASAC's urban programming expanded to three northern First Nation communities. The organization has also recently worked with five communities in the northern part of the province to provide after-school programming in sport, recreation and physical

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<sup>17</sup> See the WASAC official website at <https://wasac.info>

activity; this programming includes leadership development workshops that help build local sport capacity (e.g., Shamattawa, Oxford House – introduced in 2015-2016, Pauingassi).

*Strengths - Physical activity as a catalyst for diverse programming:* According to the Public Health Agency of Canada (2019) Canadian Best Practices Portal, WASAC's Youth Achievement Program (YAP) is foundational to the programming and encourages young people who graduate from the program to work with coaches and other staff to deliver the after school and summer programming which is delivered for both Indigenous and non-Indigenous children. By providing paid employment, and the opportunity for youth leaders to act as role models and peer mentors for children in their community, WASAC is contributing to two key social determinants of health: employment and social networks.<sup>18</sup>

With a variety of recreational, educational and cultural programming on offer, WASAC maintains its commitment to providing sport and physical activity opportunities for young people. Sports that are on offer include both mainstream sports and physical activities, as well as Traditional Aboriginal Games.

*There is a physical activity portion pretty much to all of our programming. In fact, we just concluded our summer camps. So, basically kids are running and playing and learning different skills. We have Aboriginal games workshops for our after-school programs as it's part of our camp. We have a learn to swim program. We have a soccer program in the city as well.*

The approach to physical activity and sport programming aligns with introductory level CS4L stages and physical literacy development:

*Our role as an organization isn't necessarily to provide high level athletes. What we are doing is an introduction to sport and an introduction to recreation which is basically moving and learning about nutrition and that sort of stuff.*

As such, the multi-stage, multi-age, and inclusive programming model employed by WASAC is an example of successful program which meets not only the goals of contributing to key social determinants of health (namely employment and social networks) but also creates role models for younger children within their own communities while aligning with introductory level CS4L stages and physical literacy development.

*Strengths - Programming that broadens the experiences and perspectives of youth:* In operational terms, the organization partners with local schools in Winnipeg, including South East College who connects Indigenous youth from northern communities who come to Winnipeg to complete their high school education. Connecting with Indigenous youth from the north, who live in Winnipeg, is an important avenue for Indigenous sport development. Many young people return to their home communities in the summer or after they graduate, providing an important avenue for skills and knowledge transfer, as capacity development and role modeling.

According to the WASAC Director, part of the programming is intended to expose northern students to Winnipeg and its cultural and recreational offerings. For students in the

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<sup>18</sup> See <http://cbpp-pcpe.phac-aspc.gc.ca/aboriginalwtt/winnipeg-aboriginal-sport-achievement-centre-youth-achievement-program/>

urban Winnipeg programs, leadership training includes certifications that will enable young people to succeed through future employment, such as acquiring their drivers licence, food handler's certificate or CPR and First Aid training.

*As for after school programs in the city, we do once a week with South East Collegiate, which is by the University of Manitoba. That's for kids who come down to finish their high school in Winnipeg. So, I would I would say that one of our goals for that program is to get the kids used to Winnipeg and all it has to offer. Whether that is going to Fort Whyte, Assiniboine park or the Forks. Most of those programs have some physical activity involved, whether it is archery, skating at the forks or tracking through FortWhyte Centre.*

*We have an after-school program with the Winnipeg School Division that runs once per week. A lot of the activities also involve physical recreation. But we also have educational pieces where for instance they will get that their food handler certificate or driving license. So it's not necessarily all sport related.*

Through the acquisition of certificates and other employment-ready skills, Aboriginal youth working with WASAC acquire transferable skills and credentials that will benefit themselves and their communities beyond the scope of their involvement with WASAC.

*Strength - Sport as a catalyst for education and employment skill development:* Within its programming, WASAC provides opportunities for education and skill development leading to post-secondary education opportunities. Sport becomes a catalyst to attract the attention of young people who are then exposed to a variety of different opportunities provided through a strong network of community, educational and business partnerships. While the programming is often non-sport related (e.g., culinary arts, Curry BizCamp), sports, physical activity and leadership development programming is embedded in much of what they do.

*So, we use sport and recreation activity as a kind of recruitment tool to get kids to come out. And we have expanded in the last 10-15 years where we're doing some stuff with job preparedness, preparing them to be leaders, partnering with post-secondary institutions so there is an opportunity for them to go to school if that's what they wish. Now we are partnering with some of the biggest businesses in the city to get kids jobs that have come up through our program. So, we use sport as an introductory way to get kids involved in our programming. And then from there the programming can go in a variety of different ways.*

*We do have partnerships with other organizations, for instance, Red River College. We do a culinary camp with them. The University of Winnipeg are partners with us on our summer kids camp and kids on campus. So, we take kids from elementary school and they go take a science course over at the university of Winnipeg.*

*At the University of Manitoba, we partner with the Curry BizCamp over there. We actually have kids there this week. We also partner with Broadway neighborhood center. And basically, if we don't have the knowledge, we look to other organizations to help us with that.*

In all areas of programming, leadership development is key, and WASAC is viewed as one of the top employers of Indigenous youth in Canada.

*I think we do a pretty good job with our young staff. We had a problem a couple years ago and we since have reconfigured what we did. But what we were having was kids coming up to the program 7, 8, 9 to 13 in the Camps. And they went through our Youth Achievement Program which is a training program, designed to get used to working. They did that for a year or two and then they become Junior Camp Leaders over at our camps and then a couple of years after that they become senior camp leaders. But all the stuff we do, we have our leaders with those skills, so they can pass them along as well. So, one of the big things we try to do every year is get our leaders almost all our leaders with first aid, CPR, and a food handling certificate. We try to give our leaders as many tools as they can have so that they can be better at their job. And just give them the skills that they need. So, we are open, and we do partner with a lot of different organizations primarily schools and school divisions.*

Through the provision of skills training, opportunities for leadership, and employment, all of which are provided in a safe, secure, and culturally-meaningful environment, WASAC provides in program participants with opportunities to succeed both within, and outside of, the organization.

*Strengths - Long-term commitment to youth leaders and their success:* What contributes to WASAC's success is their commitment to supporting their youth leaders as they progress through WASAC programming and beyond. While this has presented some challenges, WASAC staff believe they are meeting their objectives of "being there" for the Indigenous (and non-Indigenous) staff that they support.

*The problem that we were having was that they have been used to WASAC and have been in the WASAC program for so many years that they didn't want to leave. So what we did was we branched out. We had partnerships with the provincial government at the time, now we have partnerships with a lot of the biggest companies. So we are giving the kids options to go to after WASAC is done. And we are doing that in partnership with them, so we are not just sending them off by themselves but being there along the way. And what that has done is it has allowed people to stay to the top positions. Before, there was no flow through, that was bringing new ideas, new kids, new workers through the program. I think that was something that was a challenge. We looked at it and we addressed it. It is doing what it is intended to do. And if you ask the bulk of our staff, I think we tried to do a good job of kind of being there for them as family even after they had left our program.*

*Strengths - Using personal relationships to strengthen programming:* WASAC's programming is strengthened by long-term, existing relationships (e.g., with Sport Manitoba, community organizations, other Indigenous organizations, etc.) allowing the ED and staff to access knowledge and skills that can contribute to the quality of their programs. Here, relationships are seen as beneficial, particularly when funding is tight.

*A lot of personal relationships and a lot of cases in non-profits are about personal relationships. A lot of times you don't have the funds and you have to find something as cheap as you can in order to provide the programming. A lot of times, it is the personal relationships you have, so, knowing who some of our partners are over there. What they are doing and what they are trying. Knowing how many kids we are trying to reach and sometimes work in partnership with them. Sometimes we just do it on our own.*

*So if you have got somebody or executive director of a sport organization and you have a history of working with indigenous communities, they will be more apt to work with indigenous communities in the future. It is not really easy if you don't have a lot of funds to go and get the kids.*

This model of relationship building, and leveraging social capital to overcome funding shortages, not only helps WASAC's programs to achieve outcomes, it also contributes to program sustainability. As such, this model could be modified and employed with other entities with similar relationship building and programming goals (i.e. PSOs, and MASRC).

*Challenges - Funding to attract quality staff over the long term:* With regard to the Bilateral program, WASAC greatly appreciates its annual funding (\$85,000) and the relationship with Sport Manitoba that the Bilateral agreements foster. As a non-profit, WASAC is not immune to the changing priorities of governments at all levels, and as a registered charity, has managed to diversify its funding sources such that it enjoys financial stability. As the ED says, "we are lucky that way and a lot of organizations do not have that benefit". Still, funding remains a challenge, particular when it comes to hiring quality employees who will stay with the organization over the long term.

*The biggest problem is probably the same for every non profit funding. Being able to pay quality employees what they would be making in other places because continuity is obviously key.*

*The biggest road block in providing programming is funding. So you got to get out there, whether it be government funders, private sponsors or donations. And to get enough funds to provide the quality programming that the kids need.*

Fortunately, WASAC has been able to achieve a certain level of financial security, which is strengthened through the annual contribution from the Bilateral funding.

### ***Theme 6: Unique Challenges Faced by PSOs***

Provincial Sport Organization (PSO) interviews revealed unique challenges not always replicated in interviews with Indigenous Sport Organization (ISOs) or Community Partner Organizations (CPOs). The most common themes, which acted as barriers to fostering sustainable sport programming for Indigenous children and youth were: PSO and ED portfolios; PSO Board and NSO strategic priorities; and, non-financial barriers to travel.

*Sub-Theme 5.1 - PSO and ED Portfolios: One key challenge articulated by PSO EDs related to managing a highly diverse portfolio, oftentimes on less than full-time paid appointments or with a full time appointment supported by volunteers.*

*But within my job description it's not, I don't, it sounds bad, but I don't really have the time to seek out who to partner with.*

*Well first there's no day that's typical.*

*Between myself, as ED and my administrative assistant, between the two of us, we cover everything basically. We work with the Board that covers [each aspect of our sport], and our officials division, so, between those divisions we're responsible for basically everything as far as administering [our sport] in the province. Particularly setting up Competition and Development programs (Provincial championships, Development clinics, etc.). Those are just two components of responsibility. Others of course, include our financials, day to day office inquiries and operations, providing leadership and direction to our Board, Volunteers and Membership; promoting our Sport and a huge catalogue of other items too expansive to list*

*A part of the day to day is maintenance, a lot of it is correspondence, tied to the inbox a little too long, more than you care for ... And you can't ignore it, if you do then nothing happens, and things start going south. So sometimes you're a slave to that but dealing with I guess in a general sense of the big picture communication, financial, everything financial, day-to-day supports for [the Treasurer] who deals with more of the day-to-day of the financial stuff of mechanical deposits and payments, setting budgets and funding.*

Other PSO's were fortunate to have full-time staff. As one PSO ED stated:

*I work mostly from 9:00 to 5:00, so, mostly in the office. The time would be spent responding to member emails as well as not-member inquiries, which could be anyone, from someone interested in playing sport somewhere, or getting someone interested in coaching, it could be a teacher, interested in working like planning for demonstration or some information about something, doing the registrations for programs, communicating with the participants, setting up tournaments and managing all of those registrations and who are we hosting in tournament, dealing with the financial side of things. So, sometimes, I'd be the one who write cheques, sometimes our bookkeeper will be, but also recording and doing deposits as well falls on my plate, and some of it during the day would be managing the website or doing something with promotions. Pretty much every day at least has one meeting at some sort in it, for whatever reason, we host a lot of tournaments and national tournaments. So, we have like hosting committee, meetings, then we have to set up and follow up with, lots of phone calls, lots of emails, managing volunteers is a big thing too and communicating with them, whether it's facility issues, or equipment issues or money handoffs. That's a big part of it. I mean phone calls and emails and volunteers, and then coordinating weekly schedules and monthly schedules with the other employees to catching up with them and making sure we're all on the same page, so, a mix of all that stuff.*

Despite having full-time roles, these EDs were responsible for balancing a highly diverse portfolio and while some PSO EDs acknowledge their role in partnership building, it often took a back seat to more immediate and or pressing issues, or was constrained to building relationships with organizations that had a presence at the Sport Manitoba main office in Winnipeg. One PSO ED reflected on this, stating:

*I'm at my desk for a good portion of the day answering emails and setting up meetings [laughs] or having meetings. There are lots of reports and planning. Obviously, a lot of it is partnership building, working with the Sport Manitoba reps and other sport partners in the building. The other day, we had a few meetings and by the end of day we had added like 10 different things to our to-do list, and created new projects that needed to happen in the next 2 months. So, it goes from something like that to another day where we're running a clinic or hosting an event.*

Given the diverse portfolios of EDs, as articulated in the quote above, they rely heavily on their membership for program delivery, which they support from the administrative end. Directions for program delivery are therefore set by their membership, as well as being articulated by PSO Board and NSO strategic priorities which are discussed next.

*Sub-Theme 5.2 - PSO Board Strategic Priorities / NSO Priorities:* An additional challenge reported by PSO EDs related to the strategic priorities of their Boards, and National Sport Organizations (NSOs) and their perceived incompatibility with Bilateral Funded programs.

*I am sure the (PSO ED) would go out and do stuff. But the Board said no because they want to focus on the city. So that was a Board decision of theirs to focus on the city.*

*Our office doesn't have the capacity or the ability to travel around the province ... on a regular basis.*

*We're not running the program in a way that engages other/new people to join the program. In some ways that was necessary for a while because we have to get our own house in order before we can start inviting other people into it. So, I have to make sure the program that I'm trying to convince them to join, is actually worth their time to be involved in. But that creates a major challenge because not every community, and not every culture, and not every background has the same priorities. So, our priorities either need to match theirs, or we need to change ours to match theirs, or we need to provide a different version of the program they can work better in those ...*

Some PSO EDs noted specific Board support for northern and remote programs funded in part by Bilateral funds:

*... so in part of our funding framework that started in 2014-2015. It's a four-year quad and there's strategic priorities of the organization looks to [achieve]. And for us, one of them was creating more defined athlete pathway and making sure that we're actually*

*hitting the marks and filling the gaps.*

*In year one and year two prior to the Manitoba games being something that we had ourselves back into we found, definitely outcomes around trying to create that, that development jump program from the intermediate to the team. We found that really difficult. Outcomes were not what they were expected but that's obviously since changed with the Manitoba games but when it comes to all of our other program in regard to people doing the earlier stage of the LTAD [and CS4L]. They're like, they are where we're expecting to be; they're not shifting dramatically in anyway so that's positive. And then for speaking more directly about mobility on the Bilateral programs those have been all increases and I guess better than expected results than what we initially thought or planned for.*

This highlights the importance of including benchmarks related to Bilateral-funded programs within PSO strategic planning documents, such as the Integrated Funding Framework (IFF) Sport Plan and associated other funding frameworks which are approved by Sport Manitoba, and which in turn hold PSO EDs and Boards responsible for working towards these goals during their four year funding and reporting cycles.

*Sub-Theme 5.3 - Non-Financial Barriers to Northern Programming:* Lastly, PSO EDs reported non-financial barriers to travel to remote and northern communities. These barriers included lacks of permanent local individuals to champion programs locally and keep them going, and non-financial barriers to travel for urban-based volunteer coaches and coach-trainers. One PSO ED highlighted the challenges to working in northern communities noting, which included sustaining programs once initiated:

*I think probably our bigger challenge as much as maybe there's an interest or passion for the game in northern communities, remote areas especially, sometimes having that person or people that can deliver it is the challenge because a lot of times that it could be a teacher who's there just [for] ... a teaching job and a soon as something opens up in the south or in southern Manitoba or in Winnipeg [they're] out of there ... [a challenge we face], a lot of the time, is where we got a keener that maybe we know [them already] as they grew up in Winnipeg or in Brandon and now they've moved to or they got a teaching job in a First Nation community, and there, they've started something and for 3 years [its good] and a trade comes up and their gone. And now we got to start from scratch.*

This perspective was highlighted by additional PSO EDs, who spoke to the unique challenges of community sport development work:

*... unfortunately you know the stakeholders they're obviously wonderful to deal with in the sense of their interest in having us out and opening schools, and scheduling the time, in promoting it within the communities, and saying that we're gonna' be there. But we don't have a lot of interests outside of a few of the communities we've been working with for the last two years to really dig in and take some coach training, start a club, develop a sustainable development program which we have kind of offered as a partnership with the MASRC to say that we will help you get this off the ground. There shouldn't be a*

*large financial burden based on what we can try and do together. And so, we have been taking steps towards that but we haven't executed on that yet.*

One PSO ED agreed, stating that there is opportunity for more collaboration with MASRC, given their Indigenous community network throughout the province.

