

# STAKEHOLDER ENGAGEMENT REPORT

to Inform the  
Manitoba Physical Activity Action Plan

MAY 2014



---

Physical Activity Coalition of Manitoba

## Acknowledgements

We would like to acknowledge the 2014 Physical Activity Coalition of Manitoba / Manitoba Physical Activity Action Plan Planning Committee for their guidance and insight throughout this process.

### 2014 PACM/MPAAP Planning Committee

Casie Nishi, Wellness Institute (PACM Co-Chair)

Jim Evanchuk, Active Living Coalition for Older Adults - Manitoba (PACM Co-Chair)

Lisa Baldwin, Heart and Stroke Foundation of Manitoba

Tonia Bates, Recreation Connections Manitoba

Beatrice Davidson, Manitoba Healthy Living and Seniors

Jaymi Derrett, Manitoba Children and Youth Opportunities/Recreation and Regional Services Branch

Jessica Jaques, Manitoba Healthy Living and Seniors

Stephanie Jeffrey, Manitoba Fitness Council

Ethel Hook, Alliance for the Prevention of Chronic Disease

Erin Huck, Health in Common

Cory Jackson, Physical Activity Coalition of Manitoba

Michelle Meade, Winnipeg Regional Healthy Authority

Doris Mae Oulton, Alliance for the Prevention of Chronic Disease

The Physical Activity Coalition of Manitoba acknowledges the support of the Government of Manitoba, Manitoba Health, Healthy Living, and Seniors.



Prepared by:

Health in Common  
200-141 Bannatyne Avenue  
Winnipeg, MB  
[www.healthincommon.ca](http://www.healthincommon.ca)



# TABLE OF CONTENTS

Executive Summary.....	4
Background .....	6
Findings .....	7
Current trends.....	7
Current Focus.....	8
Successes .....	8
Challenges.....	12
Stakeholder Summit.....	19
Methodology.....	20
Data collection .....	20
Data analysis .....	20
Limitations .....	21
Appendix A – Select Survey Results .....	22
Appendix B – Manitoba Physical Activity Action Plan Survey.....	26
Appendix C – Manitoba Physical Activity Action Plan Focus Group Guide.....	30
Appendix D – Focus Group Participant List.....	31
Appendix E – Summit Agenda.....	32
Appendix F – Eight Key Actions.....	33

## EXECUTIVE SUMMARY

In February 2014, a planning summit engaged approximately 50 participants from across the physical activity and related sectors. The summit built on a series of stakeholder engagements conducted in January – February 2014 (online survey, focus groups) to identify the areas of success, challenge and opportunity for the physical activity sector.

**Highlights of the stakeholder engagements are provided below; visit [WWW.PACM.CA](http://WWW.PACM.CA) to view the complete Stakeholder Engagement Report.**

Stakeholders said that leadership has been an ongoing focus for the sector – promoting opportunities for physical activity for individuals and communities, sharing tools and resources, and building networks. Stakeholders also highlighted contributions through policy development and advocacy, reflecting a shift from individual level education to a broader community and policy level engagement – with a greater focus on “systemic change.”

Funding (17, n 46<sup>1</sup>), programming (10), partnerships (9) and infrastructure (6) were identified as challenges to promoting and supporting physical activity. A key result noted by stakeholders is the emergence of a knowledge network with a “shared discourse,” and growing understanding of the benefits of physical activity.

Survey and focus group respondents identified a number of areas of opportunity, including:

- Targeting policy and programming for distinct audiences
- Improving collection and application of evidence
- Coordinated multi-level partnerships
- Evidence-based, integrated planning

During the summit – *Moving Forward Together* – hosted on February 25, 2014, a number of themes emerged that echoed survey and focus group findings. Summit participants identified policy and programming opportunities for children and youth, school related programming including school travel planning, tax incentives for physical activity, healthy built environment including active transportation infrastructure, integrated design and planning, and equitable access to physical activity opportunities. In addition to general policy areas, specific target audiences were highlighted, including newcomers, workplaces, early years/families and northern/remote communities.

Participants identified opportunities related to partnership and leadership, emphasizing that collective action and coordinated partnerships can maximize reach and impact. Coordinating resources and

**Broad challenges facing the physical activity sector**



<sup>1</sup> N represents the sample, or number of participants who responded to the question.

focusing on policy areas where physical activity partners are currently providing leadership can build on existing knowledge and relationships. Leadership could also be supported by a dedicated organization or body to provide coordinated policy, communications, programming and advocacy.

Consistent, shared messages about physical activity could make policy development and advocacy more effective, and help “make the case” for physical activity; this can be strengthened by tools such as a business case that highlights benefits of a healthy population, as well as a integrating healthy public policy across government (for example, taking a Health in All policy approach<sup>2</sup>).

There is a need for greater emphasis on evidence-based decision-making. Evidence and data should be collected and used in decision making and planning, and common physical activity indicators across programs could support monitoring and reporting. Opportunities exist to use evidence to identify and engage target communities with a goal to support and improve access.

Summit participants identified top priorities for the sector. Three key areas emerged: collectively identified and acted upon policy and programming,<sup>3</sup> shared physical activity messaging that engages Manitobans, and evidence-based decision making. Through discussion of these three broad strategic areas, objectives for a revised physical activity plan were also proposed. This feedback helped to further shape the foundation of the 2014 Manitoba Physical Activity Action Plan.

Following the completion of the engagements, stakeholder input was collated and reviewed, under the guidance of the Physical Activity Coalition of Manitoba (PACM) Executive and Planning Committee.

---

<sup>2</sup> The World Health Organization offered a working definition for a HiAP conference: “**Health in All Policies is an approach to public policies across sectors that systematically takes into account the health implications of decisions, seeks synergies, and avoids harmful health impacts, in order to improve population health and health equity.**” [WHO (nd). *Health in All Policies*. Retrieved from <http://www.healthpromotion2013.org/health-promotion/health-in-all-policies>, May 2014].

<sup>3</sup> Participants identified a broad area of Healthy Public Policy to capture the broad range of policy initiatives being discussed. This goal was further amended to *collectively identify and act upon policy and programming*.

# MANITOBA PHYSICAL ACTIVITY ACTION PLAN: STAKEHOLDER ENGAGEMENT REPORT

## BACKGROUND

In August 2000, the Alliance for the Prevention of Chronic Disease Inc. and a group of physical activity-related organizations began developing a Manitoba-wide physical activity plan. The process involved broad consultation with stakeholders, including community consultations, and a Physical Activity Summit that hosted over 100 participants, held in October 2001. The resulting Manitoba Physical Activity Action Plan (MPAAP) outlined three broad categories (policy, programming and leadership) and eight key actions.

Formed in 2003 in part to support implementation of the plan, PACM has assumed leadership in developing a renewed provincial physical activity action plan.

