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## Evaluation of Sport Canada Programs

Office of the Chief Audit and Evaluation Executive  
Evaluation Services Directorate

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<b>Sport Canada-Related Acronyms Used in this Report</b>	
AAP	Athlete Assistance Program
AWAD	Athletes with a disability
CAC	Coaching Association of Canada
CFLRI	Canadian Fitness and Lifestyle Research Institute
CHMS	Canadian Health Measures Survey
COC	Canadian Olympic Committee
CONFESJES	<i>Conférence des ministres de la jeunesse et des sports</i>
CPC	Canadian Paralympic Committee
CS4L	Canadian Sport for Life
CSC	Canadian Sport Centre
CSP	Canadian Sport Policy
ESD	Evaluation Services Directorate
F-P/T	Federal-provincial/territorial
FTE	Full-time equivalent
HF or HSF	Heritage Sport Fund
HP	Hosting Program
IF	International Federation
IMGAPPD	International Multisport Games for Aboriginal Peoples and Persons with a Disability
IMMG	International Major Multi-Sport Games
ISD	International Sport Directorate
ISSE	International Single Sport Event
IST	Integrated Support Team
LTAD	Long-term athlete development
MOU	Memorandum/Memoranda of Understanding
MSO	Multisport Service Organization
NAIG	North American Indigenous Games
NCCP	National Coaching Certification Program
NGO	Non-government organization
NSO	National Sport Organization
OL	Official language
OTP	Own the Podium
P/T	Provincial/territorial
P/TSO	Provincial/Territorial Sport Organization
PAA	Program Activity Architecture
PAISAC	International Support Program to African and Caribbean Sport
PAS Act	<i>Physical Activity and Sport Act</i>
PCH	Department of Canadian Heritage
PSO	Provincial Sport Organization
PWAD	Persons with a disability
RMAF	Results-based Management and Accountability Framework
SAS	Status of the High Performance Athlete Survey
SC	Sport Canada
SFAF	Sport Funding and Accountability Framework
SPDP or SPD	Sport Participation Development Program
SR	Senior Card
SSP	Sport Support Program
TSO	Territorial Sport Organization
UNESCO	United Nations Educational, Scientific and Cultural Organization
VANOC	Vancouver Organizing Committee for the 2010 Olympic and Paralympic Winter Games
WADA	World Anti-Doping Agency

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# Executive Summary

## Sport Canada Overview

As part of the Department of Canadian Heritage (PCH), Sport Canada (SC) works to advance sport within the context of Government of Canada priorities. Three Sport Canada programs—the Sport Support Program (SSP), the Athlete Assistance Program (AAP), and the Hosting Program (HP), provide financial support to achieve objectives and to contribute to advancing the Canadian Sport Policy (CSP). This report presents the findings of the evaluation of these three programs as well as the main areas of action concerned with anti-doping, bilateral and multilateral relations, and sport for development delivered by the International Sport Directorate (ISD). Further, these programs and areas of action were reviewed in the context of the four goals of the CSP:

- **Enhanced Participation:** A significantly higher proportion of Canadians from all segments of society are involved in quality sport activities at all levels and in all forms of participation.
- **Enhanced Excellence:** The pool of talented athletes has expanded and Canadian athletes and teams are systematically achieving world-class results at the highest levels of international competition through fair and ethical means.
- **Enhanced Capacity:** The essential components of an ethically based, athlete/participant-centred development system are in place and are continually modernized and strengthened as required.
- **Enhanced Interaction:** The components of the sport system are more connected and coordinated as a result of the committed collaboration and communication amongst the stakeholders.

The total budget for Sport Canada's three programs was \$1,000,923,000, and \$20,677,000 for the ISD for the period being evaluated (2003-2004 to 2009-2010).

### ***Sport Support Program (SSP)***

SSP funding is aimed at developing athletes and coaches at the highest international levels; providing sound technically-based sport programming for all athletes; increasing the number of Canadians from all segments of society involved in sport, and advancing Canadian interests and values in Canada and abroad.

The SSP is the primary federal mechanism for implementing the CSP. It dispenses the greatest amount of funding through contribution agreements with organizations whose activities align with the departmental strategy for sport. Funding includes support to National Sport Organizations (NSOs), Multisport Service Organizations (MSOs), Canadian Sport Centres (CSCs), and other non-governmental organizations that directly supply services and programs to athletes, coaches, and other sport participants. SSP also funds project-specific activities that support implementation of the CSP and Sport Canada priorities, including sport participation and ethics in sport. Further, the SSP works with the provinces and territories (P/Ts) through bilateral agreements involving matched funding for promoting sport participation programming in their jurisdiction.

The SSP also involves special initiatives such as the Own the Podium (OTP) Initiative for high-performance sport; Long-Term Athlete Development (LTAD) for progressive athlete development revolving around physical literacy, excellence, and lifelong activity for the entire population; and participation initiatives such as Sport Participation Development Program (SPDP) projects proposed by NSOs and MSOs. The SSP also provides modest funding in support of international sport objectives that support the goals of the CSP.

### ***Athlete Assistance Program (AAP)***

The AAP contributes to the pursuit of excellence through its contribution to improved Canadian athlete performances at major international sporting events. Support provided by the AAP enables athletes to combine their sport and academic or working careers while training intensively in pursuit of world-class performances.

The AAP provides financial support to eligible (carded) athletes nominated through NSO application procedures. Eligibility criteria for recipients rest largely on success of the athletes and the sport itself in national and international competitions. Funded athletes receive a living and training allowance to facilitate their focus on training and competition. Supplemental funding is also available under tuition, deferred tuition, and special needs categories to ease the challenges of pursuing or preparing for career or life endeavours while working to excel in sport or after retiring from competition.

### ***Hosting Program (HP)***

The Hosting Program is an important instrument in the Government of Canada's overall approach to sport development in Canada and aims to enhance the development of sport excellence and the international profile of sport organizations by assisting organizations in hosting the Canada Games and international sport events in Canada.

The HP supports Canadian organizations engaged in bidding for or hosting sport events under four streams or components: International Single Sport Events (ISSEs), International Major Multisport Games (IMMGs), Canada Games, and International Multisport Games for Aboriginal Peoples and Persons with a Disability (IMGAPPD). Decisions for supporting bidding and hosting projects are guided by the Federal Policy for Hosting International Sport Events in Canada (Hosting Policy).

### ***International Sport Directorate (ISD)***

The ISD is responsible for delivering international sport activities that follow the program requirements of the SSP. The ISD funds third-party programs and projects that advance the international objectives of the CSP and the *Physical Activity and Sport Act* (PAS). The directorate was integrated into SC in 2010 during the evaluation. The ISD's main areas of action included in the evaluation are:

- anti-doping initiatives;
- funding to organizations involved in initiatives promoting sport as a tool for development and peace in international settings; and
- Bilateral and multilateral exchanges with eight other countries for advancing and exchanging sport knowledge.

## Evaluation Approach and Methodology

### *Evaluation Context and Purpose*

The evaluation was conducted between February 2010 and January 2011, and covered the period between April 1, 2003 and March 31, 2010. The evaluation was managed by the Evaluation Services Directorate (ESD), Office of the Chief Audit and Evaluation Executive, and carried out by PRA Inc. (Prairie Research Associates), a private research consulting company. An Evaluation Working Group, with representatives from ESD and SC guided the study.

This evaluation was the first to assess all three SC programs in an integrated fashion. The programs had previously been the subject of separate evaluations from 2001 to 2004, while the ISD had never been evaluated. The evaluation findings will assist SC with decisions related to the continuation of its three programs.

The evaluation aligns with the Treasury Board of Canada's Policy on Evaluation (2009). It considered five Core Issues under the two themes of relevance (continued need for the programs, alignment with federal roles and responsibilities, and alignment with government priorities) and performance (achievement of expected outcomes - effectiveness, efficiency, and economy).

### *Evaluation Methodology*

The evaluation drew on the following lines of evidence to inform questions in the matrix:

- A **Document review** provided the context for the evaluation and background information for program profiles.
- An **Administrative files, databases, and other information systems review** supported the assessment of progress and achievement of outcomes in the three sport funding programs and ISD's main areas of action.
- **Key informant interviews** involving 100 interviews with key stakeholders and beneficiaries of the sport funding programs and ISD main areas of action provided important information and perceptions on all aspects of Sport Canada activities.
- **Case studies** of six NSOs revealed the experiences of SSP and HP recipient organizations, and helped in gaining AAP recipients' perspectives.
- **Analysis of secondary data** provided by SC, as well as searches of relevant websites for information offered important context for many programming elements.
- **Preliminary reporting on bilateral agreements with P/Ts** involved a document and administrative file review, and interviews with P/T representatives and SC management.

As well, two concurrent sport-related evaluations provided complementary data for components of the sport funding programs evaluation:

- Preliminary results of the Horizontal Summative Evaluation of the Government of Canada's Investment in the 2010 Olympic and Paralympic Winter Games (as available in October 2010)
- Evaluation of the Canadian Sport Policy (completed in April 2010)

### ***Evaluation Constraints and Limitations***

There were important constraints with this integrated evaluation, and each required mitigation.

- The wide range of initiatives and funding levels of the three separate sport programs and the three main areas of action of the ISD created a high level of complexity for the evaluation. Efforts were aligned with the levels of funding of the three components.
- The clustered evaluation and the number of players involved posed challenges to measure and attribute the impact of the SC programs and the ISD's main areas of action.
- The period covered by the evaluation is long, seven years spanning from April 1, 2003 to March 31, 2010. The program and the record systems evolved during that time making comparisons challenging.
- The voluminous and unstructured program documentation consumed a considerable portion of the evaluation resources to review, assess, and classify all of the information.
- Many different units within and among the three SC programs retains performance information and it is not organized in a systematic fashion for performance reporting purposes. Evaluation resources were used to organize the information.
- Some of the questions in the evaluation matrix could not be addressed because information was not available at the time of the evaluation.