*The bigger challenge again, is finding the stakeholders within the community that wants to take the NCCP training which is quite simple and brief but, but really drives the program with, within our minds, [program] end goals being events like the Manitoba games or NAIG games development.*

Another PSO ED agreed, adding a reflection on communication barriers that hampered their ability to get support from their Board:

*Local leadership and communication would be the big issues. Just the willingness of someone to offer a program to follow-up with what we are teaching to say they're willing to learn the content and do it locally; because not a lot of people are willing to do it, or their hands are already tied, and then communication; sometimes it's just very difficult to get someone in all these communities for whatever reason. It's hard to get them back. They don't answer the phone. They don't really use email. It took me four weeks one time to get a letter sent to me to say that whether you're willing to work with me on a prop kind of project. After already like talking to that person on the phone, and say like: hey, we're gonna' come in and we're gonna' bring all the new equipment, we're gonna' teach local community people how to use the equipment and how to run a basic program or to drop it. In a letter saying that 'are you willing to work with us?' takes four weeks to get that for whatever reason!*

Still, reflecting on successes, one PSO ED noted that perseverance was key:

*... the main challenge is finding the key that challenges, the key is finding a person ... a leader in the group to work with. I've been working with Cross Lake for twenty-five years now and it took, you know, it's not only commitment from them but it's commitment from yourself as well, from the Sport [and your Board]. And I stuck with it. There has been frustrating times when I wanted to say no to a project that was not going well – lack of cooperation from one end or the other – however, I said no – We are not going to give up on these kids - they need our support. I stuck with it*

The opportunity to partner with MASRC was seen as an additional strategy to overcome communication barriers with remote and northern communities with one stakeholder noting:

*Yes, it's way easier for the PSOs to stay in the city than it is to travel to Northern, remote or isolated communities. Yes, there are over 60,000 Indigenous people in Winnipeg. But, they don't live in just one place ... they [are] in their home communities. It can be really challenging - other than the North End - to find large groups of Indigenous youth. ... Creativity and effort – and consultation with [MASRC] would be a great idea for the PSOs to pursue.*

This highlights structural issues inherent within the PSO system structure, which may be incompatible with current Indigenous community sport development capacity in Manitoba. As PSOs are set up to support program development and delivery, through coach training and official training, and the provision of competitions / events, as well as high performance training through provincial team programs, they depend on local stakeholders (often in the form of Clubs with solid volunteer bases) to cultivate and deliver grassroots programming. In the absence of a solid volunteer base, or permanent local staffing, they often struggle to identify means to support local grassroots program development aimed at the first four *CS4L* stages within their existing organizational paradigms, Board set priorities (as stated above), responsibilities to existing stakeholder Clubs and their NSO.

Furthermore, in order to convince Board members to support new initiatives, and relationships, they often require commitments in writing from communities. These written commitments in turn help justify dollar matching by PSOs when Bilateral funds are insufficient to cover the full costs of program delivery, as well as increasingly the likelihood of volunteers coming forward to travel to deliver programs and / or training modules. In the absence of regular community contact and communication, obtaining these commitments become additional structural barriers to program development and delivery. However, as noted by several PSO EDs, perseverance, creativity, and working with MASRC to leverage their existing network to identify community program champions has been, and could continue to be, meaningful ways to overcome these barriers.

Additional, challenges to northern and remote program delivery include non-financial barriers to travel. With regards to these barriers to traveling to northern and remote communities, one PSO ED highlighted the challenges of asking already overtaxed volunteer coaches to travel, saying:

*Sometimes to even find that person through our base of coaches, which typically our base of coaches is they're active with a program already [it is hard to run their program without them].*

Community-based programming, run through PSO-member Clubs but supported by PSOs, often rely on overtaxed volunteer bases of parent volunteers who fulfill roles as coaches, minor officials and referees. As such, asking volunteers to travel outside of Winnipeg mid-season can have an adverse effect on existing, self-sufficient programs, particularly when those parent-volunteers or volunteer-coaches and volunteer-officials have family, education and / or employment responsibilities outside of their coaching and officiating responsibilities to their home Clubs. One PSO ED highlighted these challenges, stating:

*So we say to one of our coaches we want to do a full day camp in Churchill and it's on a Friday. You probably have a day job or you're a student now you need to take time away from work and maybe family and we're going to fly you there and be there on Thursday [night] you're at that camp on Friday then come back on Saturday maybe Sunday maybe Monday because of the flights ... we take [the flights] for granted, we want to fly to Toronto there's probably a flight every 3 or 4 hours from Winnipeg but you want to go get to the middle of nowhere there's maybe one flight a week there [or only winter road access]. So that's a challenge to, now to find that person who has the know-how on our*

*side and now can it be feasible [timewise]? Can you get off work to do a 6-hour camp they will say "I can't. That's taking a week holiday and I am not going to take a week-long holiday, in the middle of January up in Northern Manitoba, sorry". They are not going to do that. "I love [my sport] but it's not going to happen". So these are some of the challenges. Money solves some of it, but human capital is sometimes you just can't do [without] it.*

While organizations, with a defined localized mandate such as the Boys and Girls Club of Winnipeg can justify centralized program delivery, province-wide organizations such as PSOs need to find mechanisms and support to expand their service delivery and partnerships outside of urban locations like Winnipeg and Brandon. Building PSO Board support, identifying local stakeholders who will remain in community to champion programs, and building community capacity through coach and official training which would support sustainable programming are essential to overcoming the barriers noted above.

### ***Building Indigenous Community Sport Capacity: The Example of Softball***

One example of PSO initiated programming that builds on community strengths, and which was discussed by several interviewees, is delivered by Softball Manitoba. Here, the opportunity to add to already existing community interest and programming was sustained through the provision of coaching workshops that met its objective of longer-term sustainability in the community. The foundation, as described below, was identification of strong community champions who have built a solid network of volunteer coaches.

*It starts with someone being a rec leader, and they've got a good rec league outta there, a Softball leader, and then from there that Softball leader working with me to set up an infrastructure for coaching first of all and volunteers to work with those coaches. First thing we need to do is put teams in place, and they've had Softball there long before we came around. It's just a matter of them, first of all, developing coaching, certifying coaching, certifying their own officials, so we didn't have to go back and forth after that. You know, development programs like our, we have a [program], coach programs, now they can teach that on their own ...*

Providing training in the community is more efficient, and less expensive, than expecting community members travel to Winnipeg. Sending both Master Coach Facilitators, to delivery multi-sport modules, and a PSO Coach Trainer to improve technical expertise, to the community creates an opportunity for larger impact, while also learning from community expertise related to culturally relevant sport, and community engagement. That reciprocity – learning from each other – is recognized as points that add value to the relationships. In this case, and given the success of Softball within Indigenous communities (e.g., successfully hosting Softball Manitoba provincials), Bilateral funding appears to be meeting the goals of Reconciliation and Sport, where Indigenous and non-Indigenous peoples collaborate in mutually respectful ways.

*At the same time, volunteers, these come down here for provincials while fifteen or twenty teams in a boys provincial would be from Cross Lake wide and we want to bring all those people to Winnipeg we can send a couple of teams from Peguis, whatever, and delegate,*

*an umpire chief, and go there for one tenth of the price and help them run it. So, they've, just in the last four years, they've held Softball Manitoba provincials for boys who had never done that. It's been more successful than it's ever been down here as far as boys, in the last decade. Just, again, you need to develop the community and there, they've got enough resources up their people-wise that they can grab, with what we're providing them, and run with it on their own. After that, all they need is fine-tuning. Like we'll go up there each year and certify officials and coaches in three or four different areas. If we go up [area] ten times a year instead of having someone there everyday of the year, it benefits both of us. We're there learning, we're teaching and we're learning from them as they're teaching us as well.*

The success of Softball Manitoba, while very strong in Cross Lake, has extended to include other northern (Norway House) and rural (Brandon, Portage, and nearby southern reserves).

*In Northern Manitoba, Cross Lake has been our number one target. We've been very successful with them ... But also Norway House is upcoming they've been really good, as far as participating. Peguis and Norway House are two of Aboriginal communities and then some of the inner city schools we're in just outside of Brandon and outside of Portage within those communities there's some of those reserves around there.*

The success of Softball Manitoba's commitment to building Indigenous sport capacity is evident in the representation of Indigenous athletes on provincial teams that attend the Canada Games. Here, technical coaches are sent to the community to work with individual athletes, enhancing skill development, strength and conditioning, with personalized training plans and follow-up.

*It would be, say, forty kids showing up in the gym or on the field and we'll do hitting clinics with them. We'll hit with them, we'll teach them throwing, catching, it can be whatever they want. If five of their pitchers are going to Canada Games like last year, we'll specialize that and have those five athletes show up in the gym and we'll send our, one of our instructors up there to just teach pitching for an afternoon. And from there we'll just follow up with those athletes and strength and conditioning, whatever they want. Yeah.*

Softball Manitoba provides an excellent example of how to build on local Indigenous sport capacity and is a model for other sport organizations to create their own adaptations of. As suggested, an innovative way of introducing more sports to different communities may be through the hosting of Provincial Championships on reserves and/or in Indigenous communities.

*I would say, probably, through our Provincial Championships they were introduced to our game that way.*

As illustrated above, Softball Manitoba provides an approach to Indigenous community sport development which builds on existing strengths, and that is worth highlighting as a model for other organizations with similar goals.

## Quantitative Results

The following table (Table 7) summarizes the organization categories and compositions pertaining to the quantitative analysis of participation rates (Indigenous, Disability and ‘Other’).

**Table 7.** Organization Categories and Compositions of the Quantitative Analysis (Participants)

PSO	Community	Indigenous (Ind.) Community	Indigenous (Ind.) Sport	Hockey
Lacrosse	Active Start Fitness Program~	WASAC	MASRC	Hockey (rural)
Archery	Winnipeg Football Club			Hockey (urban)
Athletics	SNA			One 5 Hockey^
Badminton	SPIN			
XC Skiing	BGCW			
Softball				
Ball Hockey				
Basketball				
Volleyball				
Paddling				

**Acronyms:** PSO = Provincial Sport Organization; SNA = Spence Neighbourhood Association; SPIN = Sport Programs in Inner City Neighbourhoods; BGCW = Boys and Girls Clubs of Winnipeg; WASAC = Winnipeg Aboriginal Sport Achievement Centre; MASRC = Manitoba Aboriginal Sports and Recreation Council. MISSING participant and funding data (so withheld from analysis): DAS (Le Directeur de l’activité sportive). ~MISSING participant data only: Learn to Skate, Active Start Fitness Program.

^Note: One 5 Hockey and Learn to Skate are not included in section 2 due to unavailability of coach, official, and leader data.

Prior to presenting the participation rates, the following notes should be considered:

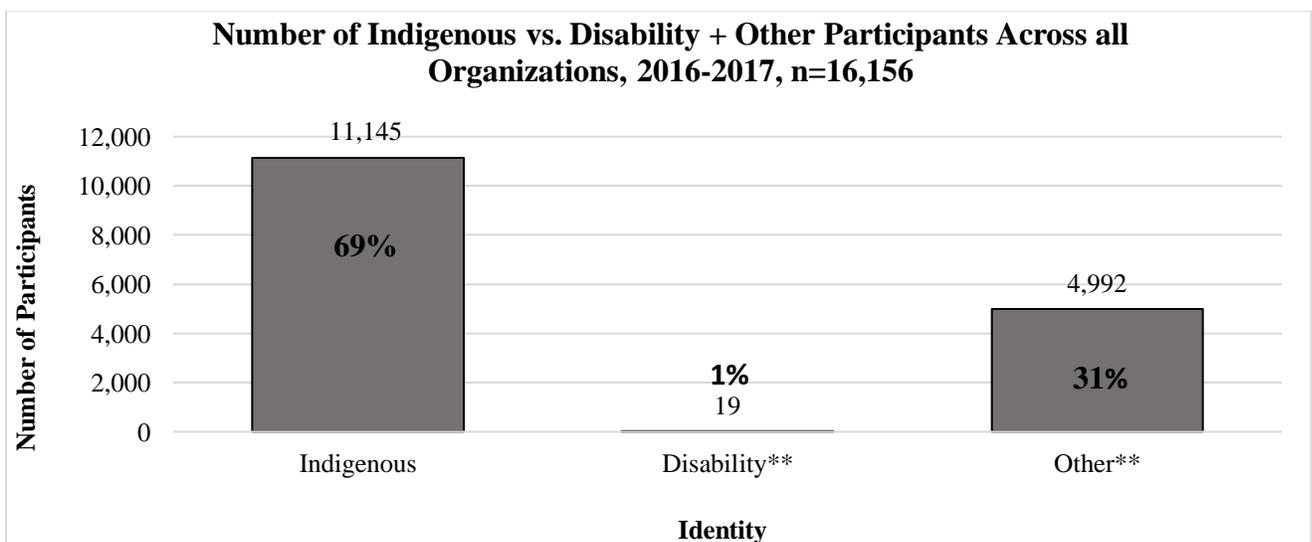
1. Some organizations did not follow correct procedures regarding the “\*Total number of participants” section in Appendix A; it appears some reported overall total instead of only “Aboriginal” + “Disability” + “Other (i.e., New Canadian, Ethno-Cultural...)”. It seems this issue went unnoticed when data were compiled in Sport Manitoba’s aggregate table. Furthermore, as the Bilateral Evaluation progressed, it became evident that program participation statistics were recorded quite ‘informally’ and/or different sport organizations may be reporting their numbers differently (e.g., actual number of participants per day of programming versus the average number of participants over all days of programming; actual number of participants multiplied by the number of programming days for total number of participants). Without specific explanations for how to record participation statistics, it is difficult to know what the participation numbers represent (i.e., individual participants versus number of times participants are in contact with programming?). Having standardized directions for recording program participation would ensure more reliable data.
2. In this section, \* indicates the associated organization’s Appendix A was missing Indigenous participant data (Winnipeg Football Club), so Indigenous participant data

were obtained from Sport Manitoba’s aggregate data table. This was not done for non-Indigenous participant data due to the issue noted in point #1.

3. In this section, \*\* indicates we did not have access to the associated organization’s Appendix A at all (Paddling, SNA, SPIN, BGCW), so Indigenous participant data were obtained from Sport Manitoba’s aggregate data table. This was not done for non-Indigenous participant data due to the issue noted in point #1.
4. In this section, Indigenous Sport is marked with \*\*\* because Manitoba Aboriginal Sports and Recreation Council (MASRC) bilateral funds are used primarily for capacity development. MASRC does not receive bilateral funds for programming, which accounts for this organization’s lack of participant numbers noted throughout section 1 of this analysis. However, MASRC uses \$90,000 of their funding to hire two sport coordinators to assist PSO’s with programming. This must be taken into consideration when interpreting the graphs
5. Results depicted in many of the graphs are skewed due to issues marked with asterisks.
6. Some numbers reported by organizations appear to be guesses. For instance, the Manitoba Badminton Association reported exactly 1300 Indigenous participants, 700 of which were male, and 600 of which were female.
7. Manitoba Aboriginal Sports and Recreation Council (MASRC) Bilateral funds are used primarily for capacity development. This must be taken into account when interpreting graphs, where designated.

**Participations Rate of Targeted Program Participants:** The number of Indigenous participants compared with participants with disabilities and ‘other’ participants (i.e., New Canadians, participants from Ethno-cultural groups, etc.) reported across all organizations spanning from 2016-2017 is depicted in Figure 2 below. During this period, the total number of participants in programs funded through the Bilateral program totalled 16,156 individuals.