To inform the action plan development, PACM made a decision to engage key stakeholders to assess the current operating environment, and identify province-wide opportunities and priorities for the next 3-5 years. This engagement included:

1. online stakeholder survey (January 10 – January 31, 2014) to identify current stakeholders, areas of focus and opportunities for action;
2. three stakeholder focus groups (14 participants) to explore current areas of focus, challenges and opportunities for action; and
3. stakeholder summit held on February 25, 2014 (48 participants) to identify priorities and opportunities for action, and to inform the development of a 2014 Manitoba Physical Activity Action Plan (MPAAP).

Survey participants were invited to participate electronically via the existing PACM membership list and partners such as Recreation Connections Manitoba. Focus group participants provided input on physical activity promotion progress to date. Participants were from three working groups that emerged following the 2002 activity plan; Recreation Leadership (RL), Active Transportation (AT), and Physical Activity/Physical Education (PA/PE). Most participants have a long history with PACM, some previously engaged as part time or project staff on various initiatives, and others affiliated with PACM as private individuals or organizational representatives. Currently, none of the working groups are formally active.

Summit participants were contacted through the PACM membership network, as well as through partners such as Recreation Connections Manitoba. The summit provided a brief history and highlights of the genesis of the 2002 MPAAP, and key findings of the 2013-2014 stakeholder engagement process to date were shared.

## FINDINGS

Survey respondents (51) represented non-profit / non-governmental organizations (41%), government agencies or departments (33%), academic institutions (14%) and regional health authorities (8%).

Focus group participants (participants) (14) took part in one of three focus groups based on their previous involvement with PA related working groups: Recreation Leadership (RL), Active Transportation (AT), and Physical Activity / Physical Education (PA/PE). Participants provided feedback on current areas of focus, perceived results of the 2002 MPAAP, as well as success and challenges within the physical activity sector.

### CURRENT TRENDS

About one-quarter of survey respondents spend 20-40% of their time supporting and promoting physical activity (Appendix A).

Respondents from regional health authorities and government agencies or departments were almost all full-time employees. Non-profit or non-governmental organizations had the lowest proportion of full-time employees, with about three full-time to one part-time employee.

The population served by respondents are adults (76%), children (6-12 years) (69%) and youth (13-19 years) (63%). In terms of identified target audience groups, about half of the respondents said they serve older adults / seniors (55%), aboriginal groups (53%), low-income families (53%), early years (3-5 years) (53%), new immigrants (51%), people with disabilities (45%) and cultural ethnic groups (43%). Few served sector professionals (29%).

Most respondents are mandated to support and promote physical activity (76%) and deliver direct programming related to physical activity (63%). Although support and promotion of physical activity is mandated for government agencies or departments and regional health authorities, respondents report that the actual delivery of physical activity programming is limited.

In terms of sector engagement, respondents and participants both describe working extensively within the physical activity sector to promote physical activity; a significant portion of respondents also work with health, sport, and education sectors.

*“We represent recreation professionals around the province. We do our best to train those individuals.”*

## CURRENT FOCUS

Many respondents work at the provincial level (43%), while some focus on work at the municipal level (20%), regional level (18%) or local level (neighbourhood or community) (16%). Focus group participants described a provincial scope of work, particularly in terms of engaging practitioners via training, networks and provincial advisory committees. When speaking of project delivery, AT focus group participants said initiatives and program delivery has had an urban focus.

Respondents report a wide range of time spent on physical activity policy, programming and leadership. Slightly more time is spent on physical activity leadership, an average amount of time is spent on policy and slightly less on programming.

Survey responses indicate differences in how organizations spend time promoting and supporting the physical activity sector. Non-profit or non-governmental organizations, as well as government agencies or departments, spend roughly one-third of their time on policy, programming and leadership. Non-profit or non-governmental organizations spend less time than average and regional health authorities spend more time than average on policy related work; academic institutions and regional health authorities report spending far less of their time on programming; non-profit or non-governmental organizations and regional health authorities spent a higher than average proportion of their time on leadership.

Participants said that physical activity *leadership* – promoting and supporting safe physical activity opportunities for individuals and communities, making tools, resources and training available, and building networks to strengthen knowledge exchange - is an area of focus. Time is spent identifying and promoting training opportunities, and connecting practitioners with each other, and developing and sharing tools, resources and training.

Participants highlighted the leadership provided to the PA sector by working group members, affiliated organizations, and umbrella organizations. Examples of leadership provided by participants include Recreation Connections Manitoba, who is “working with many organizations to strengthen recreation delivery in MB,” and PACM, as well as recreation and sport associations and other advisory groups and networks that have played a role sharing information and cultivate knowledge and skills.

Participants also highlighted contributions to *policy development and advocacy*, describing an early focus on individual education has shifted to a broader community and policy level, with a greater focus on “systemic change.”

## SUCSESSES

Focus group participants were asked to comment on perceived successes in the areas of Recreation Leadership, Physical Activity/Physical Education and Active Transportation. With no evaluation framework for the 2002 MPAAP in place, participants were asked to respond to the Eight Key Actions named in the MPAAP (Appendix D ), reflecting on results in the broad areas of policy, programming, and leadership that framed the action plan. Participants highlighted successes that were a direct result of task group work, as well as areas of success to which working groups contributed more generally.



## **POLICY**

Participants indicated that policy and legislation propel compliance and are tools that practitioners can use to advance physical activity goals. Results highlighted by participants included the adoption of mandatory physical education through all school years and recommended minimum physical activity allotments. Examples provided by participants include the leadership provided by the PACM PA/PE working group to define and present recommendations related to quality physical activity and daily physical education in schools. The adoption of legislation for mandatory physical activity requirements for students in Senior 3 and 4 helped to encourage physical activity among older students. AT considerations incorporated in Winnipeg infrastructure planning process is another success noted by participants.

As a further example of how evidence-based policy can propel change, participants highlighted work by the RL task group work to promote joint school and community facility use, and community use agreements. Participants pointed to leadership and knowledge the RL task group brought to discussions of joint use, and contributing to a Department of Education school use study that led to a change in the Public Schools Act directing all schools to have a school use policy. The result was a 2010-11 Manitoba Education policy statement requiring school divisions to review, develop and implement policies that establish procedures and joint use school/community agreements.

## **PARTNERSHIPS**

Participants spoke of partnerships being critical to expanding the reach of working groups and helping the sector as a whole move towards physical activity goals. Examples of successful partnerships include Manitoba Public Insurance's adoption and promotion of cycling safety messages, and Healthy Schools funding allowing for partnerships in programming, training and leadership development, and promoting "inter-sectoral bridge-building."

Participants said that where individuals or individual organizations are unable to deliver programming independently, partnerships within and across sectors provide important support. Active and Safe Routes to Schools, as well as deliverables such as the election tool kit, have helped make programming a reality. As one participant noted, work was done collaboratively, and never "in isolation."

*Everyone brings the work they're doing to the table and then it's a matter of how we can help each other out. There [are] also people being aware of what's going on so that there isn't duplication.*

Partnerships also emerged at a community level, as municipalities, communities, service providers (e.g. local gyms) and partner schools have been "generally responsive" in providing greater access to facilities and supporting physical activity programming.

Funding also requires partnerships – for both the delivery of programming and in response to funding constraints. As one participant described, this has galvanized community level, organizational partnerships that allow for programming that responds to local need.