## **Findings**

### ***Relevance***

Relevance comprised three components; i) continued relevance of the programs, ii) their alignment with federal roles and responsibilities, and iii) alignment with government priorities. The findings of the evaluation support the relevance of the Sport Canada (SC) programs.

### ***Continued Need***

There is a continued need to support participation and excellence in sport.

The continued need to encourage and facilitate participation of all Canadians in sport is demonstrated by the declining general sport participation rates and fitness levels of Canadian children and youth. The need is also demonstrated by the value that Canadians place on sport

participation and their recognition of the benefits. Supporting participation is seen as instrumental in the creation of pools of athletes and coaches who will continue on the road to excellence.

The need to continue supporting excellence is demonstrated by the importance placed by Canadians on excelling in sport and their clear support of the federal government supporting athletes for achieving excellence at competitions. The federal government is a major funder for sport excellence in Canada, along with the investments made by contributors at all levels including athletes and their families, sport organisations, other levels of government, and the private sector. The sport system could not continue offering the same level of programs and services to support high performance of Canadians without the SC sport programs.

### **Alignment with Federal Roles and Responsibilities**

The provision of federal funds to sport programs and the International Sport Directorate's (ISD) main areas of action align closely with federal policies and priorities as defined in the *Department of Canadian Heritage Act* and the *Physical Activity and Sport Act*.

### **Alignment with Government Priorities (federal government and PCH strategic outcomes)**

The mandates and goals of the SC programs and the ISD's main areas of action are consistent with federal policies and priorities. Each can be directly or indirectly linked to the Canadian Sport Policy (CSP) and to PCH's strategic outcome, "Canadians participate and excel in sport," although not all of the ISD initiatives are directly or indirectly linked to excellence.

### **Performance**

The three sport programs are making progress in achieving their outcomes. Although the evaluation is concluding that the achievement of success is clear for some outcomes, there is some measurement issues related to the program theory. Specifically this manifests itself where goals and objectives are unclear such as the definition of Canadian values and ethics in sport, and the place and role of international sports in the programs. Moreover, while SC is collecting performance data, the assessment of the contribution of the three programs to participation, excellence and the sport system in Canada is also challenged by the state of program reporting and the level of data analysis and aggregation.

### **Enhanced Participation**

Participation is the first goal of the CSP and, while key informants believe that there are good opportunities to participate in sport in Canada, the evidence suggests that general sport participation is declining. The federal government is attempting to address declining participation through the F-P/T bilateral agreements and the SPDP. For example, SC has engaged all P/Ts in bilateral agreements and the majority of NSOs (72% in 2009–2010) in SPDP projects. P/Ts and NSOs are implementing their projects and gaining participation, however they are not all reporting data related to participation outcomes to SC. The available data shows that for 2009-2010, the SPDP projects reached 1,2 million participants, 44% of them being new participants. Minimal information is available on overall participation rates of under-represented groups such as PWAD and Aboriginal peoples. The lack of participation levels data and the absence of an annual compilation impede a comprehensive assessment of the impact of the projects and the program on sport participation in Canada.

Given the level of support and that responsibility for sport participation primarily rests on the support and programs offered by provinces, territories, and municipalities, SC's contribution to overall sport participation, is limited. Impact is felt more on the specific groups or communities targeted by the projects.

If it be decided to put more emphasis on outcomes related to sport participation, SC could look to enhance its collaborative efforts with other relevant federal government departments and P/T governments as all have key roles in this area. This evaluation noted that much of the support for sport participation derives from provincial/territorial activity through various ministries such as education, health, and recreation. One option would be to expand the scope of the current bilateral agreements with P/Ts to include general sport participation.

### **Excellence**

SC supports excellence through the interplay of its programs. The AAP and the SSP, individually and together, have contributed to enhance excellence by supporting athletes and coaches to train and compete. The HP, by providing additional opportunities to compete internationally, also supports excellence.

### **Athletes**

The AAP has been successful in reaching its goal of providing support to athlete to help them train and compete as well as prepare them for future career through tuition support. The 71% increase in the APP funding from 2003 and 2010 lead to an increase in: 1) the number of athletes benefiting from the program; and 2) the average support available for each carded athletes. The number of athletes receiving AAP support has increased by 31% between 2003 and 2010 and there are 37% more athletes receiving tuition support, including an increase of 65% in development cards awarded to emerging talents. Average support provided to athletes has increased by 30%. Athletes appreciate and rely on the assistance they receive through the AAP. Coaches and athletes believe the AAP support assists athletes to compete. Satisfaction of beneficiaries with this program is high. There is an opportunity to encourage senior athletes to pursue coaching careers through the tuition support component of the program. Apart from this suggestion, the evaluation concludes that no changes are required to the design of the AAP.

### **High-performance**

Excellence has been the significant area of success for the SSP, especially in winter sports where Canada moved from the sixth to second place in the World Ranking Index between 2002 and 2009. The Index shows that Canada's ranking in summer sports has also progressed by two spots during the same period.

The SSP and the Own the Podium initiative appear to have boosted the medaling performance of Canadian athletes. The evaluation has not elicited the necessary evidence to attribute this success to the SSP or the Own the Podium initiative. Additional in-depth analysis conducted by SC would help assess the impact of the Own the Podium initiative and may provide greater credence to claims that increases in resources provided by SC have produced the success witnessed at the 2010 Winter Games. That being said, and assuming the continued funding of the OTP initiative, future major games will also provide a basis for assessing the incremental impact of the OTP initiative. SC has an opportunity to analyse the progress made over time by targeted sports, on the differences in medal performance of

targeted versus non-targeted Olympic and Paralympic sports and summer versus winter sports. There is also an opportunity to analyse specifically the results of targeted sports relative to non-targeted sports in summer sports as a substantial number of summer sports are not targeted by the Own the Podium initiative contrary to winter sports.

### **Participation to Excellence continuum**

LTAD is a critical element in the participation ↔ excellence cycle for contributing to life-long sport participation and the development of future high-performance athletes. The investments by the federal government, provinces, territories, and municipalities in infrastructure (e.g., swimming pools, gyms, rinks) are clearly instrumental in sport participation and athletic development by children and youth.

SC has a good tactical plan to increase excellence through targeting of sports and athletes, as measured by success at international competitions. SC lacks a fully developed longer-term and evidenced-based model of how promoting participation in sport leads to high-performance athletic results and, conversely, how high-performance athletic successes encourage participation and the next generation of athletes. Without this model, SC and the three programs risk having success solely judged by performance at large international games and not on the basis of a broader “story of success/impacts” that is embedded in the goals of each program, SC, and the CSP. Such a model would also support and integrate the rationale for the financial allocation to the various programs and other initiatives (e.g., excellence/participation; F-P/T bilateral agreements; ISD main areas of action).

### **Capacity of the Sport System**

Sport programs are highly valued by sport stakeholders and viewed as contributing toward and strengthening Canada’s sport system. NSOs, especially, provide programming for developing high-performance athletes and credit the sport funding programs for assisting in this process, particularly the SSP’s OTP initiative. Similarly, ISD stakeholders value the ISD’s main areas of action in their contributions toward their specific objectives. The SC programs and ISD’s main areas of action are recognized as contributing toward advancing Canadian values and ethics, both domestically and internationally. The HP program has supported sport events in Canada and Canadians concur that large events such as the 2010 Winter Games have positive social, cultural, and economic impacts.

Funded organizations indicate that their capacity to achieve their goals in participation and, in particular, excellence in sport depends on federal support. All SSP recipients said these funds are essential and even critical for their organization or initiative, with some sport organizations indicating these funds account for over half of their annual budget.

### **Accountability Standards**

Elements of the sport system are making progress in the areas of accountability standards, developing coaching capacity, offering services to coaches and athletes, and meeting official languages requirements. Federal support continues to be seen as key to ensuring the capacity of the sport organisations to meet their participation and excellence goals.

NSOs, MSOs and CSCs are making good progress in achieving their respective accountability standards. Over 65% of NSOs have either fully met standard requirements, or identified the standard as a best practice or not applicable in 11 out of the 20 standards. All

CSCs have fully met two accountability standards directly related to quality programming for targeted sports. Organizations that must rely on volunteers to assist them in their work report having the most challenges in developing and maintaining their capacity.

Sport organizations are making good progress in the development of LTAD models. The success of the next stage - implementation of the models by national, provincial, and territorial sport organizations – will depend on the capacity of each organization. The evaluation found that there are issues related to the capacity of the organizations to achieve this next step.

NSOs, MSOs and CSCs continue to provide programs and services to the sport community to support high-performance. NSOs and MSOs services are rated as satisfactory by coaches and athletes while CSCs receive a rating of high satisfaction. Coaches and athletes also report that adequate support systems are available to assist athletes in their competitive aspirations.

NSOs and MSOs have implemented the revised National Coaching Certification Program (NCCP) system. They have also increased the number of fully trained or certified coaches under NCCP by 41% in the number of coaches bringing the total to 177,723 certified coaches in 2008-2009. Carded athletes themselves are “highly satisfied” with the technical expertise and quality of coaching from their principal coach. Coaching is better defined as a full-time profession; there is still room to improve working conditions.

### **Official Language**

All programs and the ISD take measures to support recipients in meeting Canada’s commitment to official languages. NSOs and MSOs are achieving either best practice or fully or partially meeting the accountability standards related to official languages (OL). Survey data reveal that most carded athletes are satisfied with their ability to access a number of services in the official language of their choice.