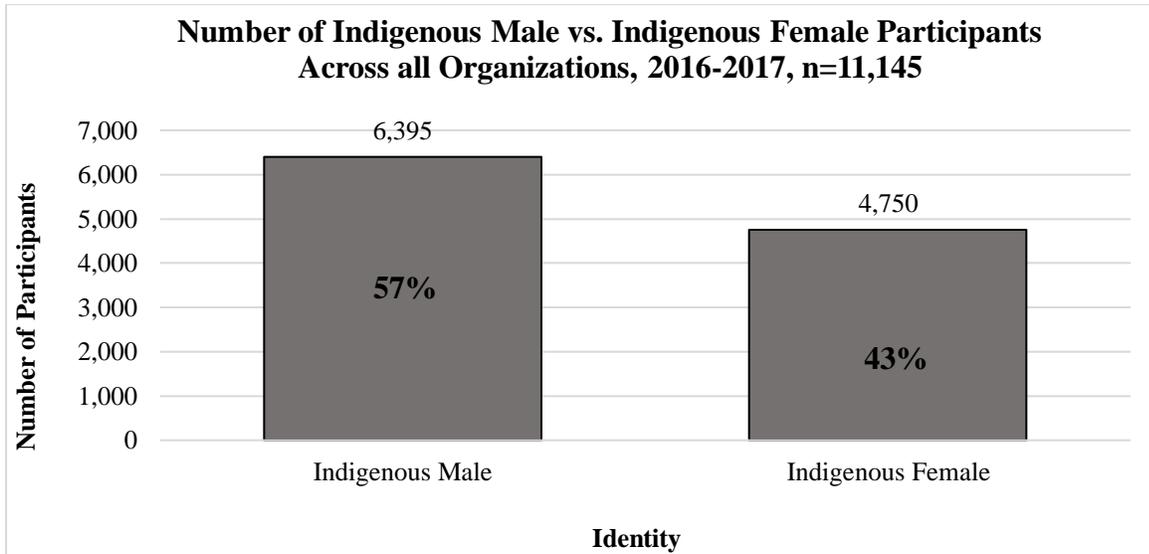
**Figure 2.** Number of Indigenous versus Disability versus Other Participants Reported Across All Organizations (2016-2017), n=16,156



Of all underrepresented groups, programming is being delivered mostly to Indigenous participants (69%), followed by ‘Other’ participants (30%). Participation levels were lowest among participants with a disability (1%).

Figure 3 (below) highlights to differences in male and female Indigenous participation levels across organizations.

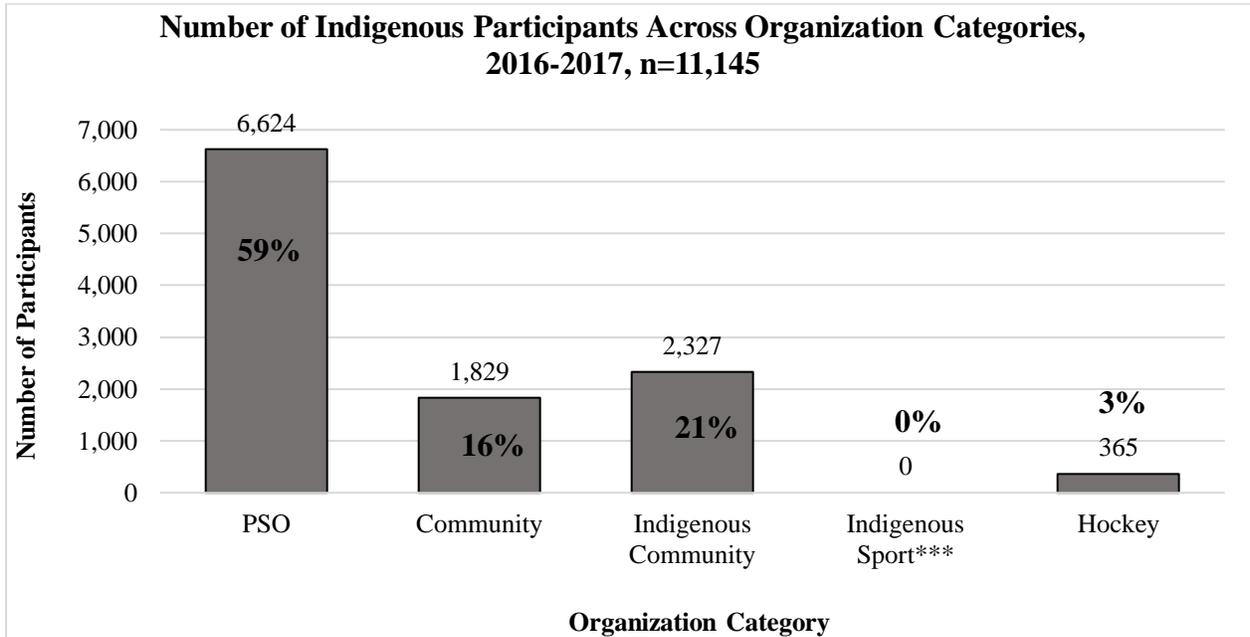
**Figure 3.** Comparison of Indigenous Male versus Indigenous Female Participants Reported Across All Organizations (2016-2017), n = 11,145



As indicated in the figure above, male Indigenous participants outnumber female participants, across all organizations. As such, programming is being delivered slightly more to Indigenous male participants than Indigenous female participants (i.e., parity has not yet been achieved).

Figure 4 (next page) illustrates the breakdown of service provision across all Bilateral Funded programs by category of organization. Of all organization categories, PSO’s appear to be reaching the greatest number of Indigenous participants. However, these data do not take into account the quality of participation experiences. Furthermore, through the analysis process, questions arose as to the consistency of reporting procedures across organizations. For instance, do organizations count one participant participating in a program five times per week count as one, or five?

**Figure 4.** Number of Indigenous Participants Reported Across Organization Categories (2016-2017)

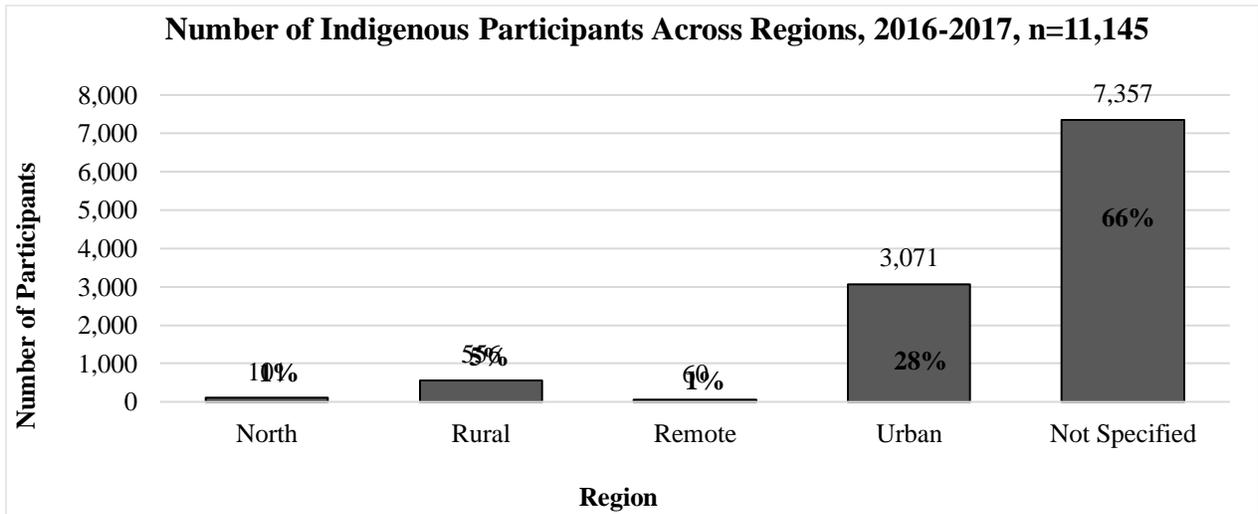


This analysis has great potential to provide an overview of areas in Manitoba being targeted with respect to sport programs for Indigenous participants. However, there was a significant amount of missing data, which greatly compromised the usefulness of this analysis. Furthermore, it is essential to note that MASRC does not receive bilateral funds for programming.

From the data available (

**Figure 5**), it appears that most programming is being delivered within the city of Winnipeg (i.e., “Urban”). In the figure below, North is used to denote communities within Manitoba’s northern economic region and accessible by year-round road, while Rural encompasses communities south of Manitoba’s northern economic region, but not in Winnipeg, and Remote refers to communities within Manitoba’s northern economic region, but not accessible by year-round road. Urban refers to the city of Winnipeg.

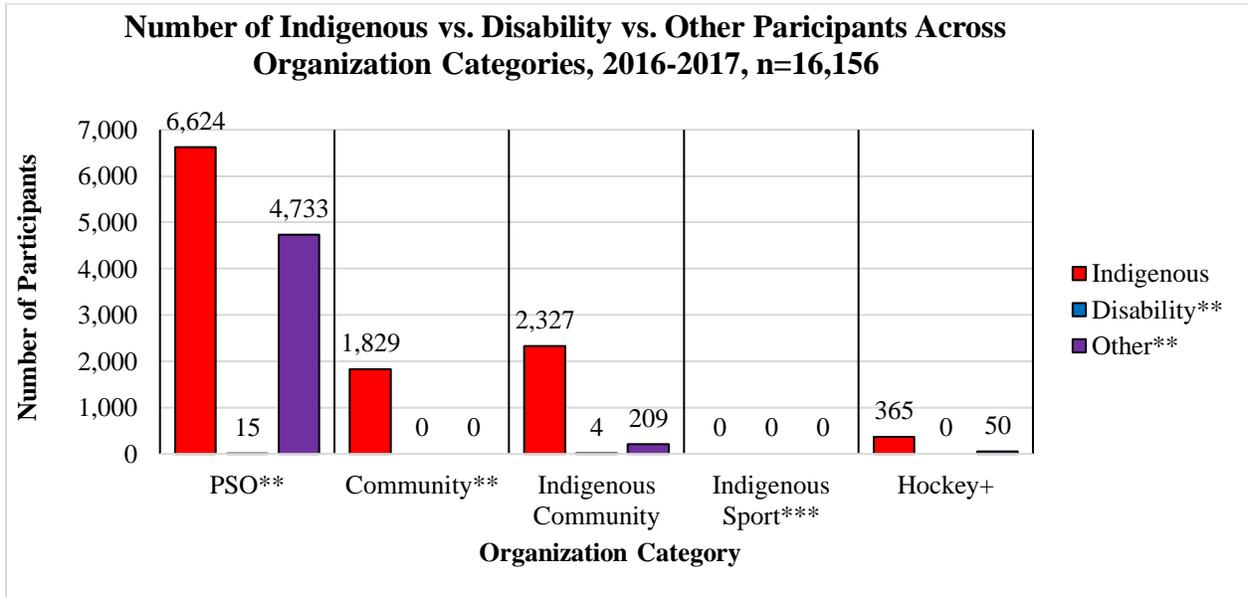
**Figure 5.** Number of Indigenous participants reported across regions (2016-2017)



As illustrated in the figure above, Northern and Remote areas are not being reached to the same extent as Urban and Rural areas. This illustrates 1) key gaps in the reach and impact of Bilateral funding, and 2) key opportunities for PSO's to collaborate more with MASRC and/or regional Sport Manitoba staff, or 3) key opportunities to invest in MASRC core capacity to hire more Indigenous sport coordinators with sport knowledge and expertise. Given health and wellness disparities in the north (e.g., high levels of Type II diabetes for children and youth), Bilateral funding could have a much greater social impact over time were northern and remote Indigenous youth targeted for programming. This likely reflects capacity issues, as noted in earlier analyses. Given it is easier for organizations based in Winnipeg to provide programs locally, attention to policy directives and findings from the qualitative analysis are used to inform the corresponding recommendations regarding Indigenous sport programming outside of Winnipeg.

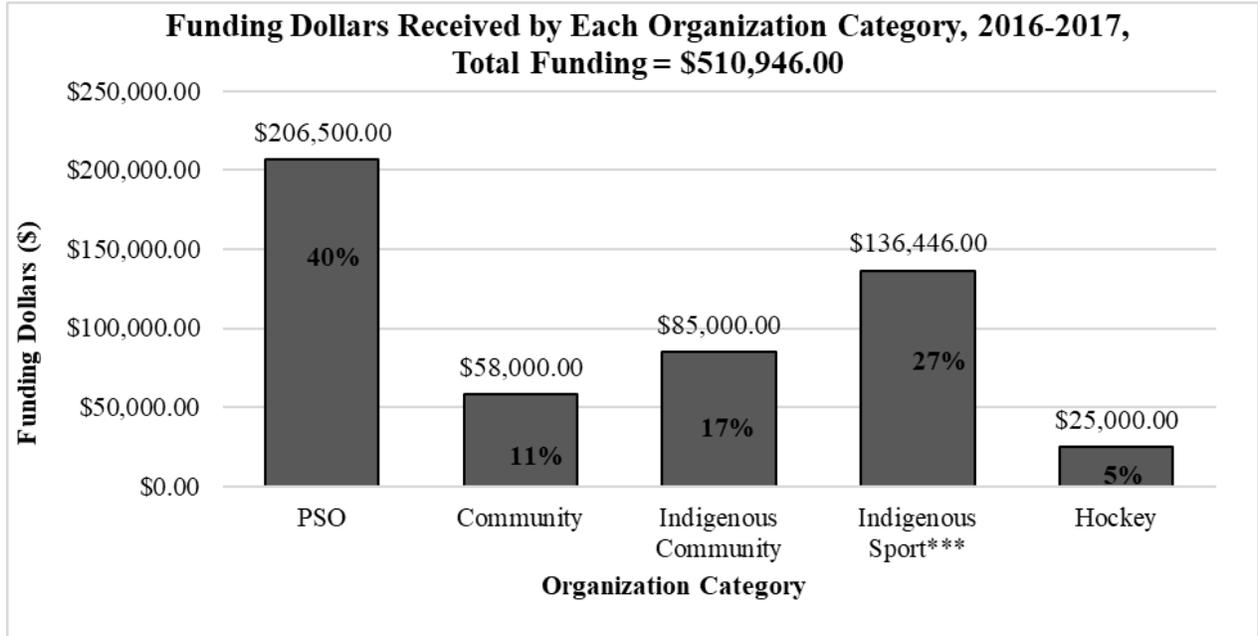
Figure 6 (see next page) compares participation rates by the number of Indigenous versus Disability versus 'Other' participants reported across organization categories for 2016 – 2017.

**Figure 6.** Number of Indigenous versus Disability versus Other Participants Reported Across Organization Categories (2016 – 2017)



As this figure illustrates, Indigenous participants appear to be the programming delivery priority for all organization categories. However, PSO’s also reach a considerable number of participants in the “Other” category. It is important to note, however, that there was a lack of data on participants in the disability and ‘Other’ participants categories. As such, the lack of reporting may have adversely affected the representativeness of the above figure. The subsequent figure (Figure 7) illustrates the reported funding dollars received by each organization category for the funding cycle year spanning 2016-2017.

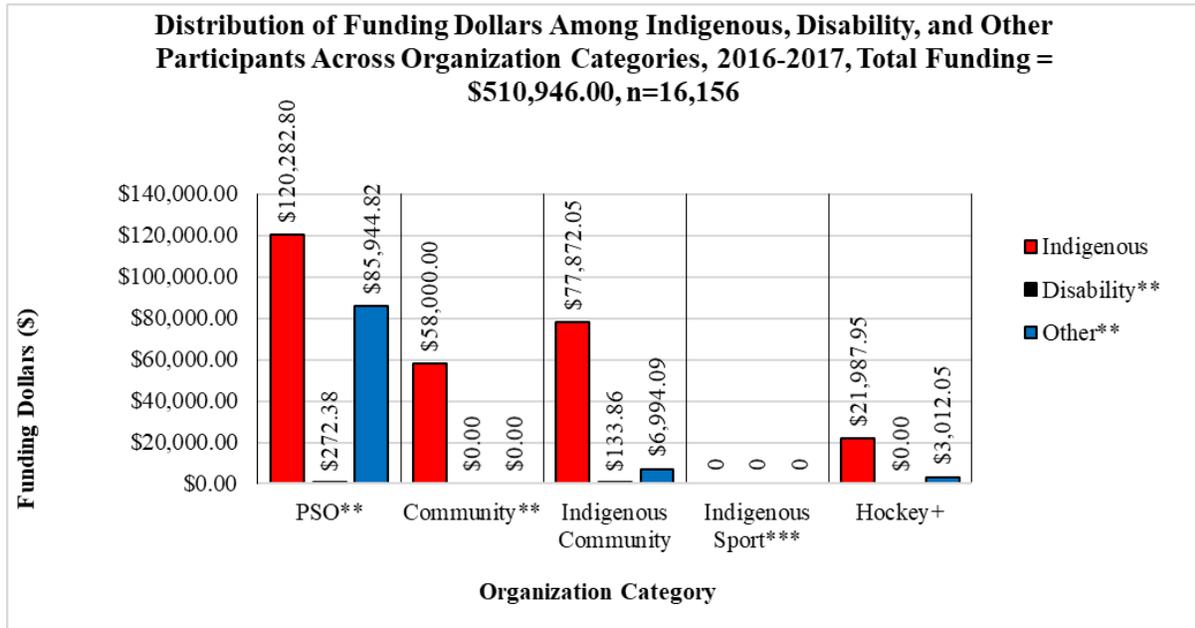
**Figure 7.** Reported funding dollars received by each organization category (2016-2017)



For 2016 – 2017, the total funding distributed in Manitoba equaled \$510,946.00; it is important to note that MASRC bilateral funds are used primarily for capacity development and that MASRC does not receive bilateral funds for programming, other than to support NAIG travel.