*A number of [communities] have actually partnered up so that they can access more funds collectively and they can bring a larger group of people together.*

#### **KNOWLEDGE EXCHANGE**

All focus groups described a maturing of the physical activity sector with an increase and expansion of knowledge about the interrelated nature and benefits of physical activity, accompanied by a willingness to collaborate and share tools and findings.

A key result noted by all working groups was the emergence of a knowledge network with a “shared discourse” and growing understanding of the benefits of physical activity. Within this network, a collective and shared understanding of issues continues to be generated. For many participants, a knowledge network draws on the existing expertise of related sectors, and can build on formal working groups and informal connections and collaborations. Participants noted that this knowledge exchange helps ensure messages are consistent and in a “coordinated voice” which helps to “make the case,” and illustrate the connections between mental health, quality of life, and safety. This contributes to increased profile and visibility of physical activity work, in Winnipeg and regionally – a “wave of advocacy.”

Participants noted that a centralized, dedicated resource serves to coordinate work and share information. For example, participants said that Recreation Connections Manitoba provides communities and practitioners “resources and information,” supporting physical activity initiatives in larger centres, as well as regions.

The ability to deliver training and programming work at the regional level is also positive.

*[Regional staff] all do inter-collaborative work. I think there [are] good things happening in all the regions in different ways.*

Another mode of knowledge exchange is integrated planning. AT participants spoke about the Active Transportation Advisory Committee (ATAC), a multi-stakeholder committee established in 2007 that provides advice and recommendations to the City of Winnipeg on policies, programs, priorities, facilities and standards. ATAC engaged many members of PACM’s AT Task Group and provided an opportunity to contribute to pedestrian and cycling strategies. ATAC provided many opportunities for knowledge exchange – “lots of learning at all levels” – for the grassroots, political, bureaucratic, and other levels.

#### **KNOWLEDGE TRANSFER: TRAINING, TOOLS & RESOURCES**

Participants agreed that knowledge transfer helps to reduce the financial, physical and knowledge barriers to participation in physical activity programs and places. Tool development supports awareness and consistency for physical activity delivery across Manitoba. Participants identified work-related examples, including a provincial community recreation planning toolkit (with accompanied training for recreation practitioners); a stakeholder’s guide to hiring a recreation director; an AT audit tool that communities and organizations can apply themselves; and an ongoing AT list serve that shares resources and information. Electronic media, such as the Recreation Connections Manitoba website, also supports knowledge transfer.

Regionally-based training, tools and resources allow communities to identify and address unique issues; as one participant said, “what’s great about [regionally based training] is that they can self-determine what they need.”

In terms of building knowledge and capacity at the local level, PA/PE participants spoke about physical activity initiatives that help to cultivate youth leadership, including curriculum elements that incorporate required support. Peer to peer mentorship, or ‘kids helping kids’, as one participant said, has high impact. Participants said that the growth in leadership opportunities can broaden the reach across the school population, connecting with students who have not traditionally taken part in physical activities.

### **PROGRAMMING**

Participants spoke positively about programming that is responsive to community needs. Examples included After the School Bell Rings – a blended framework that incorporates physical activity, recreation, health and education elements – which had unexpected results; participants described that students who are keen to participate in after-school programming increased their school attendance, and stronger connections were forged between participating staff, volunteers and students.

### **DEDICATED RESOURCES**

Participants noted that dedicated resources (human, financial, infrastructure) have been critical to results in the physical activity sector, helping to advocate for and implement physical activity initiatives and support program coordination, training, and knowledge exchange and transfer. Examples include dedicated physical or health education positions that support implementation of mandatory physical activity requirements, the provincially funded Open Doors grant program that can help schools support costs related to community use of school facilities, and dedicated funds that school divisions may put aside for physical education teachers to plan or network, to support meeting PA requirements of students.

### **LEADERSHIP**

A second success factor identified by focus groups is the role of leadership and political advocacy in physical activity promotion. Top-down implementation of programming can support the launch and longevity of programming:

*...recognizing that there’s sometimes a political will. It doesn’t always come from the grassroots. Sometimes it comes from the top down.*

All three working groups developed position papers and recommendations for public use, exercising what one participant described as “soft clout” advocacy of physical activity. Examples of resources useful for both general public and physical activity practitioners include the election toolkit produced by Recreation Connections Manitoba that communicated the economic impact of recreation for communities, and the healthy arenas guidebook.

In addition to providing broad leadership within and across sectors, sector champions were critical in promoting physical activity at the provincial and national level. Champions provided expertise and guidance within the sector, and helped to push the physical activity agenda to the general public.

### **MOVING THE BAR...**

Following general discussion of successes, focus group participants were asked to identify key initiatives that “moved the bar” for the physical activity sector. The AT focus group identified a dedicated AT coordinator, the development of ATAC and the policy that directs consideration of AT in municipal infrastructure development in Winnipeg; RL participants said that the MPAAP “validated the kind of work that was already going on,” enhanced collaboration on initiatives, and helped to identify duplication across the sector; and the PA/PE group spoke of compliance to legislated mandatory physical activity minimums, a change in culture within physical education that shifts from sport delivery to a focus on general wellness and engaged, “passionate” sector and champions.

### **CHALLENGES**

Survey respondents were asked to identify challenges in their daily work. Funding (17), programming (10), partnerships (9) and infrastructure (6) were identified as challenges to promoting and supporting physical activity. Respondents said that more funding is needed (13), and while funding typically includes physical items, some felt it should also include staff time (3) to help run the programs. Programming requires more promotion (4) and different or better resources (4). Organizations need more partnerships (4), and they need to encompass various levels including geography and organization type. In terms of infrastructure, a number of respondents said more infrastructure (4) is also needed.

Similar to survey findings, focus group participants identified funding, infrastructure, partnerships, programming, leadership and policy as key challenges.

### **FUNDING**

Intermittent, inadequate and inconsistent funding poses an ongoing challenge to the sector. Survey respondents flagged this challenge repeatedly (13 mentions).

*There is a lot of lip services and good words that are not matched by funding and priority.*

*Cost to run programs and the rising costs to participants to participate.*

As one focus group participant said,

*Kill the pilot projects. If you're going to fund a pilot project you must be able to fund it on a sustainable, ongoing basis. Because you frustrate the [heck] out of the communities.*

For some participants, inconsistent funding can signify a lack of political will; mixed jurisdiction funding (federal/provincial/municipal) complicates things as political interests may conflict with community need.

## INFRASTRUCTURE

Participants said that public infrastructure can limit physical activity participation. Connecting AT infrastructure (for example, contiguous bike pathways), as well as strengthening the modal connections (for example, linking bike pathways and public transportation conveniences) can get more people engaged at a community level. Privately owned, small-scale community facilities can result in challenges with coordinated management, administration, operation and use.