Funded sport organizations provide written materials and other documents in both OLs and are striving to ensure that services, including coaching, are available in both OLs. The greatest challenge lies in the area of translation capacity.

### **Values and ethics**

Canadian values and ethics in sports are not clearly defined by SC. Evidence of the sport system’s contribution toward advancing Canadian values and ethics is thus obtained primarily through perceptions of the impacts of the sport programs and the ISD’s main areas of action. Surveyed carded athletes also express confidence in their ability to train and compete in a safe, ethical sport environment. Both the SSP and HP are credited by key informants (NSOs, MSOs, and others) with generating a range of positive impacts on values and ethics.

### **Sport Events**

The Hosting Program exceeded its supported sport event targets in the four streams of events taking place in Canada during the evaluation period. The number of HP-funded events increased over the evaluation period. Canadian athletes, coaches, and officials indicate they have good opportunities to participate at events in Canada. Of note, there are more events taking place in Canada than what the HP is supporting either at the bid development stage or

at the funding stage. There is an opportunity to coordinate the bidding process with NSOs and MSOs to improve the effectiveness of the program.

Surveyed Canadians concur that large events such as the 2010 Winter Games have positive social, cultural, and economic impacts. SC has an opportunity to assess the impact of HP-supported events by consolidating the data on the achievement of expected outcomes and the success of events which all organizations must provide after each event.

SC Programs, including HP, can identify physical and/or human legacies.

### **Interaction in the Sport System**

Collaboration with P/Ts and with other countries along with the sharing of knowledge have contributed to enhance the interaction in the sport system.

All P/Ts have engaged in bilateral agreements and implemented projects aimed at supporting participation. The ISD projects funded through its main areas of action, have contributed to the SSP goal of expanding and strengthening program and policy collaboration within the federal government and with P/T governments and the sport community.

Concerning the international areas of action, stakeholders report that Canada is viewed as a leader in anti-doping initiatives, and ISD initiatives in this area are seen as contributing to this endeavour.

According to those interviewed, the field of sport science is strong and improving, primarily as a result of investments into OTP and CSCs. Bilateral exchanges with other countries are viewed as contributing toward sport knowledge both in Canada and in partner countries.

### **Program Reporting**

While SC generates many reports, these are fragmentary, inconsistent, sporadic and not collated into a regular statement of progress against program goals. This situation challenges the programs' ability to assess achievement of its expected outcomes and to align outcomes with program goals. This applies more specifically to reporting on the SSP component supporting NSOs and MSOs; the F-P/T bilateral agreements' projects; and HP funded-events. In the case of the ISD's main areas of action, the difficult in aligning the results against program goals arises from their absence from the Sport Canada logic model which articulates the chain of results for its programs. Avenues for improvement include clarifying the distinction between activity, output, and outcome data for recipients; collecting relevant data to assess all the expected outcomes; conducting annual aggregations of SC result data on a national basis for measuring progress for each program; and reviewing the programs' outcome articulation.

### **Efficiency and Economy**

The efficiency of the program was assessed by looking at the management of the programs and their processes as well as program duplication. The issue of economy was assessed as part of the evaluation and the result of the analysis was inconclusive.

In general, satisfaction exists with the management of the sport funding programs and ISD's main areas of action. Suggested improvements were identified by key informants on the SSP's funding process and reporting requirements, AAP's quota system, and HP's decision-

making process. Specifically, delays in receiving SSP contributions have caused financial stress within sport organizations.

Few complementarities or duplications/overlaps could be identified among the sport funding programs and programs offered by other levels of government and private stakeholders, primarily due to inadequate information on initiatives offered outside PCH. One area that may be viewed as either complementing or duplicating the AAP is the athlete assistance provided by some P/Ts, as well as by some private sponsors.

## **Recommendations**

### ***Program Goals***

**Recommendation 1:** It is recommended that Sport Canada complete an updated vision and strategy that outlines its concept of the participation, sport development, high-performance athlete continuum. Such a vision and strategy would define each of these concepts of sport (participation, sport development, and excellence) and articulate the role of and linkages between participation and excellence. It should also outline Sport Canada roles and responsibilities, and hence, funding priorities, along the participation to excellence continuum.

### ***Performance Measurement***

**Recommendation 2:** It is recommended that Sport Canada reinforce its capacity related to performance reporting; develop common data collection tools, processes, and guidance to collect data from recipients; and report regularly on performance against each funding program goal. Sport Canada should roll-up the results data on an annual basis to assist with performance measurement, and future grouped evaluations of the sport programs.

### ***Sport Support Program***

**Recommendation 3:** It is recommended that Sport Canada conduct a complete review of the Own the Podium initiative after the 2012 Olympic Summer Games in London to assess the Sport Canada resource commitment to excellence. This review should include an in-depth and comparative analysis of the success from summer and winter results of targeted sports/athletes relative to non-targeted Olympic/Paralympic sports/athletes.

**Recommendation 4:** It is recommended that Sport Canada compile, on an annual basis, participation-related information submitted by provinces and territories as part of their bilateral agreements. This would provide an assessment of the overall impact of the bilateral agreements, identify best practices and lessons learned, and facilitate information sharing between provinces and territories. Provinces and territories should be encouraged to use a common reporting format that reports at their jurisdictional level (rather than on a project basis only) and that could be rolled up to provide national results. The qualitative and quantitative data would be stored in a database for the Federal-Provincial/Territorial bilateral agreements. Sport Canada should also update its logic model and performance measurement framework to incorporate the activities, outputs, and outcomes related to the bilateral agreements.

### ***Hosting Program***

**Recommendation 5:** It is recommended that, on an annual basis, the Hosting Program summarizes the data collected on social and economic impacts arising from major sport events supported in the previous fiscal year. This would provide evidence on the indirect benefits of hosting sport events in Canada.

**Recommendation 6:** It is recommended that the Hosting Program develop an approach with National Sport Organizations/Multisport Service Organizations to coordinate bids for events—most particularly, the International Major Multi-Sport Games component that typically requires large financial commitments. This would serve to ensure efficient use of Hosting Program resources, a coordinated approach to hosting, strategic planning for legacy facilities, and that legacy plans are implemented.

### ***International Sport Directorate's Main Areas of Action***

**Recommendation 7:** It is recommended that Sport Canada better define Sport Support Program's and International Sport Directorate's role and objectives with respect to international sport, particularly with regard to sport as a tool in international social development. Sport Canada should provide greater definition to the expected outcome regarding the advancement of Canadian interests, values, and ethics in sport, both at home and abroad, particularly with regard to the scope of Canadian interests and values. This would assist in clarifying the placement of the International Sport Directorate within Sport Canada, and how their activities support the strategic outcome that Canadians participate and excel in sport. It would also assist to allocate resources strategically to achieve the expected outcomes at a measurable level. Sport Canada should also update its logic model and performance measurement strategy to incorporate the activities, outputs, and outcomes related to the International Sport Directorate.

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**Richard Willan, CGA**

**Chief Audit and Evaluation Executive**

Department of Canadian Heritage

## 1.0 Introduction

As part of the Department of Canadian Heritage (PCH), Sport Canada (SC) works to advance sport within the context of Government of Canada priorities. Three Sport Canada programs provide financial support to advance the Canadian Sport Policy (CSP): the Sport Support Program (SSP), the Athlete Assistance Program (AAP), and the Hosting Program (HP).

This report presents the findings of the evaluation of these three programs as well as the main areas of action concerned with anti-doping, bilateral and multilateral relations, and sport for development delivered by the International Sport Directorate's (ISD). The report has five sections. This introductory section profiles the three sport programs and the ISD's main areas of action, and provides a context for the evaluation. Section 2 briefly describes the evaluation methodology. Section 3 presents the findings by evaluation question, and Section 4 draws conclusions by key evaluation area. Section 5 makes recommendations to support program improvement.

### 1.1 Program Profiles

This section provides a description for each SC program and ISD's three main areas of action, along with their objectives. This is followed by an integrated discussion on their expected outcomes, governance, and resources.

#### 1.1.1 Sport Canada Overview

The total budget for Sport Canada's three programs was \$1,000,923,000, and \$20,677,000 for the ISD for the period being evaluated (2003-2004 to 2009-2010). SC is the single largest contributor to the Canadian sport system and, principally through its SSP, funds organizations and initiatives that advance the objectives of the CSP. The CSP (2002–2012) sets four goals leading towards a vision of the Canadian sport system (Federal-Provincial-Territorial Ministers Responsible for Sport, Fitness and Recreation, 2002):

- **Enhanced Participation:** Increased involvement by all parts of Canadian society in all levels and roles within sport.
- **Enhanced Excellence:** Increased numbers of talented athletes competing for Canada, achieving top-tier results in world competition.
- **Enhanced Capacity:** A sport system of athlete/participant-centred development, founded on strong ethics and continual modernization.
- **Enhanced Interaction:** More and stronger connections between components of the sport system through stakeholder communication and collaborative action.

#### 1.1.2 Sport Support Program (SSP)

The objectives of the Sport Support Program are to:

- Increase the opportunities to participate in quality sport activities for all Canadians, including under-represented groups.
- Increase the capacity of the Canadian sport system to systematically achieve world-class results at the highest international competitions.

- Contribute to the provision of technical sport leadership within the Canadian Sport System.
- Advance Canadian interests, values, and ethics in sport at home and abroad.

The SSP is the primary federal mechanism for implementing the CSP. The SSP uses contribution agreements with third-party organizations whose activities align with the departmental strategy for sport. Funding is provided to organizations and other recipients for programs and services that contribute towards achieving the CSP goals including support to:

- National Sport Organizations (NSOs), Multisport Service Organizations (MSOs), Canadian Sport Centres (CSCs), and other non-government organizations (NGOs) that directly supply services and programs to athletes, coaches, and other national sport participants.
- Project-specific activities that support the sport system, including international activities.
- Provinces and territories (P/Ts) through bilateral agreements involving matched funding for participation programming in their jurisdiction.