It was not clear how decisions were made regarding how to distribute the Bilateral funds amongst the various organizations; lack of clarity on this was also mentioned by interviewees and is discussed in the qualitative analysis section. However, budget information allowed for an assessment of the impact of funding investment in relation to participant outcomes, as demonstrated in the following analysis. Figure 8 contributes to this assessment, illustrating the distribution of reported funding dollars by participant categories (Indigenous, Disability, and ‘Other’ Participants) across Organization Categories for 2016-2017.

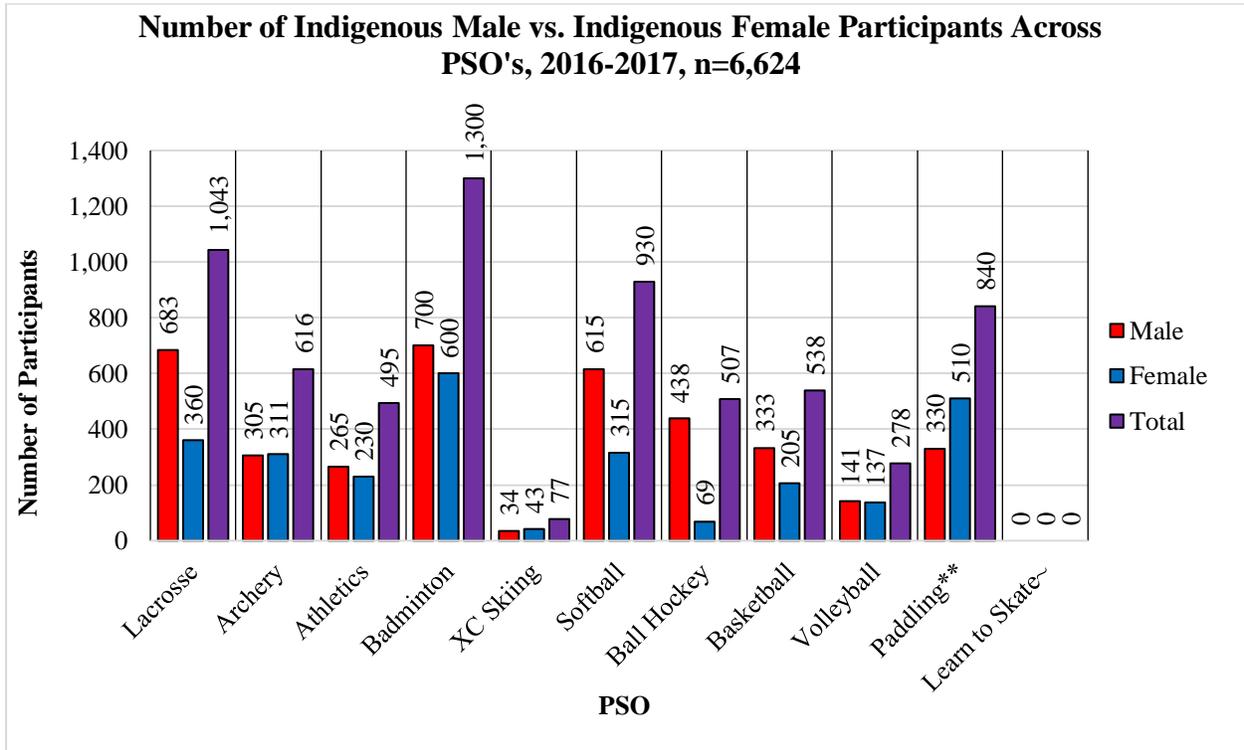
**Figure 8.** Distribution of Reported Funding Dollars among Indigenous, Disability, and ‘Other’ Participants across Organization Categories (2016-2017)



Based on the information presented in the figure above, it appears that three of the five organization categories direct a significant majority of their funding to programs for Indigenous participants. However, PSO’s are an exception, directing a significant proportion of their funding (42%) to participants in the “Other” category; this includes participants who identify as New Canadians, and / or members of Ethno-cultural minorities groups, etc. Policy review and qualitative analysis helps explain this outcome in terms of Indigenous vs non-Indigenous priorities.

As illustrated above, the number of Indigenous male participants were higher compared to Indigenous female participants irrespective of organizational category. Participant rates, both total and comparing Indigenous male versus Indigenous female levels, reported across Provincial Sport Organizations (PSOs) from 2016-2017 are captured in Figure 9 below.

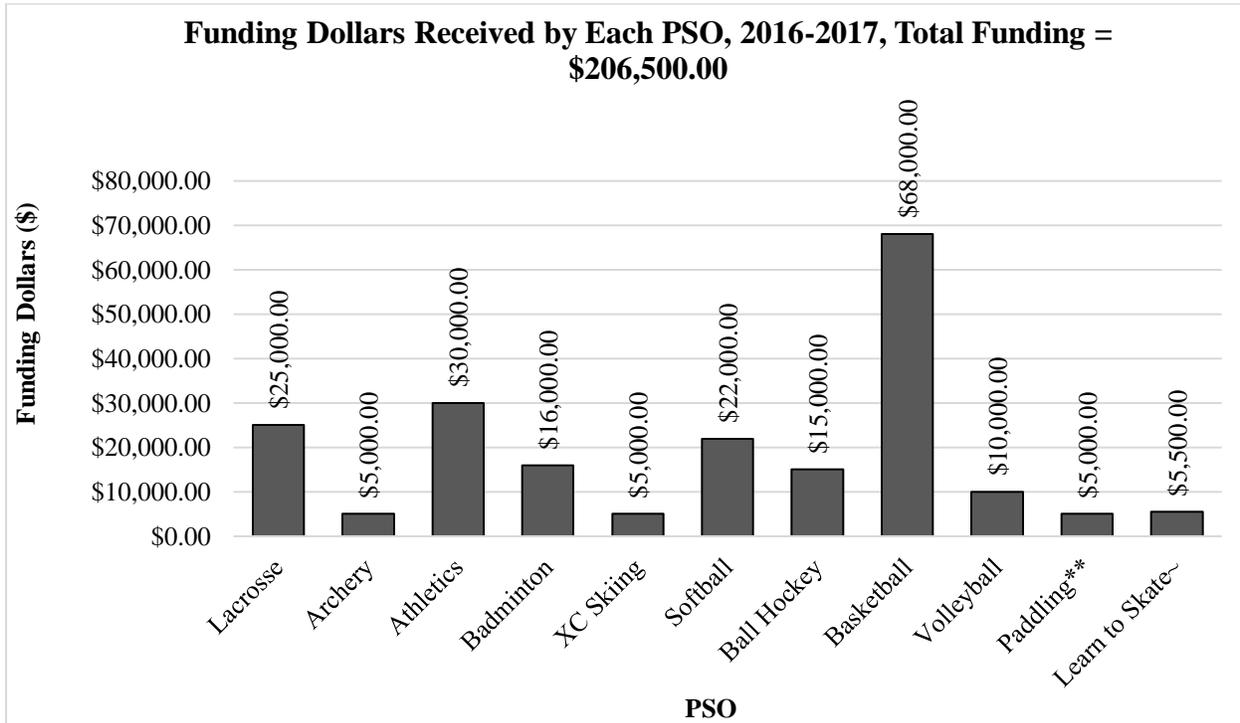
**Figure 9.** Number of Indigenous Male versus Indigenous Female Participants Reported across Provincial Sport Organizations (2016-2017)



Disparities are also seen between the number of Indigenous male and Indigenous female participants across many PSO's. Lacrosse, Badminton, Softball, Ball Hockey, and Basketball all report more male participants reached; Cross Country Skiing and Paddling report more female participants. It is important to note, approximate parity is seen in the participant levels reported by Archery, Athletics, and Volleyball.

Reported funding dollars received by each PSO for 2016-2017 are presented in Figure 10; please see next page.

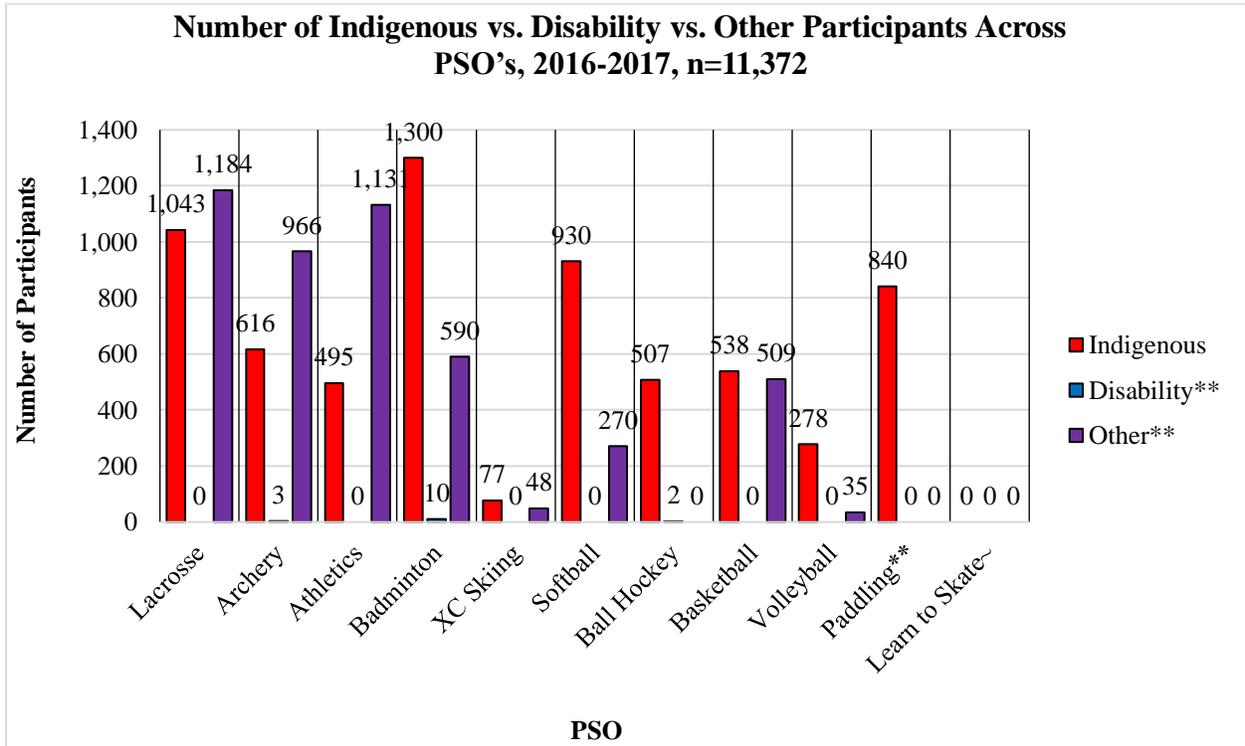
**Figure 10.** Reported Funding Dollars Received by each Provincial Sport Organization (2016-2017)



Total Bilateral funding distributed in 2016 - 2017 totalled \$206,500. When comparing funding dollars relative to participation numbers, some PSO's appear to be under-performing relative to their allocated grants (for example, basketball receives the highest amount of money for a PSO yet reports the fifth lowest number of overall Indigenous participation relative to other sports). When planning for future budget years, consideration of participation numbers may help to prioritize needs within the context of what a PSO is able to, and capable of, offering in terms of targeting Indigenous youth programme participation. To increase Indigenous youth participation, prioritizing PSO's who target Indigenous youth and/or shift funding allocations in support of Indigenous youth programming in northern, rural, and remote communities may help to address the disparities illuminated by the preceding tables.

Furthering this vein of inquiry, Figure 11 highlights the relative number of Indigenous versus Disability versus Other (i.e., New Canadian, Ethnocultural, etc.) participants reported across PSO's for 2016-2017.

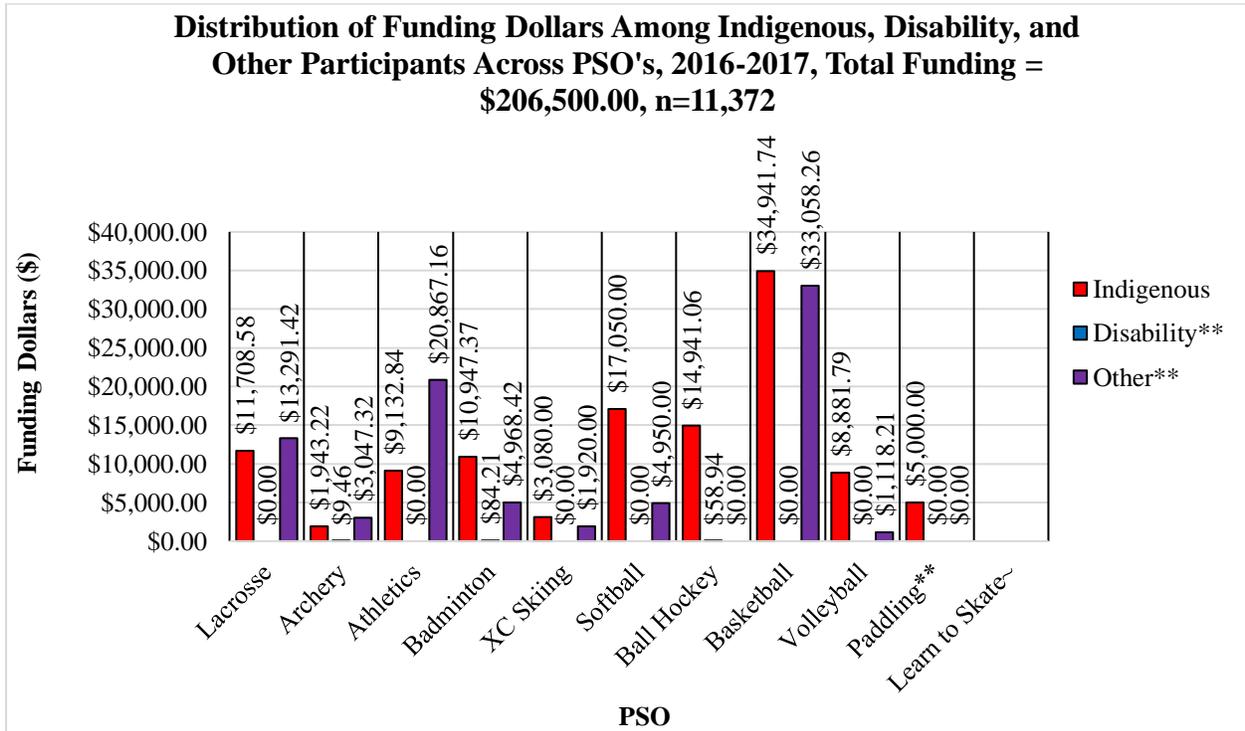
**Figure 11.** Number of Indigenous versus Disability versus Other Participants Reported across Provincial Sport Organizations (2016-2017)



As exemplified in the table above, participation numbers for 2016 - 2017 totalled 11,372. Additionally, in 2016 – 2017, some PSO's (Lacrosse, Archery, and Athletics) had greater rates of participation from participants in the "Other" category than they did from those in the "Indigenous" category.