“Connect it and they will come”

*[I]n the community ... [facilities] can be privately owned, community owned ... there is not one identity.*

*All of the single use facilities are being lead strictly by volunteers, they're disconnected.*

## PROGRAMMING

One participant highlighted communities where there is a gap in local capacity (professional or volunteer) to deliver programming. Rural and northern Manitoba face accessibility, affordability and volunteer support challenges. Additionally there can be limited volunteer and public engagement to support physical activity, leading to the reliance on a small proportion of residents – often parents – to keep programs running.

*One of the recommendations is that northern and remote communities are probably in the greatest of need for recreation. I've been [to] a lot of the communities but there just isn't the volunteer based in there. There's a tremendous need in those communities. There are some people but they aren't trained professionals.*

*The main barrier is volunteer involvement to make programs a reality.*

Participants noted that program delivery can be hindered by improperly staffed facilities.

*The perception is that once the facility is built, they don't need anyone else but someone to manage it, that programming isn't necessary. **Absolutely** it's necessary [emphasis original].*

Survey respondents also flagged this concern, with multiple respondents identifying the need to build on community expertise, to ensure program suitability and sustainability.

*We find it difficult to deliver programming in the north with no available trained leaders to guide the community through physical activity programs or activities. It is very expensive to send community members to Winnipeg to get trained. It would be nice if our communities could have access to more training or learning experiences to help them deliver recreation in the communities.*

*Respect existing programs within communities and provide them your support in expertise. There is no need to "parachute" new programs. Community base programs are buil[t] on relationship[s] and their expertise with the community they work with, use them as a tool for you to provide meaningful programs to that community.*

PA/PE participants said that after school programming may not be equitable, as children and youth who can more easily access programming are not always those in greatest need. Participants reported that it is challenging to ensure program supports are in place to allow all students to participate (for example, providing transportation to remove barriers to participation).

A diversity of audiences across Manitoba challenges development of appropriate programming and program support.

*It can be difficult to represent all these different groups because they're so diverse but we're building capacity...to deal with that.*

Two survey respondents offered that improved communications may support residents taking part in, or supporting, programming:

*One of the biggest challenges that I see is that people are unaware of opportunities. There needs to be a way for the provincial government to list and select activities that people might be interested in.*

*Better neighbourhood promotion of existing underutilized programs and facilities.*

#### **PARTNERSHIP**

Respondents identified that the efforts of many smaller agencies working towards physical activity promotion are not coordinated.

*In particular, it seems to me that many small not-for-profit organizations are contributing to the field in parallel ways, but that their efforts do not align.*

*Disjointed efforts, lack of connection between similar but initiatives*

#### **LEADERSHIP**

Participants and survey respondents said that a lack of dedicated recreation leadership at the provincial level presents a challenge. Practitioners also feel under resourced, as survey respondents indicated:

*The 'beside the desk' leadership...running it off the side of your desk cannot continue.*

*The leaders are being burnt out due to lack of support. The leaders spend more time doing than planning and leading due to lack of volunteers.*

*We find it hard to keep the leaders in the community who provide physical activity opportunities. A lot of the times they are wearing many different hats in the community already and Recreation is just another small part of their job. It would be good if each community had the support to have a Recreation Director in each community.*

At the community level there are expectations on coaches to have greater knowledge in their areas of recreation and to contribute greater amounts of time. There is often limited volunteer and public engagement to support physical activity, with some reliance on parents.

*Program leaders have a lot on their plates, trying to accomplish many different goals in their programs - they really need resources and supports that are simple for them to implement. They don't have a lot of time to search out resources and ideas.*

## **POLICY**

Focus group participants said it is important to communicate the benefits of physical activity, and that opportunities to enhance current methods of public awareness building and advocacy exist.

*The recreation sector doesn't do a great job of telling people what we do and why we do it. We don't advocate and we don't put letters on peoples' tables. So that's one of the challenges of our sector is to celebrate and raise awareness of what we're doing.*

Regulations regarding recreation supervision, accredited training, work place safety and liability policies present challenges to delivering programs, particularly at smaller facilities and communities: more money and training is needed to ensure programs are safely delivered. Facility management costs (for example, program and janitorial staff) and higher insurance costs make programming cost prohibitive.

## **BROAD CHALLENGES FACING THE PHYSICAL ACTIVITY SECTOR**

When asked about broad challenges facing the physical activity sector, respondents identified similar issues; programming (14), infrastructure (13), leadership (7), partnerships (7) and funding (5). Other challenges identified include promoting physical activity programming (6) and having different or better resources (5).

Respondents said more infrastructure is needed (7), some specifically identifying infrastructure for active transportation (3) and that infrastructure should be part of a larger community plan (3). Challenges facing physical activity leadership include ensuring those who are leaders are able to follow-through in their roles (4) and receiving enough resources to be leaders (3). A lack of partnerships (5) and funding (5) also challenges the sector.

Specific challenges were raised (11) including lifestyle choices (5), needing more information on physical activity (3) and chronic disease (2). Some solutions were offered including that physical activity needs to become a priority (4) to individuals and organizations, as well as at a system level.

## **OPPORTUNITIES FOR CHANGE AND IMPROVEMENT**

Survey respondents were asked to identify opportunities for change across the broad categories of policy, programming and leadership. Targeting policy and programming for distinct audiences, improving collection of evidence and coordinated multi-level partnerships were the most common responses. Focus group participants also contributed ideas for areas of opportunity and improvement.

## **POLICY**

Over a third of respondents identified the need to target audiences to improve physical activity policy (19), specifically children (5), schools (5) and workplaces (4). Other specific suggestions include greater information sharing (3), school travel planning (2) and tax incentives (2).

*It would be interesting to see policy changes that impact the 'harder to reach fruit'. While children/youth are certainly an area of need, targeting adults and older adults that get no physical activity and making some real lifestyle changes I think would have a huge impact on health care costs (not to mention improved sense of wellbeing and productivity for individuals).*

*Access to schools and community facilities that can be used for physical activity at a reasonable cost.*

*Physical activity levies to support PA provision. Tax incentives to be fit.*

*Focus on healthy built environment & early years as that is where the evidence is the strongest.*

*Mandate for school travel planning at the school division level.*

*Policies for workplaces to help employees be more active.*

Support for policies should be increased (10), including developing indicators of physical activity for monitoring and reporting (5) and supporting the Winnipeg Community Sport Policy (2) and Manitoba Recreation Plan (1).

*Provide coordinated leadership in data collection related to PA; physical inactivity / sedentary; health; and other related factors.*

*A major issue is that the province does not collect sufficiently detailed physical activity data on the population. A solution would be develop a data collection system to better capture individual data so local neighborhood, city, regional or provincial data can be collected....This type of information could also capture neighborhood levels of activity to inform the development of new recreation policies or to guide the investment for the building of new recreation infrastructure.*

Focus group participants repeated that integrated, evidence-based planning represents an opportunity for the PA sector. Intentional efforts to incorporate physical activity (for example, active transportation and recreation) considerations into planning can support broader physical, economic, environmental and social well-being. This can also help ensure practical and efficient use of resources.