Special initiatives also operate within the SSP for achieving these objectives. These include:

- Own the Podium (OTP) Initiative – The OTP initiative acts as a high-performance technical advisory body, identifying sports for targeting, recommending funding levels to the national funding partners for high-performance sport, and providing technical advice and leadership (Own the Podium, no date).

The initiative began in 2005 as a partnership between SC, the Canadian Olympic Committee (COC), the Canadian Paralympic Committee (CPC), and the Vancouver Organizing Committee for the 2010 Olympic and Paralympic Winter Games (VANOC). Partners committed \$110 million over five years to support targeted sports with potential to achieve podium success at the 2010 Olympic and Paralympic Games (2010 Winter Games). OTP later merged with Road to Excellence, the summer sport excellence initiative.

- Long-Term Athlete Development (LTAD) – The LTAD is a model of progressive athlete development in support of CSP goals. It revolves around seven stages organized into the categories of physical literacy, excellence (which may be primarily for competitive athletes), and lifelong activity for the entire population. The LTAD is a made-in-Canada approach that federal, provincial, and territorial ministers have directed officials to implement Canada-wide. NSOs receive SSP funding for developing and implementing their own sport-specific LTAD models.
- Participation initiatives such as Sport Participation Development Program (SPDP) projects proposed by NSOs and MSOs, including initiatives for persons with disabilities; participation projects conducted through the bilateral agreements with provinces and territories; and promotional work by the renewed ParticipACTION campaign. (Sport Canada, undated-a)

### **1.1.3 Athlete Assistance Program (AAP)**

The AAP objectives are to:

- Provide financial assistance to Canadian athletes that are either performing at or have potential to achieve top 16 results at World Championships and Olympic/Paralympic Games;
- Facilitate athletes' year-round participation in training and competitions through financial assistance; and
- Provide athletes financial assistance for preparing for future career opportunities.

The AAP provides direct support to carded<sup>1</sup> athletes nominated through NSO application procedures, based on various eligibility criteria for athletes and the sports in which they compete. Eligible athletes receive a living and training allowance to support them in focusing efforts on training. Supplemental funding is also available under tuition, deferred tuition and special needs categories to ease the challenges of pursuing or preparing for career or life endeavours while working to excel in sport or after retiring from competition.

AAP support is usually limited to athletes whose NSO has a national team program eligible for funding through the Sport Funding and Accountability Framework (SFAF).<sup>2</sup> NSOs meeting specific standards may be allocated a certain number of "cards" and they can then nominate athletes to be carded and receive AAP support (Sport Canada, 2009a). The AAP allocates cards to NSOs in categories of Olympic, Paralympic, and Non-Olympic sports.

There are five designations of cards organized into three categories: development (D), senior national (SR and C1), and senior international (SR1 and SR2). The NSO receives its total quota of AAP cards through a set number of Senior (SR) Cards, which they may then allocate to nominated athletes according to their individual NSO carding criteria (Sport Canada, 2009a).

### **1.1.4 Hosting Program (HP)**

The HP objectives are to:

- Strengthen the sport excellence and sport development impacts of bidding and hosting the Canada Games and targeted international sport events;
- Increase access and equity for designated under-represented groups through contributions to international bidding and hosting events; and
- Strengthen the associated economic, social, cultural, and community impacts of supported bidding and hosting projects, in keeping with the Government of Canada interests and priorities

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<sup>1</sup> Carding is a system for rating athletes based on success in competitions that determines eligibility for financial support from the AAP.

<sup>2</sup> SFAF is a PCH tool for identifying organizations' eligibility and level of SSP support. SFAF is a detailed process that SC and sport organizations use for eligibility, assessment, funding, and accountability.

The HP supports Canadian organizations engaged in bidding for or hosting sport events. Bidding and hosting projects are divided into four streams or components:

- International Single Sport Event (ISSE)
- International Major Multi-Sport Game (IMMG)
- Canada Games
- International Multisport Games for Aboriginal Peoples and Persons with a Disability (IMGAPPD)

Decisions for supporting bidding and hosting projects are guided by the Federal Policy for Hosting International Sport Events in Canada (Hosting Policy). The Hosting Policy is, in turn, guided by the Strategic Hosting Framework that is endorsed by federal-provincial/territorial (F-P/T) governments and that specifies targets for hosting each type of event in Canada. This includes providing support for two IMMG per 10 years, one large ISSE per two years where funding requests exceed \$250,000 (termed Tier II), and at least 30 small ISSE per year where funding requests are \$250,000 or less.(termed Tier I)

Generally, NSOs, MSOs, and other incorporated non-profit organizations created specifically to bid or host a project are eligible for funding under the HP.

### **1.1.5 International Sport Directorate**

The ISD objectives are to:

- Advance Canadian government sport policy priorities and strengthen Canadian influence in key countries, regions, and international bodies;
- Position Canada as one of the leading nations in the sport for international development and peace movement, in promoting equity and access, and in the global fight against doping in sport;
- Provide opportunities for the Government of Canada to use sport as a tool for international development and diplomacy; and
- Inform and enrich Canadian sport programs and policies through the transfer of learning from international to domestic sport activity (Canadian Heritage, 2009b)

Until 2010, the ISD was located within the International Affairs Branch, Intergovernmental and International Affairs and Sport sector, at PCH. It is now located under the SSP as it delivers an international component of the SSP. It manages international sport activities that follow the program requirements of the SSP and that are funded through the SSP (Canadian Heritage, 2009b). The ISD funds third-party programs and projects that advance the international objectives of the CSP and the *Physical Activity and Sport Act* (PAS) (Sport Canada, no date-b). The CSP and the PAS encourage the promotion of sport as a tool for social development in Canada and abroad.

The ISD's main areas of action supporting their objectives and included in the evaluation are:

- Anti-doping initiatives that include involvement in and contributions to the World Anti-Doping Agency (WADA) and the United Nations Educational, Scientific and Cultural Organization (UNESCO) International Convention against Doping in Sport Voluntary Fund

- Sport for development that provides funding to organizations involved in initiatives promoting sport as a tool for development and peace in international settings
- Bilateral and multilateral relations involving bilateral exchanges with eight other countries over the course of the evaluation period for advancing and exchanging sport knowledge, and Canada’s engagement in multilateral fora such as the Americas Sport Council and the Commonwealth Sport Ministers meetings

## 1.2 Expected Outcomes

The combined logic model for the three sport funding programs summarizes the expected activities, outputs, and outcomes of the SSP, AAP, and HP. The logic model, as presented in the Results-based Management and Accountability Framework (RMAF) is presented below.

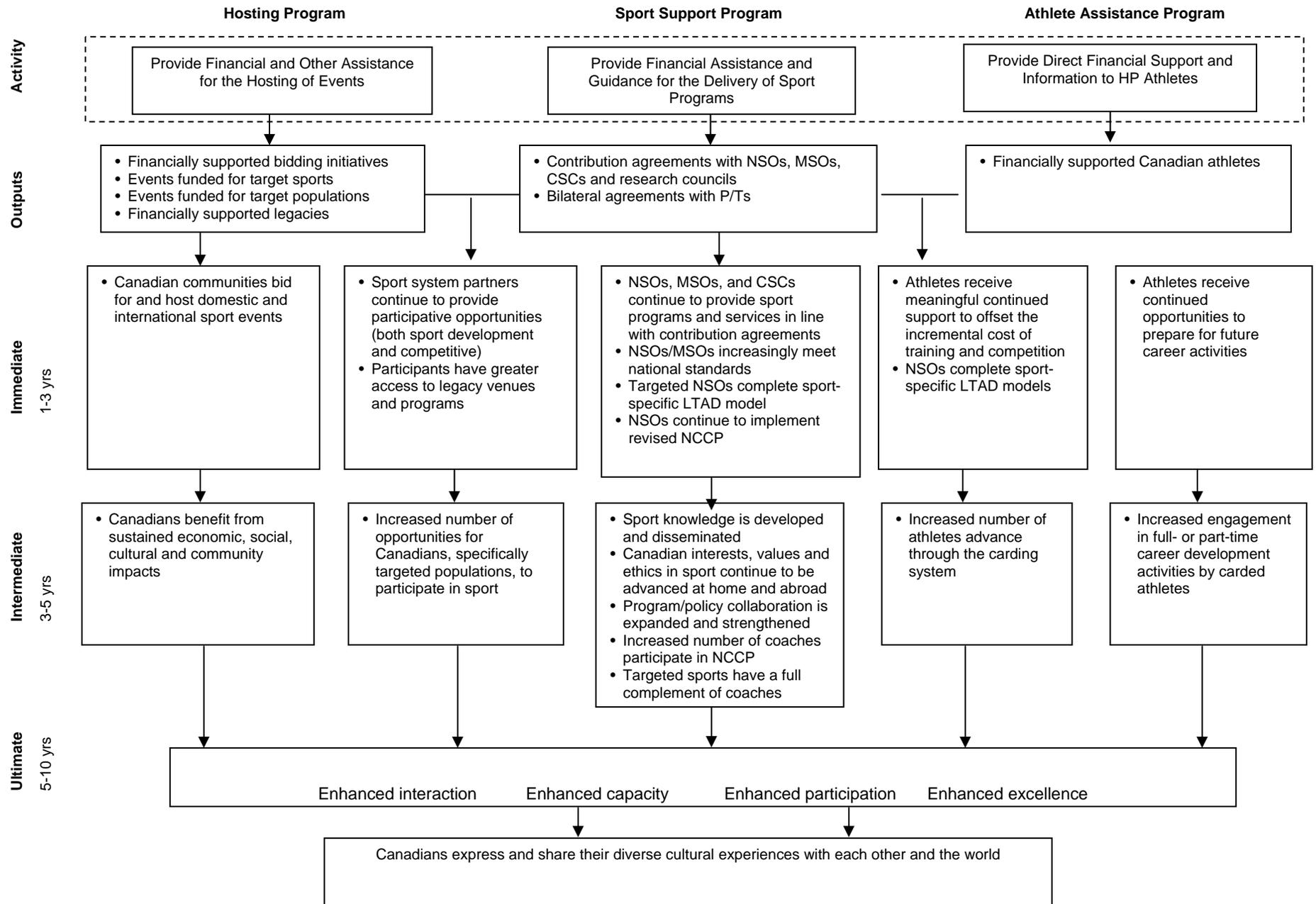
Activities for the programs are in the form of financial and other assistance to recipients for the hosting of events (HP), guidance for delivering sport programs (SSP), and information (AAP). These activities produce outputs such as financially supported HP events and bids, agreements with SSP recipients, and financially supported athletes. Each program has a range of immediate outcomes (years 1 to 3) and intermediate outcomes (years 3 to 5), as depicted in the SC logic model. While each program has its own specific outcomes, the interrelated nature of the programs also results in expected shared immediate and intermediate outcomes between the HP and SSP, and between the SSP and AAP. All three programs are expected to contribute towards the ultimate outcomes of enhancing the four goals of the CSP; enhanced interaction, capacity, participation, and excellence, as well as PCH’s strategic outcomes.