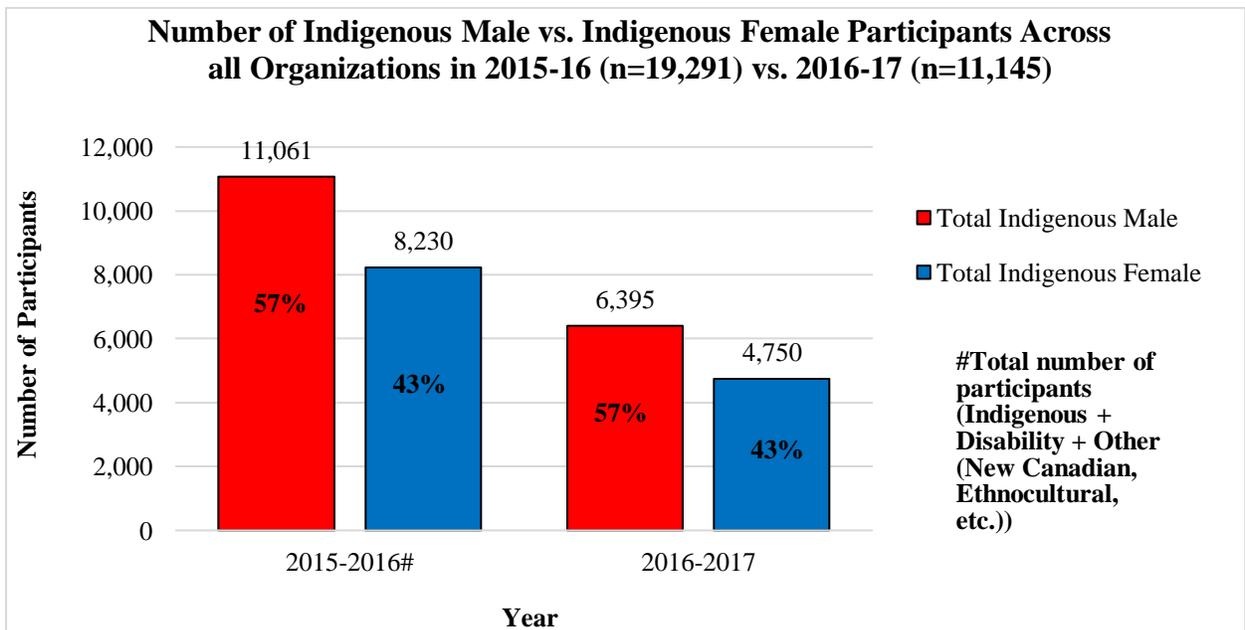
Figure 12 below details the distribution of reported funding dollars among Indigenous, Disability, and 'Other' (i.e., New Canadian, Ethno-cultural, etc.) Participants across Provincial Sport Organizations for 2016-2017. As illustrated by this figure, total funding issued was \$206,500.00 in 2016 – 2017, while total participation was 11,372. Among the PSO's, Lacrosse, Archery, and Athletics directed more funding to participants in the "Other" category than they did to Indigenous participants. To increase Indigenous youth participation, it is important to prioritize allocation of funds to PSO's that are succeeding at achieving this objective.

**Figure 12.** Distribution of Reported Funding Dollars among Indigenous, Disability, and ‘Other’ Participants across Provincial Sport Organizations (2016-2017)



Below, Figure 13 compares the number of Indigenous male versus Indigenous female participants reported across all organizations for 2015-2016 versus 2016-2017.

**Figure 13.** Number of Indigenous Male versus Indigenous Female Participants Reported Across All Organizations for 2015-2016 versus 2016-2017



Please note that 2015-2016 data also includes participants in the Disability and ‘Other’ (i.e., New Canadian, Ethnocultural, etc.) categories due to constraints imposed by the reporting procedure; as such an accurate year to year comparison is not possible. However, it is clear that there were more male than female participants in both years.

This section has detailed and compared the participation rates of all bilateral funded programs, as well as the rates of participation in comparison to organizational category and funding received by organization type. The following section details the levels of participation of coaches, officials, and leaders, including volunteers and mentors.

***Participation Rates of Coaches, Officials, and Leaders:*** The following analysis pertains to Coaches, Officials, and Leaders, the last of which includes volunteers and mentors. In reviewing what follows, please consider the following key points:

1. In this section, \* indicates the associated organization’s Appendix A was missing coach, official, and leader data (Archery, Athletics, WASAC), so these data were obtained from Sport Manitoba’s aggregate data table.
2. In this section, \*\* indicates we did not have access to the associated organization’s Appendix A at all (Paddling, DAS, Active Start Fitness Program, SNA, SPIN, and BGCW), so data were obtained from Sport Manitoba’s aggregate data table.
3. In this section, \*\*\* indicates the associated organizations appear to have duplicated data (Badminton, Basketball, Lacrosse; e.g., put the same data in the “Coaches” section as in the “Leaders” section).
4. Sport Manitoba’s aggregate data table contained only total number of coaches, officials, and/or leaders for some organizations (i.e., did not specify how many were Indigenous vs. other). This includes Athletics, Active Start, and WASAC.
5. In some instances, data in a given category do not sum to the total reported for that category.
6. Due to the issues noted in points #4 and #5, totals reported were left out of the analysis (i.e., only “Aboriginal” and “Other” data were used).
7. Volleyball – “Leader” section – there is 1 male and 0 females under “Other Leaders/volunteers/mentors”, but 0 males and 1 female under “Total # of Leaders”. This analysis assumed the former was correct.
8. In this section, Indigenous Sport is marked with ~ because Manitoba Aboriginal Sports and Recreation Council (MASRC) Sport Forum numbers are reported in PSO coach training numbers.

The following table (Table 8) summarizes the organization categories and compositions pertaining to the quantitative analysis of participation rates (coaches, officials and leaders).

**Table 8.** Organization Categories and Compositions o the Quantitative Analysis (Coaches, Officials and Leaders)

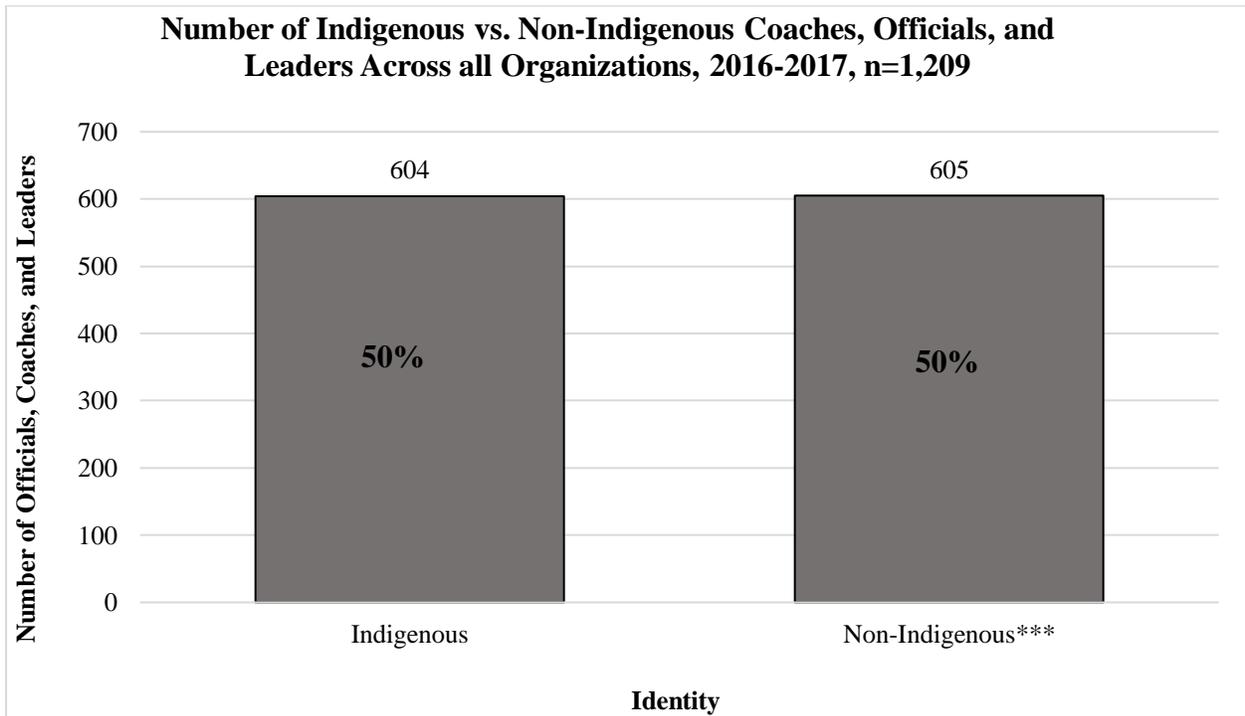
PSO	Community	Indigenous (Ind.) Community	Indigenous (Ind.) Sport	Hockey
Lacrosse	Active Start Fitness Program	WASAC	Aboriginal Coach Module Training (MASRC)	Hockey (rural)
Archery	Winnipeg Football Club			Hockey (urban)
DAS^	SNA			
Athletics	SPIN			
Badminton	BGCW			
XC Skiing				
Softball				
Ball Hockey				
Basketball				
Volleyball				
Paddling				

PSO = Provincial Sport Organization; DAS = Le Directeurat de l'activité sportive; SNA = Spence Neighbourhood Association; SPIN = Sport Programs in Inner City Neighbourhoods; BGCW = Boys and Girls Clubs of Winnipeg; WASAC = Winnipeg Aboriginal Sport Achievement Centre; MASRC = Manitoba Aboriginal Sports and Recreation Council; Sport Forums identify possible coach training candidates; Coach Manual Training refers to the NCCP Aboriginal Coach Module training).

^Note that DAS was not included in section 1 due to unavailability of data.

Figure 14 below breaks down the total number of Indigenous versus non-Indigenous coaches, officials, and leaders (including volunteers and mentors) reported across all organizations for 2016-2017.

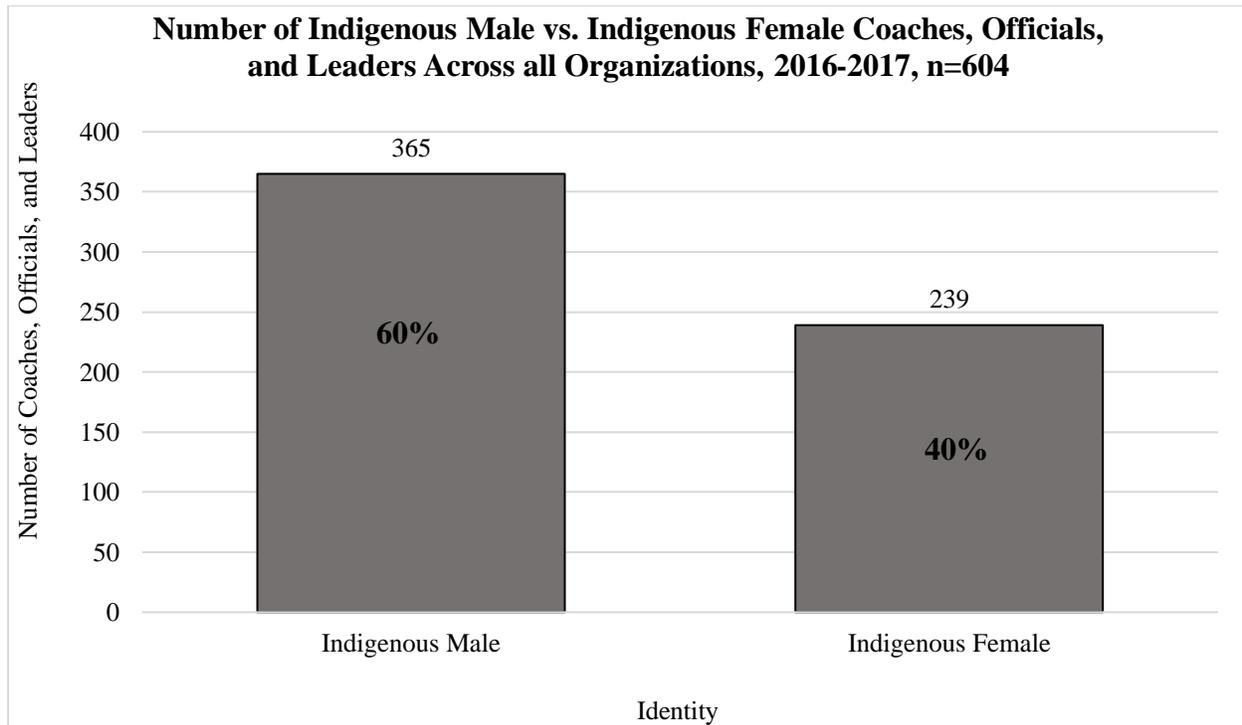
**Figure 14.** Number of Indigenous versus non-Indigenous Coaches, Officials, and Leaders Reported Across All Organizations (2016-2017)



For the year 2016 – 2017, the total number of coaches was 1,209 and programming was being led by equal numbers of non-Indigenous and Indigenous coaches, officials, and leaders (collectively). In addition, 604 Indigenous coaches, officials, and leaders is quite a large number, and it does not reflect common concerns that there are not enough Indigenous people fulfilling these roles. This puts into question how this data is being collected/reported. Do some organizations report one coach coaching five times per week as five coaches?, and does not reflect common concerns voiced in qualitative interviews regarding the absence of sufficient Indigenous people(s) fulfilling these roles. This calls into question how this data is being collected/reported. For example, do some organizations report one coach coaching five times per week as five coaches? As such, there is a need for uniform reporting practices.

The figure below (Figure 15) breaks down the number of Indigenous male versus Indigenous female coaches, officials, and leaders (including volunteers and mentors) reported across all organizations in 2016-2017.

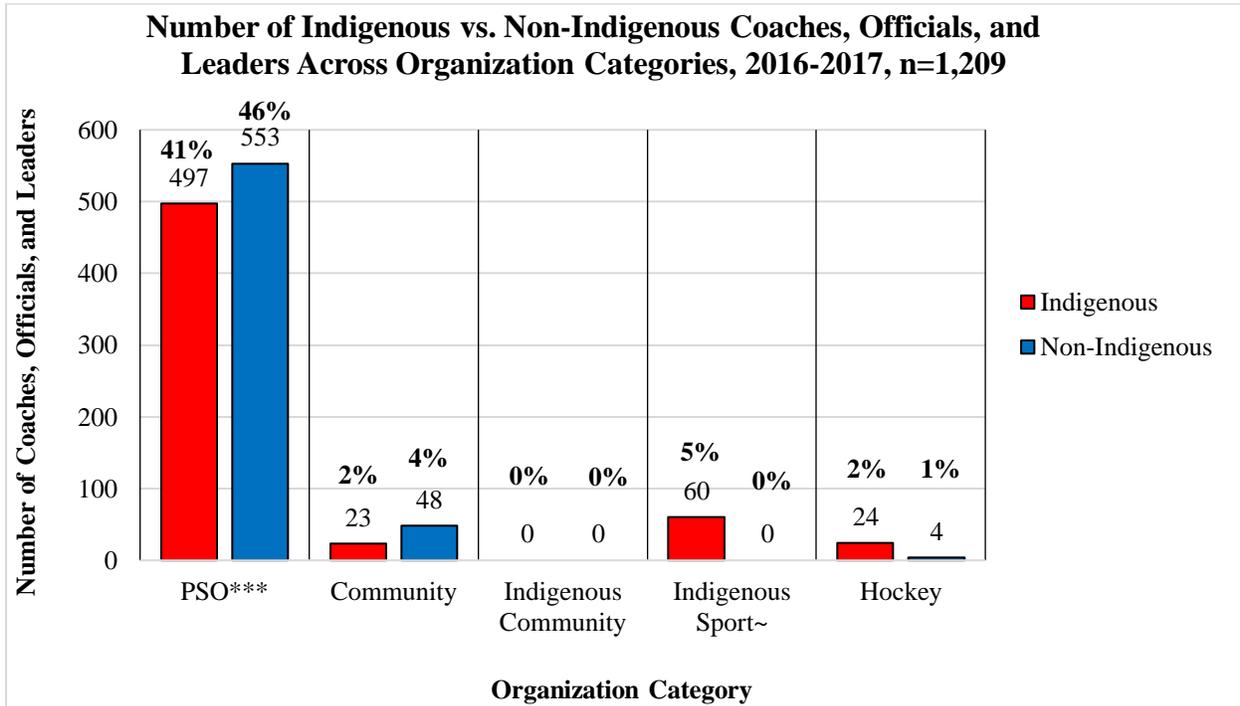
**Figure 15.** Number of Indigenous Male versus Indigenous Female Coaches, Officials, and Leaders Reported Across All Organizations (2016-2017)



As illustrated by the above figure, there were more Indigenous male than Indigenous female coaches, officials, and leaders (collectively) in 2016-2017. These numbers appear inflated when compared with data from the qualitative analysis.

Figure 16 compares the total number of Indigenous versus non-Indigenous coaches, officials, and leaders reported across organization categories for 2016-2017.