The importance of using evidence when planning public recreation facilities, such as conducting needs assessments, feasibility studies or demographic analyses, can also help ensure robust facility and programming development, and practical and efficient use of resources. As one survey respondent asked:

*Is research a program? There should be more public reporting of school use to see how gyms and other spaces are being used in various communities, plans to ensure full use of facilities for recreation programming. Research on the number of kids in various schools in after school recreation activities as a bench mark for improvement. Implement new strategies to get more kids and their parents involved.*



Respondents indicated that infrastructure policy (9) on community planning (5) and active transportation (3), increased partnerships (4) that are coordinated at multi-level (2), as well as increased funding (3) also impact physical activity policy.

*...need better policy support for creating healthy built environments that support physical activity, especially active transportation.*

*Certain policies are unilateral, for example, promoting and encouraging cycling, but neglecting to address issues such as bicycle parking, safety and a supporting infrastructure.*

Focus groups participants similarly said that ongoing work to reframe a provincial recreation agenda is an opportunity to address current recreation policy gaps – as well as an opportunity to identify areas of success, opportunity and roles of invested stakeholders.

As a broad policy orientation, one participant argued that multi-use facilities should also have a higher priority.

*We need to advocate for a significant federal /provincial/municipal initiative for multi-use, multi-purpose, multi-generational, multi season facilities of which sport would be part of the use.*

## **PROGRAMMING**

Respondents identified affordability (7) and accessibility (4) as ways to improve physical activity programming. Better promotion of programming (4) and a guide on activities and their locations (6) were identified as ways to increase participation. Indicators on physical activity levels and locations should be developed (5) to help inform programming. Children were seen as a potential audience for targeted programming (3).

Programming should also reflect the realities of Manitoba, as one survey respondent highlighted:

*There may be various physical activity opportunities during the warmer months, but due to Manitoba's lengthy harsh winter months, more emphasis needs to be dedicated to promoting and making physical activity programs available in safe and secure environments, during this time period.*

Other specific aspects of programming could be improved, including: school travel planning; gender sensitivity; targeting obesity and sedentary lifestyles; culture and physical activity; volunteering; mental health; chronic disease prevention; and having active breaks and meetings at work. A number of survey respondents identified an opportunity to remove barriers to participation for school-age and other programming through subsidies.

*Need better, accessible subsidy programs that deal with fees, equipment and transportation.*

*Address access & engagement to PA opportunities, which would include subsidies, transportation, leadership, etc.*

## LEADERSHIP

Survey respondents indicated that overall leadership for the physical activity sector is needed (6), with community (5) and provincial (2) leadership mentioned specifically. Support for leadership through education and training (7), coordinated multi-level partnerships (3) and resources availability (3) was suggested.

## PARTNERSHIPS

Partnerships within and across the sector have contributed to building and sharing knowledge and to achieving mutual goals. The sector however is, in the words of one focus group participant, “currently lacking an umbrella approach.” Opportunities exist to make strategic links to areas such as health promotion, sport and education sectors, and would mean reaching a broader audience, maximizing funding, reinforcing shared values and goals and potentially reducing programming duplication. Respondents suggest that volunteers could be targeted for physical activity promotion while the public sector could be targeted for policy change.

Focus group participants said that in addition to dedicated resources for physical activity practitioners (for example, sport coordinators who support multiple regions), coordinating resources can better support physical activity initiatives. This includes better coordination at the provincial level.

*Provincial departments need to talk more and coordinate more and share more about what needs to happen.*

Coordination suggestions included the shared use of recreation facilities, opening up schools for public use, and sharing custodians to manage buildings. One participant advocated for a policy that directs master planning for facility development based on joint use. Survey respondents also emphasized that coordinating information can improve impact.

*Make information available to all and keep it current, so that we are all in the same page. Organize and stream all information through one source so there is no competing information being provided to us.*

*Develop database of PA opportunities.*

*Organize and stream all information through one source so there is no competing information being provided to us.*

Survey respondents and focus group participants highlighted strengthening the connection to a well-supported volunteer sector as an opportunity.

*There was more of a political will within the provincial government to recognize [the volunteer sector] as an important component of service delivery in Manitoba. That has fallen. That needs to come back.*

*I think there's a tremendous opportunity to connect with Volunteer Manitoba.*

## STAKEHOLDER SUMMIT

A planning summit held on February 25, 2014 engaged close to 50 participants from across the physical activity sector. Discussion was facilitated around broad province-wide goals for the sector, priorities for action and proposed objectives and activities. To inform the planning day, key findings of the 2013-2014 stakeholder engagement process to date were shared.

A number of themes emerged that echoed survey and focus group findings. Participants identified potential areas of policy and programming focus, including: children and youth, school related programming including school travel planning, tax incentives for physical activity, healthy built environment including active transportation infrastructure, integrated design and planning, and equitable access to physical activity opportunities. In addition to general policy areas, specific target audiences were highlighted, including newcomers, workplaces, early years/families and northern/remote communities.

Participants identified opportunities related to partnership and leadership: collective action and coordinated partnerships can maximize reach and impact. Coordinating resources and focusing on policy areas where physical activity partners are currently providing leadership can build on existing knowledge and relationships. Leadership could also be supported by a dedicated organization or body to provide coordinated policy, communications, programming and advocacy.

Consistent, shared messages about physical activity could make policy development and advocacy more effective. Shared messaging can help “make the case” for physical activity; this can be strengthened by tools such as a business case that highlights benefits of a healthy population, as well as a integrating healthy public policy across government (for example, taking a Health in All policy approach). Opportunities exist to align policy development with outreach, tailoring policy advocacy and program delivery to key audiences such as the general public, decision-makers, and priority populations, among others.

Another central theme was the need for greater emphasis on evidence-based decision-making – described as getting on the “same page”. Evidence and data should be collected and used in decision making and planning, and common physical activity indicators across programs should exist to support monitoring and reporting. Opportunities exist to use evidence to identify and engage target communities with a goal to support and improve access.

Summit participants were also asked to identify top priorities. Three broad strategic areas were identified through discussion, helping to further shape the foundation of the 2014 Manitoba Physical Activity Action Plan.

1. Collectively identify and act upon policy and programming<sup>4</sup>
2. Share physical activity messaging that engages Manitobans
3. Ensure evidence-based decision making

---

<sup>4</sup> Participants identified a broad area of Healthy Public Policy to capture the broad range of policy initiatives being discussed. This goal was further amended to *collectively identify and act upon policy and programming*.

Objectives to reach the identified goals were discussed, resulting in the broad areas

Participants also proposed principles to guide those engaging with a provincial activity action plan:

- Collaboration and partnership
- Equitable access
- Evidence informed
- Sustainable capacity development
- Leadership

Visit [www.pacm.ca](http://www.pacm.ca) to view the 2014 Manitoba Physical Activity Action Plan.

## METHODOLOGY

### DATA COLLECTION

Data collection included three activities: an on-line survey, focus groups and desktop research, literature review and consultation with key stakeholders.

### ON-LINE SURVEY OF PHYSICAL ACTIVITY PRACTITIONERS

An on-line survey was available through the PACM website from January 10 to January 31, 2014. An email invitation was sent to the PACM membership and the Recreation Connections Manitoba network. The survey sought to identify current stakeholders, areas of focus and opportunities for action. The survey had 51 responses.