At the time of the RMAF’s development (2006), PCH’s Program Activity Architecture (PAA) had two strategic outcomes, with each of the three sport funding programs expected to contribute to both of these outcomes. In 2009–2010, PCH restructured its PAA and added a third strategic outcome focusing on sport, with the goal that “Canadians participate and excel in sport” (Canadian Heritage, no date, p. 4). Each of the three programs is now identified as contributing solely to this third strategic outcome.

The ISD’s main areas of action are not included in the three funding programs’ logic model. They are expected to contribute mainly towards two of the SSP outcomes, both of which are identified as intermediate outcomes in the logic model:

- Advance Canadian interests, values and ethics in sport at home and abroad; and
- Expand and strengthen program and policy collaboration within the federal government and with P/T governments and the sport community (Canadian Heritage, 2009b, p. 3).

# Sport Canada Logic Model



### **1.2.1 Governance**

PCH is responsible for the Government of Canada's role in the encouragement, promotion and development of sport. At the time of the evaluation Sport Canada was a branch located within the Intergovernmental and International Affairs and Sport sector, at PCH, led by a Director General reporting to the Assistant Deputy Minister of the sector. Reporting to the Director General are Division Directors that work with Unit Managers for implementing the three sport funding programs.<sup>3</sup>

SC personnel are responsible for the review, analysis, and assessment of applications; recommendations on funding amounts; and compliance monitoring for contribution agreements (PRA Inc., 2006). SSP- and HP-funded recipients (e.g., NSOs, MSOs, CSCs, other NGOs for both SSP and HP, and the provinces and territories for SSP only) are responsible for conducting and/or delivering the events, projects, or programs/services as specified under their contribution agreements, and for adhering to the terms of the agreements. Regarding funding under AAP, NSOs are the bodies responsible for nominating athletes as well as for ensuring a fair and transparent process and adherence to AAP policies. Similarly, carded athletes are responsible for honouring their AAP commitments (Sport Canada, 2009a).

The ISD is located within the International Affairs Branch, Intergovernmental and International Affairs and Sport sector, at PCH. The Director is responsible to the Director General (DG), International Affairs, for the International Sport Policy, International Anti-Doping, and International Sport for Development.<sup>4</sup>

### **1.2.2 Direct and Ultimate Intended Beneficiaries**

Canadians are the ultimate intended beneficiaries of these programs through the provision of opportunities to actively participate in and celebrate sport. Among the general Canadian public, athletes figure most prominently as beneficiaries of SC's athlete-centred programming. Retired athletes also benefit from the AAP, where they are eligible for deferred tuition or special-needs assistance.

The SSP and HP each have an additional broad range of potential beneficiaries. Funded organizations and other entities, such as NSOs, MSOs, CSCs, other NGOs, and the provinces and territories (for SSP only), also directly benefit. Coaches, officials, paid sport administrators, volunteers, sport scientists and organizations, and the general public may benefit through the programs and services offered by SSP funding recipients. It is intended that under-represented population groups may benefit more from targeted initiatives to increase their access to and equity in sport. Further, it is intended that communities benefit from the social, cultural, and economic opportunities resulting from hosted events funded through the HP.

Recipient organizations and their target populations are the direct beneficiaries of the ISD's main areas of action, while it is intended that Canadians indirectly benefit through the

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<sup>3</sup> PCH was restructured in July 2010. SC moved to the Public and Regional Affairs sector and ISD was integrated within SC. Since this restructuring took place after the evaluation period of March 31, 2010, this was not factored into the current evaluation.

<sup>4</sup> See footnote 3.

positive impact on international relations. Finally, it is intended that Canadian athletes and the Canadian sport system benefit from the international efforts to create a fair, ethical, and level playing field as well as through sport-related knowledge exchanges with other countries.

### 1.2.3 Resources

SC expenditures for the three sport funding programs totalled just over \$1.0 billion over the seven years of the evaluation period (Table 2). SC grants and contributions increased annually from \$96 million in 2003–2004 to \$159.0 million in 2009–2010, with SSP recipient contributions accounting for 69% of these expenditures. In particular, the SSP contributions doubled (102% increase) over the evaluation period. ISD recipient funding totalled \$11 million over the evaluation period, with WADA receiving the majority (64%). SC had a total of 712 full-time equivalents (FTEs) over the evaluation period, ISD had 92 FTEs.

<b>Table 2: SC and ISD financial summary for the SSP, HP, AAP, and ISD main areas of action, 2003–04 to 2009–10 (in \$000)</b>								
<b>Item</b>	<b>2009–10</b>	<b>2008–09</b>	<b>2007–08</b>	<b>2006–07</b>	<b>2005–06</b>	<b>2004–05</b>	<b>2003–04</b>	<b>TOTAL</b>
<b>SC financial summary</b>								
Salaries/O&M	\$9,898	\$10,677	\$9,181	\$9,042	\$9,336	\$8,266	\$7,666	<b>\$64,068</b>
Grants and contributions (Gs&Cs)								
SSP	\$112,484	\$110,877	\$102,072	\$92,195	\$91,428	\$81,948	\$55,616	<b>\$646,620</b>
AAP	\$25,888	\$26,207	\$25,327	\$25,315	\$24,711	\$19,465	\$15,156	<b>\$162,069</b>
HP*	\$20,687	\$14,360	\$9,236	\$19,460	\$17,672	\$21,481	\$25,270	<b>\$128,166</b>
<i>Total Gs&amp;Cs</i>	<i>\$159,059</i>	<i>\$151,444</i>	<i>\$136,635</i>	<i>\$136,970</i>	<i>\$133,811</i>	<i>\$122,894</i>	<i>\$96,042</i>	<b>\$936,855</b>
<b>TOTAL SC</b>	<b>\$168,957</b>	<b>\$162,121</b>	<b>\$145,816</b>	<b>\$146,012</b>	<b>\$143,147</b>	<b>\$131,160</b>	<b>\$103,708</b>	<b>\$1,000,923</b>
<b>SC FTEs</b>	<b>114</b>	<b>105</b>	<b>129</b>	<b>97</b>	<b>98</b>	<b>88</b>	<b>81</b>	<b>712</b>
<b>ISD financial summary</b>								
Salaries/O&M/EBP	\$1,097	\$1,356	\$1,425	\$1,213	\$1,472	\$1,607	\$1,484	<b>\$9,653</b>
Gs&Cs	\$687	\$661	\$785	\$809	\$661	\$350	-	\$3,953
WADA funding	\$1,080	\$1,134	\$890	\$971	\$949	\$958	\$1,089	\$7,071
<i>Total recipient funding</i>	<i>\$1,767</i>	<i>\$1,795</i>	<i>\$1,675</i>	<i>\$1,780</i>	<i>\$1,610</i>	<i>\$1,308</i>	<i>\$1,089</i>	<b>\$11,024</b>
<b>TOTAL ISD</b>	<b>\$2,864</b>	<b>\$3,151</b>	<b>\$3,100</b>	<b>\$2,993</b>	<b>\$3,082</b>	<b>\$2,915</b>	<b>\$2,573</b>	<b>\$20,677</b>
<b>ISD FTEs</b>	<b>11</b>	<b>12</b>	<b>12</b>	<b>14</b>	<b>15</b>	<b>15</b>	<b>13</b>	<b>92</b>
Source: Data provided by Sport Canada and ISD								
* Numbers for HP exclude funding for Vancouver 2010 Winter Olympic and Paralympic Games								

## 2.0 Evaluation Methodology

### 2.1 Evaluation Context

The evaluation was conducted between February 2010 and January 2011 and covered the period between April 1, 2003 and March 31, 2010. The Evaluation Services Directorate (ESD), Office of the Chief Audit and Evaluation Executive, was responsible for the evaluation. An Evaluation Working Group (EWG), with representatives from ESD, SC, and ISD, guided the study. ESD contracted PRA Inc. (Prairie Research Associates), a private research consulting company, to conduct the evaluation.

The evaluation assessed the relevance and performance of SC's AAP, SSP, and HP, as well as the ISD's three main areas of action related to anti-doping, bilateral and multilateral relations, and sport for development. These programs/main areas of action were reviewed in the context of the four goals of the CSP.