**Figure 16.** Number of Indigenous versus non-Indigenous coaches, officials, and leaders reported across organization categories (2016-2017)

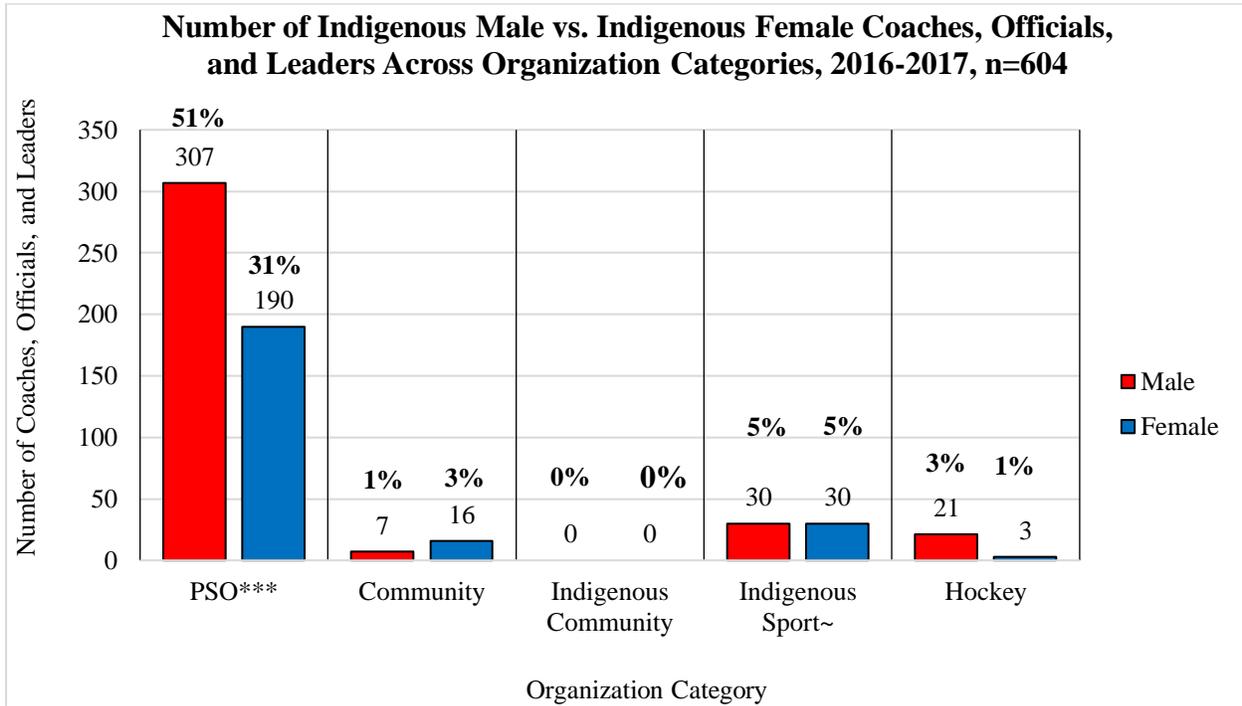


As with the results reported in the previous table, the number of female coaches appears inflated when compared with data from the qualitative analysis; it is estimated there are at most 100 female coaches.

Of all organization categories, PSO's appear to be receiving the most help with respect to coaching, officiating, and leading (collectively). PSO's and Community programming have more non-Indigenous than Indigenous coaches, officials, and leaders (collectively). As in Figure 14, the large number of Indigenous coaches reported (in this case, by PSO's) does not reflect common concerns voiced by other stakeholders regarding the lack of sufficient numbers of Indigenous people fulfilling these roles. This leads to additional questions regarding the difficulty reported in finding Indigenous coaches for NAIG. As such, additional information is needed regarding the qualifications of all coaches, and officials in order to compare them to the certification requirements to coach or officiate at events like NAIG. It is also important to note that, Manitoba Aboriginal Sports and Recreation Council (MASRC) Sport Forum numbers are reported in PSO coach training numbers.

As the presence of women in key coaching, officiating and leadership role supports the recruitment, and retention of female sport participants, Figure 17 depicts the number of Indigenous male versus Indigenous female coaches, officials, and leaders reported across organization categories in 2016-2017.

**Figure 17.** Number of Indigenous male versus Indigenous female coaches, officials, and leaders reported across organization categories (2016-2017)

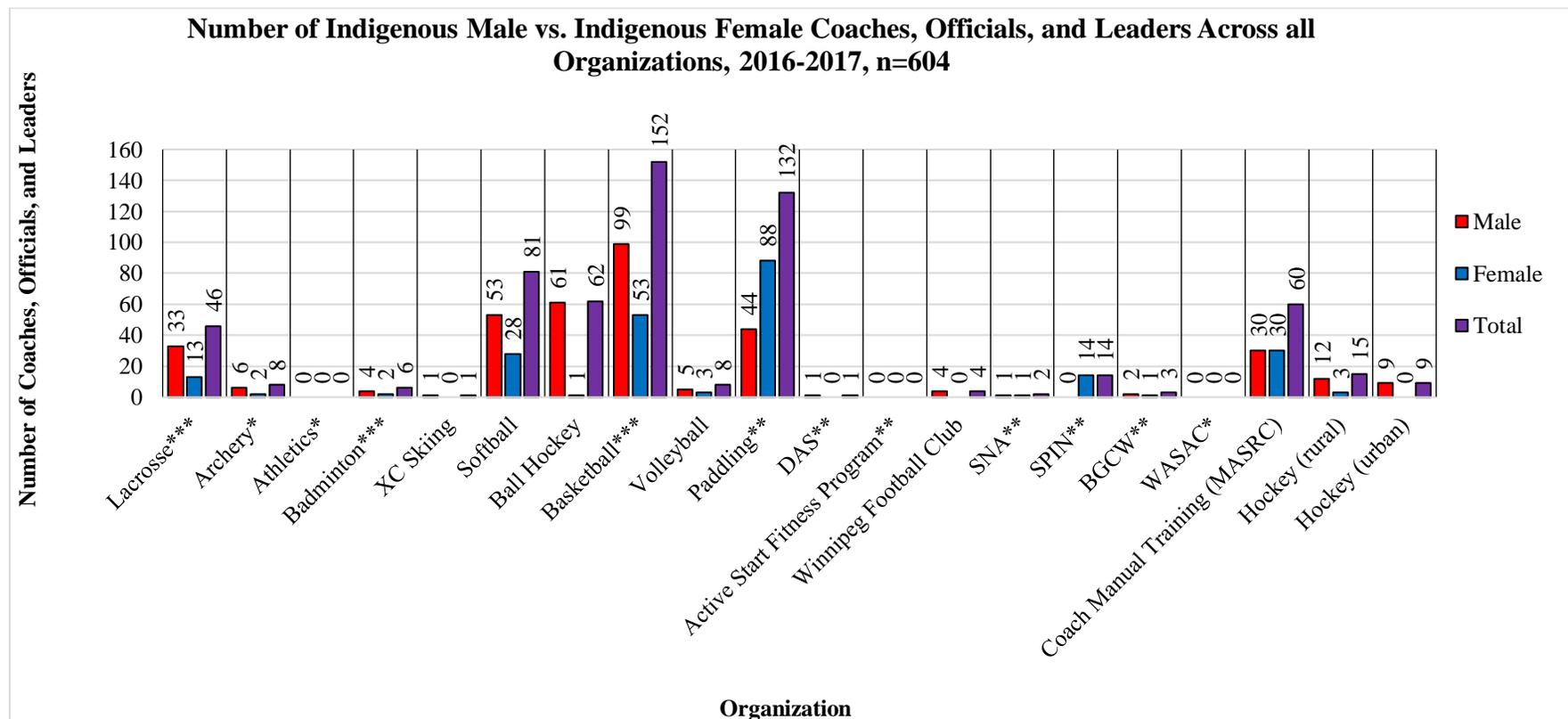


As with participant levels, parity is not being reached with respect to male versus female coaches, officials, and leaders. This reflects challenges in achieving gender parity in sport leadership roles across Canada. As with the previous figure, it is important to note that Manitoba Aboriginal Sports and Recreation Council (MASRC) Sport Forum numbers are reported in PSO coach training numbers.

In the figure on the subsequent page (**Figure 18**), the number of Indigenous male versus Indigenous female coaches, officials, and leaders reported across all organizations for 2016-2017 are compared.

Most organizations reported more Indigenous male than Indigenous female coaches, officials, and leaders (collectively). When organization where compared, it became clear that Basketball reported a considerably higher number of Indigenous coaches, leaders, and officials, despite such a low number of Indigenous participants (Figure 9), than other organizations. With regards to the figure above, it is important to note that one of its sources (Appendix A) was inaccessible, as such missing coach, official, and leader data was obtained from Sport Manitoba's aggregate data table, and that duplicated data may be included in the figure. It is important to note that in addition to the CAC / NCCP certification streams, WASAC provides leadership training for Indigenous youth. It would therefore be helpful to compare their numbers; these numbers were, however, unavailable.

**Figure 18.** Number of Indigenous male versus Indigenous female coaches, officials, and leaders reported across all organizations (2016-2017)



## RECOMMENDATIONS

Based on the qualitative analysis of data emerging from interviews with key stakeholders who receive Bilateral funding, and informed by the quantitative analysis and policy review, the success of the Bilateral programs in support of Indigenous children and youth would be enhanced by the following key recommendations:

1. Sport Manitoba adds culturally relevant sport for Indigenous children and youth to its Bilateral agreements with Indigenous and non-Indigenous sport organizations (PSOs, community groups);
  - a. Sport Manitoba develops a clear definition of culturally relevant sport for Indigenous children and youth;
  - b. Sport Manitoba providing professional development training workshops related to culturally relevant sport for Indigenous children and youth Sport Manitoba mandates that all non-Indigenous staff working with Indigenous children and youth be certified via the Aboriginal Coaching Manual;
  - c. Sport Manitoba prioritize funding allocations in support of Indigenous sport organizations as well as the hiring of Indigenous staff within the organization; and,
  - d. Sport Manitoba prioritize funding for rural and northern communities in relation to Bilateral allocations and where identified gaps in programming reach exist.
  
2. Sport Manitoba mandates professional development training related to Indigenous history, colonization and anti-Indigenous racism:
  - a. Sport Manitoba offers professional development training related to culturally relevant sport, Indigenous history, colonization, and anti-racism for Bilateral funded organizations, their staff and volunteers:
    - 1) Pre-Application session on cultural awareness, indigenous sport, colonisation, etc. as a qualifier to being allowed to submit an application, and
    - 2) Post-Award session on responsible reporting requirements.
  
3. Sport Manitoba works with Bilateral funded organizations to build stronger, sustainable relationships across stakeholder groups and with Indigenous communities and partnerships with the north located in the north:
  - a. Consider a new approach whereby a MASRC or Sport Manitoba office partners with a northern organization with a similar mandate to deliver northern Indigenous sport programming and capacity development (e.g., Indian and Metis Friendship Centres; the Thompson Regional Community Centre);
  - b. Sport Manitoba work with MASRC to strengthen partnerships between MASRC and PSOs, with funding provided for collaborative work in the rural and northern Indigenous communities:
    - i. PSOs and MASRC should cross-reference their numbers when collaborating on Indigenous programming.
  - c. All groups work to strengthen their relationships with Indigenous communities and schools, including via strengthened connections with MFNERC; and,
  - d. Organize a yearly gathering where Bilateral stakeholders can meet, share successful practices, problem solve around challenges and identify synergies.

4. Sport Manitoba work with Bilateral stakeholders to standardize Bilateral reporting practices:
  - a. Provide clear instructions in Bilateral agreements to standardize record keeping across organizations;
    - i. To ensure consistency in data collection and reporting across sport organizations, clearly define what is meant by a participant. For instance, do all organizations take the same approach to reporting a participant who participates multiple times throughout a given week? Does this count as one participant, or multiple participants? It would be helpful to communicate standard instructions for reporting participation numbers to all organizations receiving Bilateral funds.
  - b. For accountability purposes, encourage organizations to follow the standard procedures regarding the “\*Total number of participants” section in Appendix A; do not report overall total; instead, only report “Aboriginal” + “Disability” + “Other (i.e., New Canadian, Ethno-Cultural...)”;
  - c. Include the name of the organization at the top of the spreadsheet as well as in the file name to facilitate organizational ease;
  - d. Current reporting procedures do not allow for LTAD data analysis. If there is a desire to use LTAD stages in future analyses, data must be categorized under LTAD stages as opposed to aggregating all youth participants across ages;
  - e. Region/community data has potential to provide very meaningful analysis. If there is a desire for this, data must be categorized under regions (i.e., “North”, “Rural”, “Remote”, and “Urban”) as opposed to aggregating all participants;
  - f. There is concern as to the effect intersectionality may have on statistics reported. It is possible one individual may identify with more than one participant category. A procedure should be devised to deal with this;
  - g. Collaboration between Provincial Sport Organizations (PSO’s) and the MASRC needs to be taken into account. For example, if both organizations report the same participants when collaborating on program delivery, participation numbers should be cross-referenced to increase accuracy of reporting;
  - h. Other concerns arise with regard to regional data, including:
    - i. Athletics – people from outside Winnipeg attend track meets here and elsewhere. When reporting on communities, this needs to be taken into account;
    - ii. Archery – did people from outside Winnipeg attend Manito Ahbee Education Day?;
    - iii. Volleyball – FSD includes northern and remote communities; it would be helpful to not aggregate all FSD data into one cell (if a regional analysis is desired); and
    - iv. Volleyball – Newcomer Program – from where in Manitoba did these students come?
  - i. Coach, official and leader participation rate reporting could be improved by implementing the following:
    - i. Provide identity details (i.e., Indigenous vs. other);

- ii. For any one event, do not report anyone under more than one category (i.e., they are either a coach, an official, or a leader), as doing so inflates numbers;
- iii. Ensure consistency in data collection and reporting across sport organizations. For instance, do all organizations take the same approach to reporting a coach who coaches multiple times throughout a given week? Does this count as one coach, or multiple coaches?; and,
- iv. How do the roles of coaches, officials, and leaders differ? How does reporting differ between a leader who volunteers once and a coach who coaches multiple times per week? If not already in existence, protocols should be developed for dealing with data representing people whose roles vary in amount of responsibility (time commitment, duration).

The reporting recommendations are made in conjunction with the general recommendations listed above, and which pertain to, addressing gaps in the policy documents that inform the allocation of Bilateral funds, as well as establishing priorities and outcomes for the use of said funds. These recommendations were presented back to stakeholders at a Public Presentation, held on May 7<sup>th</sup>, 2019; the results of which are discussed below.

## **PUBLIC INPUT**

As noted above, a public presentation was also organized once the draft Final Report had been presented to Sport Manitoba. Information about the public presentation can be found in Appendix 3. Feedback from the public presentation was used to further verify, revise and refine the findings presented in the final report.

The public presentation was two-fold. First, the findings were presented to stakeholders, including representatives from Sport Manitoba, MASRC, WASAC, the City of Winnipeg, Community Organizations (e.g. Boys and Girls Club and Spence Neighbourhood Centre), and the Provincial Sport Organizations. Following a presentation of the findings, a Recommendation and four Discussion Points were shared based on the recommendations articulated in the previous section. The Recommendation and Discussion Points are summarized in **Table 9** on the following page.

Second, stakeholder groups participated in two Break Out Sessions. The first Break Out session allowed the researchers to fact check the Recommendation and Discussion Points with focus groups representing the following four stakeholder populations:

1. Sport Manitoba Representatives and Staff;
2. Indigenous Sport Organization Representatives, Indigenous Community Organization Representatives and Indigenous Athletes / Stakeholders;
3. Community Partner Organization Representatives, City of Winnipeg, and Community Members; and,
4. Provincial Sport Organization Representatives and Coaches of PSO Member Clubs.

Subsequently, stakeholder groups were divided into four new groups to ensure that representatives from each stakeholder population was represented in each of the new groups.

This allowed for a conversation about Challenges, Partnership Opportunities and Best Practices when working with Indigenous Communities.

**Table 9.** Recommendation and Discussion Points Presentation at the Community Town Hall

<b>Recommendation and Discussion Points Presentation at the Community Town Hall</b>	
Recommendation	Respecting indigenous self-determination, the Bilateral research team recommends that Sport Manitoba consult directly with the MASRC, as the PTASB for Manitoba, in determining the pathway forward as a result of information provided in this evaluation. Other key Indigenous sport organizations (e.g., WASAC) and individuals (e.g., Indigenous sport scholars, the Physical and Health Education Facilitators for MFNERC) might also be invited to participate in the consultation process.
Discussion Points	In consultation with the PTASB, other Indigenous Sport Organizations and stakeholders, that Sport Manitoba adds culturally relevant sport for Indigenous children and youth to its Bilateral agreements with Indigenous and non-Indigenous sport organizations (PSOs, community groups).
	In consultation with the PTASB, other Indigenous Sport Organizations and stakeholders, Sport Manitoba develops and subsequently mandates professional development training related to Indigenous history, colonization and anti-Indigenous racism to be delivered by Sport Manitoba, or their designate.
	Sport Manitoba works with Bilateral funded organizations to build stronger, sustainable relationships across stakeholder groups and with Indigenous communities and partnerships with the north located in the north
	Sport Manitoba work with Bilateral stakeholders to standardize Bilateral reporting practices.