### FOCUS GROUP OF STAKEHOLDERS

Three focus groups were held with representatives from the former Active Transportation Task Group, Recreation Leadership Working Group and the Physical Activity / Health Education Working Group. Feedback on current areas of focus, perceived results of the 2002 MPAAP, as well as success and challenges within the physical activity sector was gathered.

### DESKTOP RESEARCH, LITERATURE REVIEW AND STAKEHOLDER CONSULTATION

The 2002 Manitoba Physical Activity Action Plan's (MPAAP) activities and outcomes were reviewed using desktop research, literature review and consultation with key stakeholders. The draft consolidated table of eight key actions was shared with focus group participants for input (Appendix C).

### STAKEHOLDER SUMMIT

Forty eight participants took part in the summit held on February 25, 2014. Survey and focus group findings were shared with participants. Facilitated discussions included conversations around broad province-wide goals for the sector, priorities for action, and proposed objectives and activities. Findings were transcribed on-site (on flip charts) and collated.

### DATA ANALYSIS

Survey responses were analyzed in Microsoft Excel to determine frequencies and percentages. Open-ended responses were themed as relating to policy, program, or leadership. Focus groups were

recorded electronically and in written notes, and afterward themes were identified and responses grouped. Desktop research and literature reviewed were compiled in a table, with input validated by stakeholders.

#### LIMITATIONS

The 2002 MPAAP did not implement an evaluation framework, nor is there a related work plan with indicators, or collated documentation of ongoing results. These factors presented challenges for focus group participants and independent research conducted by the project coordinator. This review assesses perceived results of key actions and broad goal areas.

Respondents self-selected to participate in the survey leading to potential selection bias. There were few responses from rural and remote/northern areas. In terms of focus groups, efforts were made to engage all previous members of PACM working groups to take part in the focus groups; some stakeholders were unable to attend.

## APPENDIX A – SELECT SURVEY RESULTS

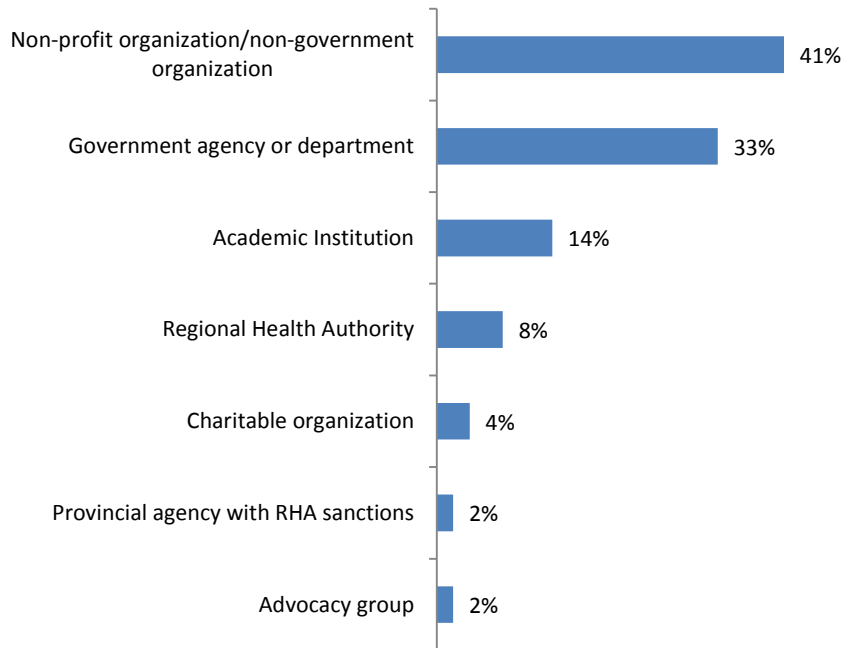
TABLE 1 - PROPORTION OF TIME SPEND ON PHYSICAL ACTIVITY RELATED WORK

	Proportion of time spent on physical activity related work:									
	< 20%		20 - 40%		40 - 60%		60 - 80%		over 80%	
	n	%	n	%	n	%	n	%	n	%
<b>promoting physical activity</b>	7	20	12	34.3	6	17.1	3	8.6	7	20
<b>PA policy</b>	3	16.7	10	55.6	5	27.8	0		0	
<b>PA programming</b>	8	47.1	8	47.1	1	5.9	0		0	
<b>PA leadership</b>	0		10	55.6	8	44.4	0		0	

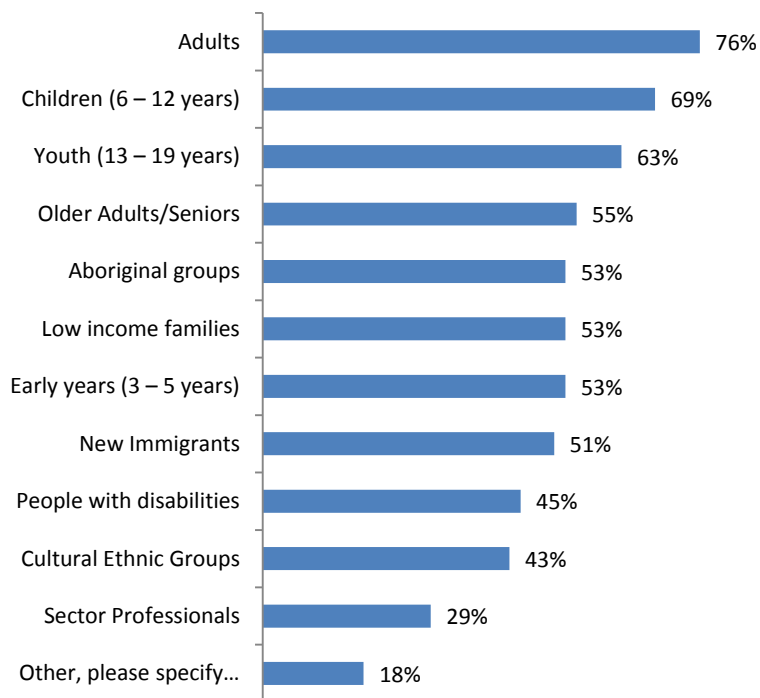
TABLE 2 - MANDATED TO SUPPORT AND PROMOTE PHYSICAL ACTIVITY

		Yes		No		Total	
		number	%	number	%	number	%
		39	76.5%	11	21.6%	51	100
<b>Type of organization</b>							
	Non-profit organization/non-government organization	7	13.7%	14	27.5%	21	41.2%
	Government agency or department	15	29.4%	2	3.9%	17	33.3%
	Charitable organization	2	3.9%	0	0.0%	2	3.9%
	Other	9	17.6%	2	3.9%	11	21.6%
	Advocacy group	1	2.0%	0	0.0%	1	2.0%
<b>Level</b>							
	Provincial level	13	25.5%	8	15.7%	21	41.2%
	Municipal level	10	19.6%	0	0.0%	10	19.6%
	Regional level	8	15.7%	1	2.0%	9	17.6%
	Local level (neighbourhood or community)	6	11.8%	2	3.9%	8	15.7%
	Other, please specify...	2	3.9%	0	0.0%	2	3.9%
<b>Region</b>							
	Winnipeg	24	47.1%	7	13.7%	31	60.8%
	Provincial	4	7.8%	3	5.9%	7	13.7%
	Norman	6	11.8%	0	0.0%	6	11.8%
	Westman	1	2.0%	1	2.0%	2	3.9%
	Eastman	1	2.0%	0	0.0%	1	2.0%
	Interlake	1	2.0%	0	0.0%	1	2.0%
	Central	1	2.0%	0	0.0%	1	2.0%
<b>Works:</b>							
	Full time	34	66.7%	7	13.7%	41	80.4%
	Part time	5	9.8%	3	5.9%	8	15.7%