This evaluation was the first to assess the three sport programs in an integrated fashion. Previous separate evaluations had been conducted on the three sport funding programs, with none on the ISD main areas of action. The evaluation findings will assist SC decision related to the continuation of its three programs.

The evaluation was based on the SC umbrella RMAF (2006) that outlines the approach to planning, measuring, evaluating, and reporting on results for the three SC programs. There is no RMAF for the ISD's three main areas of action. The study was also based on the PCH Program Activity Architecture (PAA) and associated performance measurement strategies for the programs. Further, the findings and recommendations from the 2005 evaluation assessment served as a guide for this evaluation of the three SC programs in an integrated fashion.

As well, two concurrent sport-related evaluations provided complementary data for components of the sport funding programs evaluation:

- Horizontal Summative Evaluation of the Government of Canada's Investment in the 2010 Olympic and Paralympic Winter Games (draft final report in October 2010)
- Evaluation of the Canadian Sport Policy (completed in April 2010)

This evaluation aligned with the Treasury Board of Canada's *Policy on Evaluation* (2009). It considered, for each of the programs, five Core Issues that focused around relevance and performance:

#### **Relevance**

- Issue #1: Continued Need for Program – Assessment of the extent to which the program continues to address a demonstrable need and is responsive to the needs of Canadians
- Issue #2: Alignment with Government Priorities – Assessment of the linkages between program objectives and (i) federal government priorities and (ii) departmental strategic outcomes
- Issue #3: Alignment with Federal Roles and Responsibilities – Assessment of the role and responsibilities for the federal government in delivering the programs.

### **Performance (effectiveness, efficiency, and economy):**

- Issue #4: Achievement of Expected Outcomes – Assessment of progress toward expected outcomes (immediate, intermediate, and ultimate), with reference to performance targets and program reach, program design, including the linkage and contribution of outputs to outcomes
- Issue #5: Demonstration of Effectiveness, Efficiency, and Economy – Assessment of resource utilization in relation to the production of outputs and progress towards expected outcomes (Treasury Board of Canada Secretariat, 2009).

The evaluation matrix provides a series of questions to address each of the evaluation's Core Issues, along with their associated indicators and data sources (Appendix A).

The evaluation drew on the following lines of evidence to inform specific Core Issues/questions in the matrix:

- document review
- review of databases and administrative files
- interviews with key informants
- case studies
- analysis of secondary data
- preliminary reporting on the F- P/T bilateral agreements

Each of these lines of evidence contributed to specific evaluation questions, as depicted in the evaluation matrix (see Appendix A).

## **2.2 Document Review**

The document review gave context for the evaluation and provided background information for program profiles. The review offered a common information base for conducting interviews and for conveying to interviewees that evaluators have a strong understanding of the programs.

The document review provided a profile of each of the three sport funding programs and the ISD's main areas of action with respect to:

- program description, objectives, and expected results
- beneficiaries and stakeholders
- resources and expenditures
- governance
- stakeholder reporting and accountability requirements

The review also examined and discussed the contribution of the available documentation in the form of legislation, policies/strategies, and previous evaluations and audits related to any of the three programs. The document review relied primarily on documentation provided by PCH and those accessed through the PCH website.

### **2.3 File, Database, and Systems Review**

A review of PCH administrative files, databases, and other information systems assisted in assessing progress and achievement of outcomes in the three sport funding programs and ISD's main areas of action. This task also assisted in assessing the adequacy of internal databases and information systems for supporting measurement of performance of program activities.

**Database review.** A site visit to SC provided an understanding of the databases maintained for the three sport funding programs and of the information available. This was followed by a memo submitted to SC outlining the evaluation questions that could be addressed by the data review, as identified in the evaluation matrix, and requesting the relevant information. Additional information was requested as required. SC provided numerous spreadsheets they maintain for record keeping on the SSP, HP, and AAP, including data for each of the evaluation years, as available. Data provided included:

- PCH funding to the programs and ISD main areas of action
- Statistics on the AAP, such as number of athletes supported by card level, average and total support, tuition support
- Funded hosting events including organizations funded, level of support, statistics reported by the organizations on the events (number of athletes, number of Canadian athletes, number of coaches/officials, etc.)
- Coach statistics submitted by NSOs through their annual reporting
- World ranking index
- Organizations' progress in meeting accountability standards
- Annual Profile Questionnaire data used for responding to the indicators in the umbrella RMAF

**Administrative File Review.** The file review assessed PCH recipients' reporting for information such as:

- articulation of expected activities, outputs, and outcomes
- achievement of these expected activities, outputs, and outcomes
- articulation of successes and lessons learned
- compliance with other reporting/contribution agreement requirements

The file review involved the development of data collection templates for different recipient types, based on the reporting requirements outlined in contribution guidelines and agreements. Given the high volume of files, and as a result of initial pre-tests of the files conducted on SC premises, templates testing, and consultation with the EWG, it was determined that the focus would be on reviewing files for the large majority of funded recipients for the most recent reporting year available. For most recipients, the reporting year was 2009–2010, although for less than 5 recipients the files reviewed were from earlier dates. Some project stream recipients had not yet filed a report; they were excluded from the

review. Files related to Bilateral International Agreements consist in reports written by Canadian participants of exchanges, only the five (5) existing reports were reviewed.. Table 3 summarizes the number and type of files reviewed per recipient type, with a total of 125 files reviewed.

<b>Table 3: Files reviewed per recipient type</b>	
<b>Recipient Type</b>	<b>Number of Files reviewed/ 2009-2010 recipients</b>
<b>Sport Support Program</b>	
NSOs	58/58
MSOs	14/14
CSCs	7/7
Project stream	9/20 The files for 2009-2010 projects that had completed their final report were reviewed.
<b>Subtotal</b>	<b>88/99</b>
<b>Hosting Program</b>	
ISSE	20/51 The files for 2009-2010 projects that had completed their final report were reviewed
IMMG	1*
IMGAPPD	1*
Canada Games	1*
<b>Subtotal</b>	<b>23/54</b>
<b>International Sport Directorate</b>	
Sport for development and peace recipients	5/5
Anti-doping recipients – WADA and UNESCO	2/2
Sport development and multilateral relations recipients – CONFEJES and PAISAC	2/2
Bilateral International Agreements	5/9 The most recent report available for five bilateral agreements was selected. Some bilateral agreements were too recent for a report to be available.
<b>Subtotal</b>	<b>14/18</b>
<b>Total files reviewed</b>	<b>125/171</b>
	*One recipient file was reviewed for each of these streams as these events are far apart. The file of the most recent event held was selected.

## 2.4 Key informant interviews

Key informant interviews supported a detailed qualitative exploration of the Core Issues for the three SC programs and ISD’s main areas of action with respect to relevance and performance.

To achieve a desired balance between sport-related stakeholders, SC and ISD identified and prioritized 131 potential contact names to ultimately achieve a targeted 100 interviews. All potential key informants identified originally received a letter informing them that they may be asked to participate. The prioritization of key informants in the different groups was made to ensure a balance between program recipients. Sport organizations were selected against the following criteria: size of membership, winter and summer sports, targeted and non-targeted sports, receiving or not Own the Podium funding, Olympic and/or Paralympic. The evaluators were not able to reach the expected number of key informants in all categories due to the period in which the data collection took place. Table 3 summarizes the number of contacts provided and the number of interviews conducted for each stakeholder group. (See Appendix B for a list of key informants interviewed.)

<b>Key informant groups</b>	<b>Number of contacts provided</b>	<b>Number of interviews</b>
NSOs	56	38
MSOs	15	13
CSCs	7	7
Experts	10	8
Other NGO recipients	7	5
ISD recipients	9	4
P/T representatives	13	13
ISD management	1	1
SC management	13	11
<b>Totals</b>	<b>131</b>	<b>100</b>

Separate interview guides were developed for each stakeholder group in consultation with the EWG (Appendix B). All potential participants received an email from either SC or ISD, informing them that they may be contacted and inviting them to participate. Telephone interviews took place at the participants’ convenience, in their official language (OL) of choice, and were audio-recorded with the participants’ permission. Participants also received copies of their interview notes to review for accuracy.

## 2.5 Case studies

Six case studies allowed for an in-depth examination of several NSO recipients, and offered more insight into the evaluation questions. This involved a review of documents and data held by SC related to the NSOs’ performance records and reporting. Telephone interviews involving two or more representatives of each participating NSO collected specific information to address the evaluation questions (interview guide in Appendix B). Interviewed

NSO representatives reviewed their case study reports for accuracy and completeness. NSOs were selected in consultation with SC to reflect a range of small and large organizations, as well as those whose sports are winter- or summer-based, team or individual-centred, Olympic/Paralympic or non-Olympic/Paralympic, and targeted or non-targeted (Table 4).<sup>5</sup>

<b>Organization</b>	<b>Targeted</b>	<b>Olympic Sport</b>	<b>Paralympic Sport</b>
Cross Country Canada (skiing) (CCC)	✓	✓	✓
Canadian Curling Association (CCA)	✓	✓	✓
Rowing Canada Aviron (RCA)	✓	✓	✓
Canadian Soccer Association (CSA)	✓	✓	
Wheelchair Basketball Canada (WCBC)	✓		✓
Water Ski and Wakeboard Canada (WSWC)			

## 2.6 Analysis of Secondary Data

Available sport-related secondary research was reviewed and analyzed as part of addressing the evaluation issues/questions. This included a review of material provided by SC, as well as searches of relevant websites for information. Data was selected on the basis of relevance in terms of age of the data as well as efficiency of providing evidence to answer questions from the evaluation matrix.