Feedback from each breakout session is presented thematically in the sections below; a complete listing of feedback from the Breakout Sessions can be found in **Appendix 3. Summary of the Community Town Hall Focus Group Findings.**

### **Feedback on the Recommendation**

Feedback on the Recommendations that:

Sport Manitoba consult directly with the MASRC, as the PTASB for Manitoba, in determining the pathway forward as a result of information provided in this evaluation. Other key Indigenous sport organizations (e.g., WASAC) and individuals (e.g., Indigenous sport scholars, the Physical and Health Education Facilitators for MFNERC) might also be invited to participate in the consultation process

was overwhelmingly positive. Additionally, numerous Stakeholders suggested that Sport Manitoba form an Advisory Circle with MASRC, WASAC, Manitoba Chiefs (or designates, e.g. recreation coordinators) and other stakeholders to determine the pathway forward, and to act as both a means to increase Indigenous representation within Sport Manitoba decision-making and to support cross-cultural understanding and communication. This could be supported by Sport Manitoba also a) committing to hiring Indigenous athletes and administrators into leadership roles at Sport Manitoba, and b) including an Indigenous representative on the Sport Manitoba Board.

### **Feedback on the First Discussion Point**

Concerning the First Discussion Point, that

*In consultation with the PTASB, other Indigenous Sport Organizations and stakeholders, that Sport Manitoba adds culturally relevant sport for Indigenous children and youth to its Bilateral agreements with Indigenous and non-Indigenous sport organizations (PSOs, community groups)*

feedback was again positive, but was also framed within a need for additional information. The majority of stakeholders agreed that a definition of culturally relevant sport for Indigenous children and youth should be added to Sport Manitoba's Bilateral agreements with Indigenous and non-Indigenous sport organizations (PSOs, community groups). However, concerns arose with how to define culturally relevant sport in a clear, yet inclusive way, which respects the autonomy and diversity of First Nations, Métis and Inuit communities in Manitoba.

### **Feedback on the Second Discussion Point**

With regards to the Second Discussion Point, that

*In consultation with the PTASB, other Indigenous Sport Organizations and stakeholders, Sport Manitoba develops and subsequently mandates professional development training related to Indigenous history, colonization and anti-Indigenous racism to be delivered by Sport Manitoba, or their designate*

feedback was again supportive. Stakeholders felt that professional development training in culturally relevant sport and Indigenous history, colonization and anti-Indigenous racism in addition to the existing NCCP Aboriginal Coaching Module (ACM) was needed. This training should focus on program development and the needs of program administrations (e.g. cultural protocols within communities, designing culturally relevant sport programs, and collaborating with communities). This was framed within a discussion of the fact that program provider (e.g. coaches) needs are better met through the ACM course. Stakeholders suggested that organizations like the Treaty Commission of Manitoba, MASRC and WASAC could be beneficial collaborators in developing this type of professional development training.

## **Feedback on the Third Discussion Point**

The Third Discussion Point, that

*Sport Manitoba works with Bilateral funded organizations to build stronger, sustainable relationships across stakeholder groups and with Indigenous communities and partnerships with the north located in the north*

was received well. Many stakeholders reflected that challenges with building relationships with the North could be overcome by having a satellite Sport Manitoba office in the North (e.g. Thompson) and that the main challenges they faced pertained to a lack of physical buildings, appropriate spaces, and local leaders. A physical presence would also help to connect southern-based programs and service providers with groups / communities wishing to access their sports / services / programs as well as bridge gaps in cross-cultural communication protocols.

## **Feedback on the Fourth Discussion Point**

As for the Fourth Discussion Point, that

*Sport Manitoba work with Bilateral stakeholders to standardize Bilateral reporting practices*

many stakeholders were concerned to learn that they had different understandings of the reporting requirements for the Bilateral funding forms. As such, they agreed that the development of standardized reporting practices, and clear training in enacting them, to be crucial.

## **Summary of Challenges, Partnership Opportunities and Best Practices when Working with Indigenous Communities.**

The following sections highlight the findings of the breakout sessions on Challenges, Partnership Opportunities and Best Practices when Working with Indigenous Communities.

### ***Challenges***

Stakeholders noted the following challenges, comprised of Structural Challenges, and Cross-Cultural Challenges, when working with Indigenous Communities:

- Structural Challenges:
  - Former Bilateral had no designation for Indigenous children and youth
    - Grouped together all marginalized peoples
    - Indigenous / New Comer and People with Disabilities all have different needs
  - Need more opportunities to network and consult with other organizations
    - Sport MB / MASRC could host an event prior to annual funding application deadlines

- Cross-Cultural Challenges:
  - Complexity and diversity of First Nations, Métis and Inuit societies makes it challenging to know what is “right” for each community; and
  - Cultural protocols are different in every community
    - Need a cultural advisor or advisory circle imbedded in Sport MB in addition to MASRC; and
    - Need NCCP training to emphasize that the mainstream LTAD needs to be applied differently within Indigenous communities

### ***Partnership Opportunities***

Stakeholders spoke to the following partnership opportunities in the Break Out Session, related to Coaching, Logistics, and Skills for Successful Partnerships:

- Coaching:
  - Virtual Coach mentorship assignments through PSOs
  - Train non-Indigenous Peoples
- Logistics:
  - Create partnerships with facilities to reduce rental costs and create programming
  - Offer funding for transportation within communities as it is a challenge and partnerships can help resolve this
  - Cultivate a volunteer base in community from community
    - Creating a master database could help support this (Sport MB or MASRC)
    - Make sure faces of volunteers match faces of community
    - Provide an honorarium or other resume building training free of charge
  - Multisport outreach days
    - Have an on the ground presence, cost share, promote long term engagement and partnerships
  - Work together to build a better reporting schedule
  - Host events in community that bring other athletes and coaches to the community for competitions, try-outs, etc.
- Skills for Successful Partnerships:
  - Be adaptable
  - Collaborate more
  - Think long term
  - Build relationships
  - Offer in-kind support (i.e. equipment donations from Clubs and athletes)

### ***Best Practices***

Successful practices highlighted by stakeholders related to culture, engagement and communication, and programming. They were articulated as follows:

- Culture:

- Acknowledgement that Intercultural relationships are challenging and require humility and recognizing when you don't know how to do something, or approach someone within the correct cultural protocols;
- Honour local practices and beliefs by:
  - Taking time to make connections in community and nurture them;
  - Having opening and closing ceremonies that acknowledge, respect and model cultural practices in sport,
  - Consulting communities about what programs they want and engaging Elders; and
  - Taking part in cultural sports, dance and games as a warm up (even if not immediately applicable to the “sport” focus of the rest of the program).
- Engagement and Communication:
  - Actively pursuing Indigenous child and youth engagement;
  - Using word of mouth to generate program interest rather than marketing strategies used in southern / urban locations;
  - Create brand recognition under a singular program title with diverse offerings on a rotating calendar / schedule throughout the season;
  - Know the contact person for Organizations and Communities; and,
  - Communicate with parents and the wider community about additional opportunities outside of community (i.e. provincial teams etc.)
- Programming:
  - Creating programming that is group based (multisport and multiage);
  - Have the right people present with the knowledge and passion as well as technical and coaching expertise;
  - Create partnerships to share the workload;
  - Be there and be present (physically within communities)
  - Participate at the community level
  - Offer sport initiation, sport development, and performance pathway programming.

Overall, the Community Town Hall Public Presentations and accompanying focus group break out sessions provided an additional opportunity to validate the study findings (i.e., via member checking) and receive additional feedback. Feedback received supported the research team's recommendations. Additionally, it provided a valuable networking opportunity for program service providers working with Indigenous Athletes and Communities in Manitoba.

## **CONCLUSION**

The creation of special mechanisms within Federal – Provincial - Territorial Bilateral agreements, such as the Indigenous Bilateral Supplement, help advance the goals of access and equity for historically underserved groups within sport, including but not limited to Indigenous children and youth. This study sought to evaluate how well the Canada – Manitoba agreement achieves its goals of serving Indigenous children and youth through culturally relevant sport

programming and Indigenous leadership capacity development, as it is understood, operationalized, funded, and assessed.

This Bilateral Evaluation has identified a number of strengths and many challenges with regard to the delivery of programs and funds intended to improve Indigenous sport and capacity development in Manitoba. Importantly, there are also many opportunities to improve the delivery of culturally relevant and Indigenous sport through Bilateral funded programs. Bilateral funding has potential to reach thousands of Indigenous youth across Manitoba in significant ways.

One key to success over the next five years lies in respect to Indigenous self-determination, whereby Indigenous organizations have authority over funds designated for Indigenous sport. This will require a commitment to not only work more closely with the PTASB, but to also ensure board membership for mainstream sport organizations includes adequate Indigenous representation includes equitable Indigenous representation. For example, ensuring that board membership includes an Indigenous male and female would strengthen representation and contribute to positive relationship building.

Working in consultation with Indigenous organizations, sustainable funding specifically targeted toward Indigenous sport development, particularly in the north, will ensure that on-going Bilateral programming builds on the existing strengths in Indigenous sport that are currently offered, while addressing severe gaps in funding (e.g., for NAIG, MASRC, northern Indigenous sport development).

A commitment to respectful relationship building across Indigenous and non-Indigenous sport organizations and with Indigenous communities can be strengthened through provision of training related to Indigenous history and culture, anti-racism and culturally relevant sport. As mentioned by a non-Indigenous participant, "It's difficult for a white person or a non-Indigenous person .... to go into a community and determine even with the community, what is best for them..." As such, every effort should be made to strengthen relationships with MASRC, WASAC and other Indigenous sport organizations, where relevant (e.g., MFNERC).

Good information is one way that insensitivity can be turned into sensitivity. Good information equips stakeholders and practitioners with the tools to deliver culturally safe and affirming sport programs. Part of the education of staff is learning about Indigenous knowledge and teachings related to sport; these recommendations resonate with the recommendations from the 2018 Sport and Reconciliation Forum (McRae et al., 2018).

Canadian Sport Policy clearly highlights the need for culturally relevant approaches to Indigenous sport. These policy recommendations should be used to broaden the definition of sport such that culturally relevant sport is used as the operational term within Bilateral policy and funding agreements with stakeholders. To ensure that Indigenous children and youth have equitable access to culturally relevant sport, funding needs to be targeted specifically for programs that reach Indigenous populations, particular in the rural and northern regions (beyond Winnipeg and its close environs).

There is a clear opportunity for the diverse sport organizations to work together in ways that would make their programming more efficient and accessible. Where good relationships existed, good outcomes were the result (e.g., where MASRC and PSOs collaborate to offer northern programming). Where groups have existing relationships with Indigenous communities, finding ways to optimize their collaborations are important. As mentioned in the 2018 Sport and Reconciliation Forum final report regarding the role of sport in fostering healing and reconciliation through the TRC's Principles of Reconciliation, organizations need to "recognize building respectful relationships requires effort and commitment; time should be dedicated to get

to know communities in a manner that is respectful and not rushed” (McRae et al., 2018, p. 21). These relationships need to be sustainable. In addition, *extent* of collaboration should be reported, as Indigenous sport in Manitoba is MASRC’s primary concern and, therefore, there is a valuable opportunity for Sport Manitoba and PSO’s to consult with MASRC when planning and delivering programs to Indigenous participants.

Currently in Manitoba, there are strong examples of programs and practices that are clearly reaching Indigenous children and youth in meaningful and relevant ways. Supporting Indigenous sport capacity development based on successful practices will ensure sustainability of programs into the future. Viewing challenges as opportunities for improvement will strengthen Bilateral program outcomes.

## **Summary of Bilateral Study Deliverables**

Returning to the Bilateral Evaluation deliverables as communicated in the Memorandum of Understanding with Sport Manitoba, the research study has produced the following deliverables: a literature review; an outcomes evaluation; a determination of Funded Partners/Programs that are meeting the Bilateral objectives; and, a summary of the strengths, successes and challenges faced by programs operating with Bilateral funds. Each of these are detailed below.

### ***Literature Review***

A comprehensive literature review has been produced (see Kosmenko et al., 2019). At the request of Bilateral stakeholders, a condensed version of this report has also been produced with the intent of providing information that will help sport organizations and community groups inform their programming and leadership capacity development related to Indigenous sport (see Kosmenko et al., 2019b). The literature review connects participation in sport and the benefits to participant’s overall health and is informed by issues/key factors emerging from the 2018 Sport and Reconciliation Forum summary report (McRae et al., 2019). Within the literature review, best practices in participant programming and leadership development related to Indigenous sport has been highlighted and demonstrates the emerging breadth and depth of this growing area of scholarly research and study. Particularly important is the call to respect Indigenous self-determination in sport, as defined by the United Nations Declaration on the Rights of Indigenous Peoples and identified within the TRC’s Sport and Reconciliation Calls to Action.

### ***Outcome Evaluation***

As per the MOU between the University of Manitoba and Sport Manitoba, an outcomes evaluation was undertaken of the SSP F-P/T Bilateral component.

#### ***SSP F-P/T Bilateral Component:***

In addressing the SSP F-P/T Bilateral Component, the Research Team sought to:

- Identify gaps in Indigenous participation and sport development not being addressed through the funding currently being invested from the Federal/Provincial Bilateral agreement.

A major finding of the study which was confirmed through policy review, qualitative and quantitative document analysis is that the Bilateral funding is not currently being used to support culturally relevant sport programming for Indigenous children and youth. This is particularly true for provision of Indigenous sport programming outside Winnipeg in rural areas and the north, as well as building Indigenous sport capacity and leadership outside Winnipeg, in rural and northern communities. Programming appears to be concentrated in Winnipeg and southern rural communities.

Importantly, it must be noted that the organizations receiving Bilateral funding were not required to target their programming toward culturally relevant sport for Indigenous children and youth. This is an area that can be strengthened through policy and funding decisions at the federal/provincial level.

Additionally, the research team sought to:

- Identify additional organizations addressing Indigenous participation and sport development that Sport MB is not, but could, partner with moving forward.

The Manitoba First Nations Education Resource Centre provides access to schools in First Nations communities throughout Manitoba; their Physical and Health Education facilitators can be a bridge to these communities to enhance culturally relevant sport programming and leadership capacity development in schools.<sup>19</sup> A new partnership with MFNERC may address gaps in Indigenous sport programming beyond Winnipeg in rural and northern communities. Similar partnerships could be explored through the Manitoba Metis Federation to strengthen connections in Metis communities outside of Winnipeg. Where direct relationships exist with communities, these should be strengthened and shared amongst Bilateral partners.

***Funded Partners/Programs:***

With regards to funded partners and programs, the Research Team was charged with:

- Determining if the funded programs/partners are meeting the Bilateral objectives.

With regard to the broad set of Bilateral objectives related to strengthening physical literacy for children and youth and support projects and that provide opportunities for under-represented and/or marginalized populations to actively participate in sport, the Bilateral partners and funded partners appear to be achieving this goal, broadly speaking.

With regard to strengthening Indigenous capacity and leadership for PTASBs, the MASRC appears to be achieving its intended Bilateral goals, despite core capacity issues that could be strengthened further by increased Bilateral allotments of funding. To strengthen Indigenous sport, the PTASB needs to be supported as a priority investment.

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<sup>19</sup> Other possible partnerships (e.g., with the University of Manitoba's Indigenous sport initiatives) are not identified due to a conflict of interest with the authors' home institution.

### ***Strengths Demonstrated through Bilateral Programming***

The strengths demonstrated through Bilateral programming that demonstrate strengths in terms of Bilateral funding are summarized as follows:

***Equitable participation by Indigenous children and youth in sport depends upon targeted, financially sustainable programs and leadership capacity development that diminishes the impacts of systemic, structural racism***

#### **Successful Practices**

- Capacity development for Indigenous youth, leaders and coaches is culturally affirming and prepares youth to expand their horizons
- Capacity development for sport leaders working with Indigenous children and youth includes a history of Indigenous peoples in Canada and efforts to address racism in concrete, transparent ways
- Program and leadership capacity is strengthened and sustained when funding is specifically targeted toward Indigenous sport programming delivered in the community by the community

***Successful Bilateral outcomes depend upon a clear understanding of and commitment to Indigenous and culturally relevant sport***

#### **Successful Practices**

- Culturally relevant approaches respect Indigenous self-determination
- Culturally relevant approaches reconnect Indigenous youth with their cultures and communities in purposeful ways
- Culturally relevant approaches demonstrate knowledge of community interests and strengths
- Culturally relevant approaches develop the capacity of Indigenous sport leaders
- Bilateral program stakeholders see the benefits of developing their professional capacity related to culturally relevant programming

***Successful outcomes depend upon strong relationships within and between sport organizations and with Indigenous communities***

#### **Successful Practices**

- Bilateral funding creates partnerships across stakeholder groups that has potential to strengthen programming for Indigenous children and youth
- Bilateral funding invests in community partnerships, including schools
- Reconciliation through sport requires relationship building between Indigenous and non-Indigenous peoples, where possible led by Indigenous peoples or cross-cultural mentors and advocates

Additionally, successful practices pertaining to MASRC, WASAC and the sport of Softball are identified in the study.