**Chart 1 - Organizations by type**

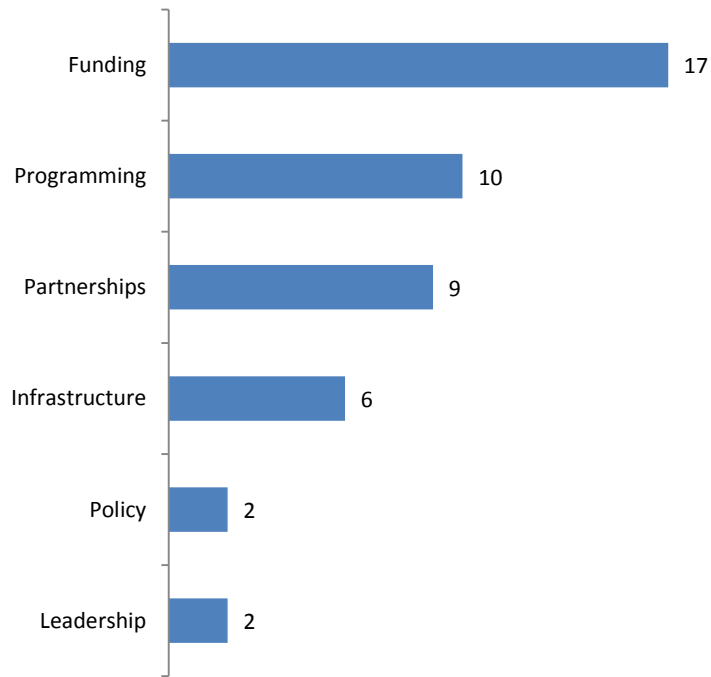


**Chart 2 - Target populations served**

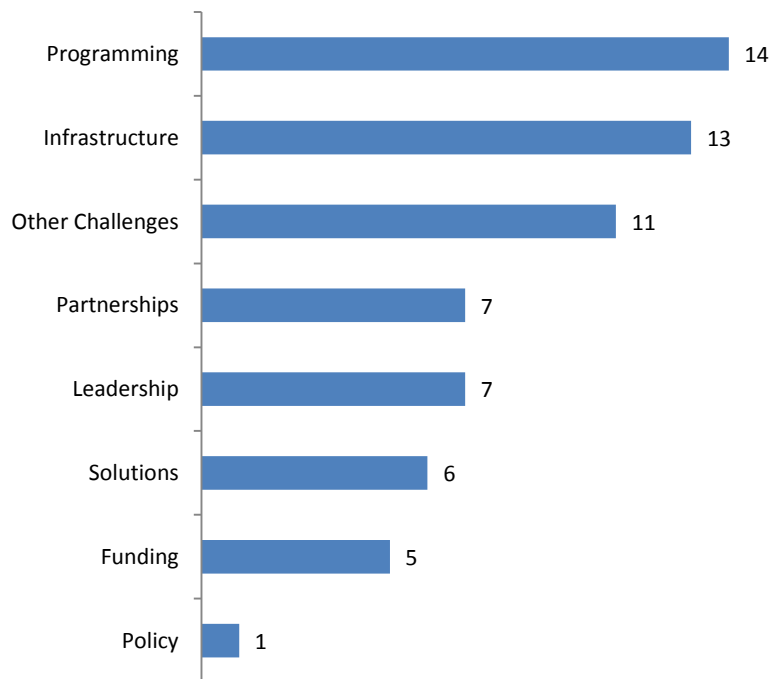




**Chart 3 - Challenges faced to promote and support physical activity**



**Chart 4 - Broad challenges facing the physical activity sector**



## APPENDIX B – MANITOBA PHYSICAL ACTIVITY ACTION PLAN SURVEY

Are you involved in promoting and supporting physical activity in Manitoba? Are you in a position to help shape individual and community well-being by supporting and promoting physical activity?

Whether you deliver programming, focus on policies that shape this sector, or are part of a broad network of people, groups and communities that support physical activity, the Physical Activity Coalition of Manitoba (PACM) wants to hear from you.

We need your opinions and insights to review, refresh and revise a province-wide physical activity action plan. The plan will identify priorities to guide the efforts of PACM, other interested organizations, and community groups in moving forward for the next three to five years.

The survey results will guide discussion at the Physical Activity Summit (February 25, 2014) involving key stakeholders from across Manitoba. The Summit will lead to the drafting of a Manitoba Physical Activity Action Plan that will identify priority actions for increasing the number of physically active Manitobans.

The following survey should take you approximately 10 minutes to complete. Your answers will remain confidential - they will not be connected to you as an individual.

If you have any questions about this survey, please contact the PACM Coordinator at [info@pacm.ca](mailto:info@pacm.ca).

### Physical Activity Practitioners

1. The organization I work for is best described as a (please check all that apply):

- Non-profit organization/non-government organization
- Charitable organization
- Advocacy group
- Government agency or department
- Other

2. Do you work mainly at the (check one from the list below):

- National
- Provincial level
- Regional Level (select all the region(s) that apply)
  - Central
  - Eastman
  - Interlake
  - Norman
- Parkland
- Westman
- Winnipeg

- Municipal level
- Local level (neighbourhood or community)
- Other

3. Do you work

- full time?
- part time?
- Other

4. Which of the following target populations does your organization serve? Please check all that apply:

- Early years (3-5 years)
- Children (6 – 12 years)
- Youth (13 – 19 years)
- Adults
- Older Adults/Seniors
- People with disabilities
- Aboriginal groups
- Low income families
- Sector Professionals
- New Immigrants
- Cultural Ethnic Groups
- Other (please identify):

5. Does your organization have a specific mandate to support and promote physical activity?

- Yes
- No
- Don't know / N/A (Please explain)

6. Does your organization directly deliver programming related to physical activity?

- Yes
- No
- Don't know / N/A

## Physical Activity Trends

7. In general, what proportion of your time is spent on work related to supporting and promoting physical activity?

- Less than 20%
- Approximately 20-40%
- Approximately 40 – 60%
- Approximately 60 – 80%
- Over 80%
- Don't know / N/A

8. There are many ways to support and promote physical activity. Consider how much time you do spend on physical activity related work and assign a value (in percentage) to each area.