Given the considerable amount of sport-related research available, the EWG recognized the importance of ensuring that this evaluation component did not consume a disproportionate amount of the resources, while also contributing meaningful and current information for answering the evaluation questions. Therefore, the review adhered closely to secondary research that addressed the questions in the evaluation matrix by focusing on:

- surveys related to sport participants (athletes and coaches)
- surveys and studies related to Canadian participation trends in sports
- public opinion research related to Canadians' perceptions on:
  - participation and the benefits of sport
  - the role of government in sport
  - the benefits and importance of hosting sport events
- Economic studies on hosting sport events in Canada

A primary component of this task was the 2009 Status of the High Performance Athlete Survey (SAS 2009) commissioned by SC.<sup>6</sup>

<sup>5</sup> Targeted sports and/or targeted athletes receive funding through the OTP initiative. Targeted NSOs are those assessed as having programs/disciplines with medal potential at the Olympic/Paralympic Games. Targeted athletes are from a targeted sport and are assessed with medal potential, or may also be from a non-targeted sport and assessed as having medal potential.

<sup>6</sup> All surveys used are sourced in the tables and in the List of References provided at the end of the report.

## 2.7 Evaluation Constraints and Limitations

Constraints and limitations experienced through the evaluation included the following:

- *The integrated evaluation of three sport funding programs and the main areas of action of the ISD.* The three separate sport funding programs and the three main areas of action of the ISD encompass a wide range of initiatives and funding levels. This presented challenges in terms of the complexity of the evaluation matrix for addressing the relevance and performance of each of the three sport programs and the ISD's main areas of action, as well as ensuring a balanced level of effort between the programs/activities. **Mitigating steps** included close and ongoing consultation with SC and ISD staff and consideration of funding levels in proportioning the level of effort. The evaluation also focused on the larger program, SSP, as presenting the most complexity.
- *Attribution and measurement of the impact of the SC funding programs and the ISD main areas of action.* These PCH initiatives are one of a range of government (including P/T and municipal governments) and private efforts aimed at influencing the emergence of high-performance athletes and overall participation in sport, as well as facilitating the hosting of sport events. This presented challenges for measuring and attributing the impacts of the three sport funding programs and the ISD main areas of action on their expected outcomes. The clustered evaluation resulted in a large number of expected outcomes to assess and a distinct performance measurement system. Moreover performance targets were lacking and data sources were not available for some indicators. This made the assessment of impacts difficult and, in some cases; these assessments relied primarily on key informant opinions. **Mitigating steps** consisted of carefully defining what could be studied within the time and resources available for this evaluation. Questions that could not be fully addressed have been identified and integrated with recommendations appearing at the end of the report.
- *The length of the period covered by the evaluation, seven years spanning from April 1, 2003 to March 31, 2010.* Program and record systems evolved with the result that data might not be consistent, making comparisons over the entire time frame challenging. For example, SC indicated that they could not verify the accuracy of the financial information provided for the earlier years of the evaluation as their system had undergone changes. **Mitigating steps** included considering the seven-year period as much as possible, focusing on those recent years where more data existed and had greater reliability. With a long evaluation period, there is the risk that some interviewed key informants have only a short history with their organization and/or the program and cannot speak in the context of the whole evaluation period. This was not as great a limitation as initially anticipated; the evaluation found that key informants were strongly committed to sport and many had sufficient experience with the sport system and the three sport funding programs.
- *Program documentation.* The evaluators faced a very large volume of unstructured program documentation. Much of this was largely to be expected, given the integrated nature of the evaluation covering three programs and the ISD main areas of action, and the number of recipient types, each with their own contribution agreements and requirements. In addition, the programs generated large amounts of documents that were

not always relevant to the evaluation. As a result, this consumed a considerable amount of evaluation resources to review, assess, and classify all of the information. Appropriate document management will need to be considered for future cluster evaluations to ensure efficient use of resources. **Mitigating steps** consisted of allocating the required resources needed to structure the documentation. PCH allocated additional resources to manage this aspect of the evaluation and the recommendations speak to addressing this in future evaluations.

- *Performance information.* Information is retained by many different units within and among the three SC programs. The information is not organized in a systematic fashion for performance reporting purposes and recipient performance reports varied widely in content and format. This made it difficult to assess/combine information and little roll-up of the information is conducted for assessing outcome achievement. **Mitigation** included the use of evaluation resources to organize performance data. The recommendations speak to this.
- Some of the questions in the evaluation matrix could not be addressed because information was not available at the time of the evaluation. An example is question B.1.5: “How has support from other orders of government and the private sector to initiatives similar to those funded through the sport programs influenced the four CSP goals (enhanced participation, excellence, interaction, and capacity)? Is there an observable relation between non-federal support to sport and participation and excellence?” **Mitigation** included identifying the nature of the required data and present recommendations on future collection of the required information. A key future mitigation will be to update evaluation assessments prior to the evaluation to clearly identify the questions that can be answered with the information available.

## 3.0 Findings

This section presents the findings, by evaluation question, for each of the five Core Issues that focus around relevance and performance.

### 3.1 Relevance

Relevance addresses the first three Core Issues of the Treasury Board (TB) *Policy on Evaluation* (2009):

1. **Continued Need for the Program:** assesses the extent to which the program continues to address a demonstrable need and is responsive to the needs of Canadians
2. **Alignment with Government Priorities:** assesses the linkages between program objectives and (i) federal government priorities and (ii) departmental strategic outcomes
3. **Alignment with Federal Roles and Responsibilities:** assesses the role and responsibilities for the federal government in delivering the program

#### 3.1.1 *Continued need for the programs (Core Issue 1)*

<b>A.1.1 To what extent do Canadians consider participation and excelling in sport as important?</b>
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**Key Findings: A majority of Canadians value and recognize the benefits of participating in sport and also place importance on excelling in sport. Canadians are supportive of the federal government providing financial assistance to athletes for achieving excellence. This support for participation and excellence does not fully translate into increasing sport participation levels, which are declining in the general population.**

The majority of Canadians believe that participation and excellence in sport are important. They also place value in and recognize the benefits of sport participation. For example, in a 2004 survey commissioned by PCH, almost all Canadians (96%) agreed that participation in sport builds lifelong skills for young people (Decima Research, 2004).

Another example is the Canadian Fitness and Lifestyle Research Institute's (CFLRI) 2006–2007 Sport Monitor (Table 6) where the majority of surveyed Canadians reported that sport is important to them personally (58%) and for their overall health and well-being (68%). Further, a majority of Canadians strongly agreed that sport participation contributes to a range of health and personal benefits, such as maintaining a healthy weight (88%) and feeling good about oneself (88%).

<b>Table 6: Value of sport to Canadians and perceived benefits, 2006–2007</b>	
<b>Sport is important</b>	<b>Percent indicating high importance</b>
To them personally	58%
For overall health and well-being	68%
For building transferable skills/character (e.g., discipline/leadership)	50%
<b>Sport participation contributes to</b>	<b>Percent strongly agreeing</b>
Maintaining a healthy weight	88%
Feeling good about oneself	88%
Having fun	87%
Reducing stress	85%
Feeling energetic	84%
Spending time with family	83%
Relaxing	83%
Socializing	76%
Meeting others with similar values	62%
Contributing to a sense of belonging	61%
Encouraging volunteerism	48%

Sources: CFLRI, 2007a, 2007c.

Most Canadians value excellence in sport as well. A survey on the impact of the 2010 Winter Games revealed that, just prior to the Games, 73% of Canadians believed Canada should finish among the top three in medals (Sport Matters Group, 2010, March). In addition, over three-quarters (77%) of respondents polled near the end of the Games believe the \$117 million invested in OTP by the Government of Canada and other sponsors for assisting Canadian athletes in winning the most medals was either very or somewhat worthwhile (Sport Matters Group, 2010, March). And almost three-quarters (72%) strongly or somewhat support a \$22-million annual investment by Canada in an initiative such as OTP. From the same polling, a large proportion of respondents believe that events such as the 2010 Winter Games assist in motivating Canadians to become more physically active (75%) and to participate in sport (78%).

Based on Statistics Canada data collected from their General Social Survey, participation in sport is declining (Table 7) In 1992, 45% of Canadians 15 years of age and older participated in sport; this declined to 34% in 1998 and then to just over one-quarter (28%) in 2005. Considerably fewer adult females than males participate in sport, and overall participation declines with age. Half of children aged 5 to 14 participated in sport in 2005, with this age group showing a small decline between 1992 and 2005.

<b>Table 7: Canadian participation in sport by gender and age</b>			
<b>Attribute</b>	<b>2005 (n=19,597)*</b>	<b>1998 (n=10,749)</b>	<b>1992 (n=9,815)</b>
Overall (15 years+)	28%	34%	45%
<b>Gender</b>			
Male	36%	43%	52%
Female	21%	26%	38%
<b>Age</b>			
5–14	50%	52%	57%
15–18	59%	68%	77%
19–24	43%	51%	61%
25–34	31%	39%	53%
35–54	25%	31%	43%
55+	17%	20%	25%
* 2,021 respondents reported on sport participation of 3,112 children aged 5 to 14 living in the same household. Source: Clark, 2008; Ifedi, 2008; Statistics Canada, 2000.			

Although the Statistics Canada figures are somewhat dated, more recent surveys agree with these findings for adult participation. For example, the CFLRI's most recent physical activity monitor findings indicate that only 30% of Canadians 15 years of age and over participated in sport in 2008 (CFLRI, 2009). The CFLRI survey shows higher participation rates in children at 75% for children 5 to 14 years of age, and with boys participating at a greater rate than girls do: 81% and 68% respectively (CFLRI, 2010). The latter survey also noted that children's participation could include school-related sport activities, such as physical education classes.