- Provide a clear description of challenges faced by the funded programs/partners to be solved or services required to meeting the objectives as outlined in the F-P/T Indigenous Bilateral Component

Regarding challenges faced by funded programs/partners and/or services required, the following tables summarize the opportunities to problem solve toward more successful Bilateral outcomes”

***Equitable participation by Indigenous children and youth in sport depends upon targeted, financially sustainable programs and leadership capacity development that diminishes the impacts of systemic, structural racism***

<b>Challenges, barriers, gaps and opportunities for improvement</b>
<ul style="list-style-type: none"> <li>• Bilateral policy changes removed targeted funding for Indigenous children and youth, thus limiting their equitable participation in sport</li> <li>• The precarious nature of Bilateral funding and the rising costs of sport participation is a significant barrier</li> <li>• A commitment to more equitable participation and capacity development in the north (rural and remote) is needed</li> <li>• The participation potential of Indigenous youth and communities is constrained by standard/western institutional practices and cultural norms that fail to recognize Indigenous cultural practices and norms</li> <li>• The promotion of successful Bilateral outcomes would be enhanced by the use of program evaluations that assess the quality of experience in addition to participation numbers</li> </ul>

***Successful Bilateral outcomes depend upon a clear understanding of and commitment to Indigenous and culturally relevant sport***

<b>Challenges, barriers, gaps and opportunities for improvement</b>
<ul style="list-style-type: none"> <li>• Absence of a commitment to Indigenous and culturally relevant sport</li> <li>• Lack of knowledge about culturally relevant and Indigenous approaches to sport</li> <li>• The narrow definition of “sport” in the Bilateral funding limits the diversity of culturally relevant programming on offer</li> <li>• Absence of a commitment to hire Indigenous staff to influence culturally relevant programming</li> </ul>

Additional challenges unique to the MASRC, WASAC and PSOs are identified in the study.

Lastly, the Research team sought to

- Determine where efficiencies and/or duplications exist.

Efficiencies exist where sport organizations work together (e.g., MASRC and the PSOs work together to deliver sport programming within Indigenous communities). Efficiencies also exist where sport organizations (e.g., PSOs, MASRC ...) have long term, direct relationships

with community champions in Indigenous communities. Seeking efficiencies is one solution for improving the reach of Indigenous sport programming outside of Winnipeg.

No duplications of service have been noted in this study.

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## APPENDICES

### Appendix 1. Interview Guide

#### Introductory Text:

Thank you for agreeing to participate in this research project. I am part of research team hired by Sport Manitoba to assess their funding investments related to Indigenous participation in sport and Indigenous sport development.

I would like to ask you some questions about your work related to Indigenous participation in sport and Indigenous sport development. These questions will help us identify strengths and gaps in the Sport Manitoba's investments in Indigenous sport programming as well as ways to support Sport Manitoba staff and staff in partner agencies to more effectively serve Indigenous children and youth through high quality sport programming. The research findings will be used to assist Sport Manitoba and its partner agencies to establish future direction in the area of support and programming for Indigenous sport programming.

Thank you for your time and I greatly appreciate your input in this study.

#### Background questions:

- What are your experiences with sport? (e.g., community, school, etc)
- What is your prior work and education background?
- Do any of these experiences include working with Indigenous peoples? Please explain.
- How did you come to work with (organization name)?

#### Questions about (sport organization):

- What is the mission or mandate of your organization?
- How does your organization define:
  - Physical Activity?
  - Sport and / or, Culturally-Relevant Sport?
- What types of programs or activities does your organization offer?
  - **Probes:** When do these programs occur (evenings, weekdays, weekends, school closure days, program length, etc.).
  - **Follow up:** What are the intended outcomes of your program(s)?
- How / does your program incorporate culturally-relevant programming and / or traditional activities?
- How / does your organization communicate the importance of health / physical activity to (potential and enrolled) participants?
- What are the primarily locations of your programs (i.e. in Winnipeg and/or areas near Winnipeg, and / or northern and remote communities)?
- Please describe your typical sport participant.
  - **Probes:** Age, gender, cultural background, geographic location, income level, etc.).

#### Questions about role in the organization:

- What is your involvement with (organization name)? (e.g., program planner, sport leader)

- On a typical day, what types of things do you do?

### **Questions about Bilateral Program**

*As you may know, Sport Manitoba receives funding from the Federal government through the Bilateral Program to strengthen physical literacy for children and youth and to provide opportunities for underrepresented and/or marginalized populations to actively participate in sport including in roles as athletes, coaches, official and volunteer leaders.*

- In your opinion, what are some of the challenges for sport or community organizations to provide culturally relevant sport opportunities for Indigenous children and youth?
  - **Probes:** Bureaucracy, marginalization of some sports, culture (i.e. job demands, working too much, putting family first), absence of social / community networks, etc..
- In your opinion, which sport and community organizations demonstrate leadership in the area of Indigenous sport participation and Indigenous sport development? Please describe how they show leadership in this area.
- In your opinion, what constitutes best practices in the area(s) of indigenous sport and community organizations?
- In your work, how do you try to ensure your program activities provide opportunities for Indigenous children and youth?
- What are some of the challenges you encounter when trying/providing opportunities for Indigenous children and youth to participate in [organization name] activities?
  - **Follow up:** Has [organization] observed any changes in program participation levels either across age groups or as individual participants age?

### **Future Directions / Recommendations**

This research study is also designed to provide recommendations to strengthen Indigenous capacity and leadership in sport and to increase culturally relevant sport programming for Indigenous children and youth at the community level.

- In your opinion, does the way funding is distributed achieve the desired outcomes of the Bilateral Program?
  - **Probes:** Is funding going to the right stakeholders? Could the mechanism for determining funding distribution be improved?
- Do you have any additional feedback or recommendations that you would like to provide to Sport Manitoba?
- Is there anything you would like to share, or expand on, about your experience of the Bilateral Program, working in Indigenous People or your experiences with sport?
- Are there any questions which I should have asked you but didn't and which might help to improve future interviews?
- Do you have any questions about the interview or research?

## **Appendix 2. Program Reports and Summaries Reviewed for the Quantitative Analysis**

The following reports and summaries were used in the quantitative analysis of rate of participation by athletes (children and youth), coaches, officials, and leaders (including mentors, and volunteers):

- ~\$Athletics Final Report 16-17 - Appendix A 2016-2017[1]
- 2016-17 Bilateral Program- FINAL REPORT Ball Hockey
- 2016-17BasketballManitobaBilateralProgramFinalReport
- 2016-2017 Bilateral Program Summary - Paddling
- 2016-2017 Bilateral Program Summary
- 2016-2017 Final Report - Appendix A
- 2017 Bilateral Final Report - Section C
- Appendix A Template 2016-2017 ARCHERY Updated May 10 2017
- Appendix A Winnipeg Football Club 2017[1]
- Archery Bilateral Report April 15 2017
- Archery Bilateral Report April 15 2017[1]
- Athletics Final Report 16-17 - Appendix A 2016-2017
- Ball Hockey 2016-2017 Bilateral Program Final Report- Amanda
- Bilateral 2016-2017 FINAL Report Athletics
- Bi-Lateral Final Report April 2017
- Bi-Lateral Program - Softball Success - October 15-2016
- Bilateral Program Funding Report 2016-2017 - updated
- Bilateral Program Summary Allocation and Program Description 2015-2016
- Bilateral Program Summary Allocation and Program Description 2015-2016[1]
- Bi-Lateral Written Report
- CCSAM Final Report - Appendix A Template 2016-2017
- Final Report - Appendix A MBA 2016-2017
- Final Report - Appendix A Template 2016-2017
- Lacrosse Final Report - Appendix A
- Softball 2016-2017 Bilateral Program Summary
- Softball MB - Bilateral Program - 2016-2017 Final Report (2)
- Sport Manitoba - General Report - WYFC 2017[1]
- WASAC 2016-2017 Final Report Appendix A

## **Appendix 3. Summary of the Community Town Hall Focus Group Findings**

### ***Break Out Session 1: Feedback on Recommendations and Discussion Points***

#### **Recommendations from Report**

- Respecting indigenous self-determination, the Bilateral research team recommends that Sport Manitoba consult directly with the MASRC, as the PTASB for Manitoba, in determining the pathway forward as a result of information provided in this evaluation. Other key Indigenous sport organizations (e.g., WASAC) and individuals (e.g., Indigenous sport scholars, the Physical and Health Education Facilitators for MFNERC) might also be invited to participate in the consultation process.
- Key areas for consultation and discussion include:
  - Culturally relevant sport programming for Indigenous children and youth;
  - Hiring of Indigenous sport staff and administrators;
  - Professional development training related to Indigenous history, colonization and anti-Indigenous racism;
  - Building stronger, sustainable relationships across stakeholder groups and with Indigenous communities;
  - Partnerships with the northern stakeholders should be located in the north; and,
  - Standardizing Bilateral reporting practices.

#### **Discussion Points for Breakout Sessions**

1. In consultation with the PTASB, other Indigenous Sport Organizations and stakeholders, that Sport Manitoba adds culturally relevant sport for Indigenous children and youth to its Bilateral agreements with Indigenous and non-Indigenous sport organizations (PSOs, community groups).
2. In consultation with the PTASB, other Indigenous Sport Organizations and stakeholders, Sport Manitoba develops and subsequently mandates professional development training related to Indigenous history, colonization and anti-Indigenous racism to be delivered by Sport Manitoba, or their designate.
3. Sport Manitoba works with Bilateral funded organizations to build stronger, sustainable relationships across stakeholder groups and with Indigenous communities and partnerships with the north located in the north.
4. Sport Manitoba work with Bilateral stakeholders to standardize Bilateral reporting practices.

#### **Break Out Session 1: Sport Manitoba Representatives and Staff (Green)**

##### ***Recommendations***

- Establish an “Advisory” Group or Council with MASRC and other stakeholders to determine the path forward

##### ***Discussion Point 1***

- Training / Workshops with or by MASRC to assist PSO’s development in this area

##### ***Discussion Point 2***

- No written feedback received

***Discussion Point 3***

- No written feedback received

***Discussion Point 4***

- Create reporting template with reviews with partners to clarify reporting

**Break Out Session 1: Indigenous Sport Organization Representatives, Indigenous Community Organization Representatives and Indigenous Athletes / Stakeholders (Pink)**

***Recommendations***

- No written feedback received

***Discussion Point 1***

- No written feedback received

***Discussion Point 2***

- Who should be mandated?
  - Everyone in sport? Bilateral Partners? Program staff involved in deliver? Organizational leaders who apply for funding?

***Discussion Point 3***

- PSOs get special treatment – PSOs can have certain wish lists of their won but their own funding can't attain them. With a "point system" certain points gained = special funding for that PSO
- If PSOs are reluctant or unable under current funding agreements to provide support then offer a "points system" for community / rural partnerships

***Discussion Point 4***

- Do organizations have the capacity to track all information required?
- Is there support o help build this capacity?

**Break Out Session 1: Community Partner Organization Representatives, City of Winnipeg, and Community Members (Yellow)**

***Recommendations***

- Indigenous representative on Sport MB Board is needed
- Indigenous representative in key Sport MB leadership roles is needed
- A Committee related to Indigenous sport would be fantastic!
  - Same people in room developing relationships and enhancing strengths and filling gaps

***Discussion Point 1***

- What sport is culturally relevant? We need to define this!
- What is culturally relevant sport?
- There are different forms of sport and athlete development
- Please define what this is

***Discussion Point 2***

- Treaty Commission of Manitoba has Great Speakers who could facilitate training
- Training sessions should be ongoing (mandated monthly) if you receive funding
- Who develops and delivers anti-racism training and to whom
- What about how the power is structured?

***Discussion Point 3***

- Invest in the North → physical building, space and local leaders
- Sport MB needs to develop a working group across the Board and to include MASRC and MB Chiefs
- Developing relationships is time consuming and sometimes very work intensive

***Discussion Point 4***

- Sport Manitoba has new reporting guidelines, may have already done this → avoid repetition
- Work with an academic to create the standards
- Work with MASRC and develop Bilateral report template
- MASRC should be consulted to develop a template

**Break Out Session 1: Provincial Sport Organization Representatives and Coaches of PSO Member Clubs (Orange)**

***Recommendations***

- I am confused as to why Sport MB is in charge of the portion of bilateral funds that is for Indigenous Athletes – shouldn't the \$ go straight to MASRC and then MASRC consults with other key players?
- A list of resources for professional development would be helpful
  - Professional development should be ongoing and from / about diverse Indigenous / Metis and Inuit groups

***Discussion Point 1***

- Makes sense
- Definitions are problematic and need to be defined by community, for community

***Discussion Point 2***

- Absolutely necessary!
- Absolutely! I have had opportunities for this training in the past and it serves me well every day (not just in sport)
- Yes, absolutely. This would be beneficial and is important.
- Annual professional development ought to be mandatory to receive the indigenous bilateral funding
- Professional development examples:
  - ACM, elders, shadowing MASRC rep, attend MASRC meetings, consulting indigenous groups, blanket exercise.

***Discussion Point 3***

- Yes, agreed
- Absolutely, we are trying to focus on the North / Remote

- Yes, generally speaking anything that helps us connect with groups / communities wishing to access our sports / services would be GREAT!
- Consistent leadership / contacts would go a long way to help funnel communication and create programs.

***Discussion Point 4***

- Need to know what to track before we start offering a program
- I assumed that there were standardized practices and that I was using them
- Yes, please!
- This seems crucial
- Why does Sport MB direct where bilateral funding (for indigenous athletes) goes rather than MASRC?

### ***Break Out Session 2: Best Practices***

Brainstorm Best Practices, partnership opportunities, and challenges.

#### **Break Out Session 2: Group 1 (Green)**

##### ***Best Practices***

- Intercultural relationships are challenging and require humility and acknowledging when you don't know
- Humility is the #1 teaching
- Actively pursue the Indigenous Child and Youth engagement
- Word of Mouth works
- Run a group program

##### ***Partnership Opportunities***

- New Bilateral is much better – provides new \$ without impacting old \$
  - New Bilateral has specific indigenous component
- Work together to build a better reporting schedule
- Train non-Indigenous Peoples
- Hire Indigenous staff at Sport MB

##### ***Challenges***

- Former Bilateral has no designation for Indigenous
  - Grouped together all marginalized peoples
  - Indigenous / New Comer and People with Disabilities all have different needs

#### **Break Out Session 2: Group 2(Pink)**

- No written feedback received

#### **Break Out Session 2: Group 3 (Yellow)**

##### ***Best Practices***

- Ask the people what they want
- Consultation
- Take part in cultural sports
- Opening and closing ceremonies are important and way to acknowledge, respect and model cultural practices in sport
- Engage elders, they are important parts of communities

##### ***Partnership Opportunities***

- Be adaptable
- Collaborate more

##### ***Challenges***

- Complexity of societies makes it challenging to know what is “right” and where

#### **Break Out Session 2: Group 4 (Orange)**

##### ***Best Practices***

- Take time to make connections
- Offer in-kin support when money can't be offered

- Create partnerships to share the workload
- Be there and be present (physically within communities)
- Participate at the community level
- Consult the community about access and presence
- Know the contact person for Organizations – Sport MB or MASRC should develop and update a list
- Word of Mouth works
- Have the right people present with the knowledge and passion as well as technical and coaching expertise
- Make contact and travel to build and maintain relationships
- Communicate with parents and wider community about additional opportunities outside of community (i.e. provincial teams etc.)
- Create brand recognition

### ***Partnership Opportunities***

- Need more opportunities to network and consult with other organizations → Sport MB / MASRC could host an event prior to annual funding application deadlines
- All stakeholders need to be invited to the table
- Create partnerships with facilities to reduce rental costs and create programming
- Funding for transportation within communities is a challenge and partnerships can help resolve this
- Cultivate a volunteer base in community from community
  - Creating a master database could help support this (Sport MB or MASRC)
  - Make sure faces of volunteers match faces of community
  - Provide an honorarium or other resume building training free of charge
- Multisport outreach days
  - Have an on the ground presence, cost share, promote Long term engagement and partnerships
- Virtual Coach mentorships assignments through PSOs

### ***Challenges***

- Cultural protocols are different in every community → Need a cultural advisor or advisory board imbedded in Sport MB – not just MASRC
- Indigenous LTAD differs from mainstream LTAD → need this emphasized in NCCP training