Please ensure the values add up to 100 percent.

a) Programming: plan, deliver, and report on physical activity programs and activities.

b) Leadership: promote and support safe physical activity opportunities for individuals and communities (for example, strengthening professional & volunteer networks, offering training and accreditation of practitioners, promoting awareness of the connections between recreation, physical activity, healthy lifestyles, and disease prevention, etc).

c) Policy & Public issues: inform, encourage and advocate levels of government, organizations, workplaces, institutions and community groups on the value of physical activity as an important component of individual and community health and well-being. (please ensure that your values add up to 100%)

d) Other (please explain):

9. Describe any **specific challenges you face in your daily work**, program or policy area in terms of supporting and promoting physical activity:

- Please explain.
- None / N/A

10. Describe any **broad challenges in the field of physical activity** (i.e. systemic or structural challenges):

a) Please explain

b) None / N/A

11. Our primary goal is to increase the number of Manitobans who meet the Canadian guidelines for physical activity and to advocate for sustainable opportunities that support and promote physical activity in Manitoba.?

What do you think is the single most influential change that would lead to increased physical activity in the following three areas:

Policy:

Program:

Leadership:

# APPENDIX C – MANITOBA PHYSICAL ACTIVITY ACTION PLAN

## FOCUS GROUP GUIDE

Welcome to a discussion of physical activity in Manitoba. We are looking for feedback from across the Manitoba to develop a province-wide physical activity action plan. The plan will identify priorities and help guide PACM and other interested organizations and community groups for the upcoming three to five year period.

Today, with your help we hope to identify trends related to the physical activity sector – those who help shape individual and community well-being by supporting and promoting physical activity – and identify progress that has been made to date.

The focus group will be no more than two hours. Your answers will remain confidential - they will not be attributed to you as an individual. If you have any questions about this process, contact the PACM Coordinator at (204) 294-7027, [info@pacm.ca](mailto:info@pacm.ca).

### Current Trends

1. What is your area of work?
  - What kind of organization (government, not for profit, charitable, etc)?
  - Scale (community, municipal, regional, provincial, national)?
  - Audience?
2. How much time do you dedicate to work in the physical activity related sector?
3. Where do you spend your energies? (Policy, Program, Leadership, Other?)
4. What are the challenges facing physical activity sector in your job? In Manitoba?

### Results

5. Where have we come from (what have been the key activities and results)?
  - What have been the key successes? Results?
  - Have there been contributions to MPAAP goal areas to:
    - i. Policy & Public Issues?
    - ii. Program?
    - iii. Leadership?
  - Are the changes you talk about at the individual or collective level?
6. What has been productive – moved the bar – to promote and support physical activity in MB?
7. What is going on now, that you want to share? Developments in policy, programming, leadership?

## APPENDIX D – FOCUS GROUP PARTICIPANT LIST

### Recreation Leadership Focus Group

Thursday, January 23<sup>rd</sup>, 2014 at the office of Health in Common  
Facilitated by Erin Huck, Health in Common

#### Attendees:

Rick Lambert, Winnipeg Community Sport Alliance  
Jocelyn MacLeod, MCYO, Recreation & Regional Services Branch  
Tonia Bates, Recreation Connections Manitoba  
Cory Jackson, PACM

Regrets: Joel Fingard, Dave Cain, Louise Hutton, Lisa Baldwin, Pat Kirby

### Active Transportation Focus Group

Monday, February 3<sup>rd</sup>, 2014 at the office of Green Action Centre  
Facilitated by Erin Huck, Health in Common

#### Attendees:

Beth MacKechnie, Green Action Centre  
Jackie Avent, Green Action Centre  
Jan Schmalenberg, Manitoba Health  
Jessica Jaques, Manitoba Healthy Living & Seniors/Manitoba *in motion*  
Jaymi Derrett, Manitoba Children and Youth Opportunities/Recreation & Regional Services Branch  
Mark Spencer, Rady Jewish Community Centre  
Cory Jackson, PACM

Regrets: Anders Swanson, Deanna Betteridge, Lisa Baldwin, Enid Brown, Laura Donatelli

### Physical Activity/Physical Education Focus Group

Thursday, February 6<sup>th</sup>, 2014 at the office of Manitoba Healthy Living  
Facilitated by Erin Huck, Health in Common

#### Attendees:

Grant McManes, Louis Riel School Division  
Paul Paquin, Manitoba Education  
Kaley Pacak, Manitoba Healthy Living & Seniors/Healthy Schools  
Ray Agostino, MPETA (President Elect)/Louis Riel School Division  
Cory Jackson, PACM

Regrets: Kristine Hayward, Lisa Baldwin

## APPENDIX E – SUMMIT AGENDA

**MOVING FORWARD TOGETHER**  
**Manitoba Physical Activity Action Plan Summit**  
**Tuesday, February 25<sup>th</sup>, 2014**  
**9:00 a.m. – 4:30 p.m.**  
**Victoria Inn, Winnipeg**  
**Carlton Room**

### **AGENDA:**

**This morning . . .**

**WELCOME & OPENING REMARKS**

**SET THE STAGE**

**IDENTIFY LONG TERM GOALS**

**WHERE DO WE WANT TO BE IN 3 YEARS?**

**Noon      Lunch & Networking**

**This afternoon . . .**

**WHAT DO WE NEED TO DO?**

**WHAT IS MOST IMPORTANT?**

**CALL TO ACTION**

**NEXT STEPS AND CLOSING REMARKS**



## APPENDIX F – EIGHT KEY ACTIONS

The 2002 MPAAP identified Eight Key Actions.

1. The **Provincial Physical Activity Committee\*** advocates for the adoption of legislation that will make daily physical education mandatory in all schools and all grades from Kindergarten to Senior 4.

\* As of December, 2003: PACM or the Physical Activity Coalition of Manitoba

2. **Communities and regions** encourage and support schools, school divisions and districts in the provision of resources necessary to implement the new Physical Education/Health Education (PEHE) curriculum and its recommended minimum time allotments to match the implementation plan for Early Years, Middle Years and Senior Years.

3. **Schools, school divisions and districts, recreation commissions and boards and community organizations** collaborate to offer physical activity opportunities in school facilities before and after school and at noon hour; as well as outside the schools in community facilities during the day and evening.

4. **Communities and regions** advocate to schools and school divisions and districts that all of their physical education teachers have physical education degrees.

5. **Communities and regions** advocate that recreation commissions and provincial training bodies increase the number of training opportunities for volunteers and professionals involved in physical activity programming, the training also focusing on youth leadership development.

6. **Communities and regions** build, strengthen and maintain social networks to support and sustain relationships for physical activity such as buddy systems, walking groups, and physician referrals, recommendations and prompts/reminders.

7. **Communities and regions** reduce the financial, physical and knowledge barriers to participation in physical activity programs and places.

8. The **Provincial Physical Activity Committee\*** supports communities and regions by coordinating and connecting with national and provincial physical activity initiatives to maximize effort and effect.

\* As of December, 2003: PACM or the Physical Activity Coalition of Manitoba