Opinions of interviewed key informants closely reflect survey findings, with some saying that Canadians value having active children who participate in sports, and that sport is part of Canadian identity. Others believe that Canadians take pride in their athletes' success and are increasingly willing to make public investments in them, with the expectation that athletes achieve success. Many key informants credit Canada's recent success at the 2010 Winter Games with contributing towards these positive beliefs. They also express concerns about the decline in sport participation and increasing inactivity and obesity rates, particularly in children. While not all agree, key informants generally believe that there is a strong relationship between sport participation and excellence. Key informants often refer to a pyramidal structure, with excellence at the peak of the pyramid and participation at the base, serving as the pool for excellence. In turn, athletes that excel serve as role models and inspire participation.

### **A.1.2 To what extent is federal support needed to achieve participation and excellence in sport?**

**Key Findings: The federal government is a major funder for sport excellence in Canada. Certainly, P/T governments, NSO fundraising, and private support (corporate donations and athletes' own contributions to their competitive careers) also contribute to excellence and high performance outcomes. A strong consensus exists among key informants on both the absolute and strategic importance of federal funding. Finally, public opinion, again around the 2010 Winter Games, strongly endorsed the role of the federal government in funding excellence in sport.**

**The evaluation has found that the need for the federal government to support participation is less easily established. The proportion of the SSP funds devoted to participation, while increasing in recent years, remains low relative to the amount allocated to excellence.**

Significant funds are distributed through the three SC programs for advancing sport in Canada, particularly through the SSP (see Table 2 for details). The majority of these funds are distributed to sport organizations to facilitate provision of sport programs and services. For example, of the \$112 million in SSP expenditures for 2009–2010, \$75 million (67%) went to NSOs, \$19 million (17%) to MSOs, and \$8.7 million to CSCs (8%).<sup>7</sup> Interviewed key informants widely view federal support to the three sport funding programs as vital for assisting organizations in achieving participation and, in particular, excellence in sport. They noted that amateur sport in Canada would not have the capacity to work towards these goals without this support. All SSP recipients said these funds are essential and even critical for their organization or initiative, with some sport organizations indicating these funds account for over half of their annual budget.

Using case study NSO participants to illustrate the reliance of some organizations on the SSP, and as shown in Table 8, the SSP accounted for between 15% and 86% of total 2009–2010 revenue for these organizations. Three of these organizations rely on the SSP for close to half or more of their revenue. Even organizations that do not rely primarily on the SSP funds note that the support received is vital. For example, SSP funds assist with supporting core services such as basic operations and administration, particularly since many private sponsors want their support directed toward more visible areas such as programming.

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<sup>7</sup> The remaining was distributed as follows: \$4.6 million to other NGOs (4%), and \$5.2 million to P/Ts (5%).

<b>Table 8: Case study NSO sources of 2009–2010 source of revenues, percentages</b>						
<b>Revenue source</b>	<b>Cross-country skiing</b>	<b>Curling</b>	<b>Rowing</b>	<b>Soccer</b>	<b>Water ski and wakeboard</b>	<b>Wheelchair basketball</b>
	<b>% of revenue by source</b>					
SSP	38%	20%	86%	15%	63%	49%
Other federal	21%	7%	1%	-	1%	-
Membership fees	5%	6%	5%	43%	15%	1%
Competitions/events and sales/marketing	7%	19%	3%	5%	8%	4%
Corporate sponsors/private donations	22%	48%	2%	28%	8%	3%
Other	7%	<1%	4%	10%	7%	44%
Total 2009–2010 revenues	\$4,420,329	\$9,773,953	\$5,161,583	\$14,588,070	\$891,612	\$2,964,042
Sources: Provided by NSOs						

Regarding P/Ts, all interviewed representatives report that SSP funding received through bilateral agreements is very important to their jurisdiction for offering participation programming at local and community levels. Over half of the respondents say that they were able to leverage new funds from their own government for their participation initiatives, or that SSP funds facilitated expansion of the scope/objectives or number of participation projects.

Carded athletes are highly dependent on the AAP for financial/material support while training and competing. Three-quarters (75%) of participants to the SC-commissioned 2009 Status of the High Performance Athlete Survey (SAS 2009) report a high dependence on the AAP, while 15% report a medium dependence (Table 9). From the same survey, the AAP accounted for a reported average of 34% of carded athletes' 2008 income (EKOS Research, 2010).

<b>Table 9: Athletes' dependence on AAP funds for financial/material support</b>			
	<b>Total</b>	<b>Targeted</b>	<b>Non-targeted</b>
Sport Canada AAP	(n=950)	(n=663)	(n=287)
High dependence (6–7)	75%	77%	71%
Medium dependence (3–5)	15%	13%	20%
Low dependence (1–2)	10%	10%	10%
Provincial AAP	(n=1006)	(n=707)	(n=299)
High dependence (6–7)	48%	52%	37%
Medium dependence (3–5)	20%	20%	21%
Low dependence (1–2)	32%	28%	42%
Note: Totals may not sum to 100% due to rounding. Source: SAS 2009, EKOS Research, 2010.			

Many Canadians view government financial support to sport as important, including supporting both participation and excellence. With respect to excellence, for example, a 2007 PCH-commissioned survey found that just over half (57%) of Canadians believe that the federal government should increase financial support to amateur athletes, while 30% say that the current level of support have to be maintained. Few (4%) believe that the level of support should be decreased (Decima Research, 2007). And from the same survey, 77% of Canadians believe the federal government has a responsibility to promote sport. As discussed earlier under question A.1.1, Canadians show a high level of support (72%) for federal government involvement in funding such initiatives as OTP to assist Canadian athletes in excelling at their sport.

In another 2007 survey, 71% of Canadians believe that government should spend more or much more on services, facilities, and programs supporting sport (Table 10).<sup>8</sup> Canadians believe that government has a high level of responsibility in a variety of sport-related matters as illustrated in Table 10.

<b>Table 10: Canadians' opinions on government support to sport and role in sport</b>	
<b>Level of spending for services, facilities, and programs supporting sport</b>	<b>% of respondents</b>
Spend more or much more	71%
Continue with the current level	24%
Reduce spending	5%
<b>Government has a high level of responsibility for</b>	<b>% indicating</b>
Ensuring daily mandatory physical education in schools	89%
Maintaining existing sport infrastructure	84%
Setting safety standards in sport	84%
Ensuring community development plans include building new sport facilities	80%
Ensuring certification and training for coaches and other sport leaders	77%
Providing services, programs, and facilities to help everyone participate	76%
Promoting good health	74%
Providing public information on the benefits of physical activity and sport	73%
Source: CFLRI, 2007b.	

A 2007–2009 Canadian Health Measures Survey (CHMS) reports a significant decline in fitness levels of Canadian children and youth from 1981 (Tremblay et al., 2009).<sup>9</sup> The study found statistically significant declines in muscular strength and increases in body mass index and waist circumference for three age groups (7 to 10 years, 11 to 14 years, and 15 to 19 years) and for both sexes. The proportion of youth aged 15 to 19 that are considered overweight or obese rose to 31% for boys and 25% for girls in 2007–2009 compared to 14% for both sexes in 1981.

<sup>8</sup> The study did not specify the level of government (e.g., federal, provincial, municipal).

<sup>9</sup> The 2007–2009 CHMS findings for children and youth are based on comprehensive fitness and anthropometric measures on 2,087 participants aged 6 to 19 years. The 1981 results used for comparisons are from the 1981 Canada Fitness Survey and are based on 5,116 respondents aged 7 to 19 years.

In conclusion, while the above gives a picture of the overall support provided by SC to sport and of the importance that Canadians place on this support, an accurate assessment of the need for federal support to achieve participation and excellence in sport also requires an overall picture of expenditures by other levels of government and the private sector. This information is not currently available, as spending by P/T governments on sport is often tied to other related priority areas such as recreation, culture, and parks. Private sector expenditures on sport are varied and include those made by individuals for their own sport participation/development, and that of their children, as well as those from corporate sponsorships/donations to sport organizations/groups. More recently, entities such as B2ten, a group of private donors, channel their funds to develop specific elite athletes. A consolidated picture of funding for sport is not possible.

While the evaluation could not obtain a complete picture of the apportioning of SC funds between excellence and participation, the majority appears dedicated to excellence. For example, Table 11 shows that 13% of the 2009–2010 SSP funding was directed to participation, while over one-third (35%) was directed to excellence. The remaining funds were primarily for core support to sport organizations.

In addition, the evaluation could not assess the proportion of SSP revenues that sport organizations (NSOs, MSOs, CSCs) allocated to their high-performance programs and to participation, other than, for the latter, through the Sport Participation and Development Program (SPDP) projects (accounted for in Table 11 under participation).

Given their responsibilities for supporting national sport programs and high-performance athletes, it is assumed that a high proportion of funds are in support of excellence. Further, when considering the \$20.7 million and \$25.9 million of 2009–2010 HP and AAP funds, respectively, the proportion of SC funds to support excellence is even higher. Therefore, given this level of funding, and key informants’ opinion that the funding is critical for organizations, the sport system relies heavily on the SC programs to continue to support high performance (excellence) in Canada.

<b>Funding envelope</b>	<b>SSP funding (\$000)</b>	<b>Percent of total</b>
Core funding	\$50,525	45%
Core athletes with a disability (AWAD)	\$3,055	3%
LTAD	\$1,329	1%
Missions	\$1,424	1%
Project: non-participation	\$726	1%
Excellence	\$39,507	35%
Official language	\$1,070	1%
Participation	\$14,849	13%
<b>Total SSP</b>	<b>\$112,484</b>	<b>100%</b>

Source: Sport Canada, 2009–10 G&C Budget Projections.xls

### **3.1.2 Alignment with federal roles and responsibilities (Core Issue 3)**

#### **A.2.1 How does the provision of federal funds to sport programs, especially for participation and excellence, align with federal policies and priorities?**

**Key Findings: The provision of federal funds to sport programs and the ISD main areas of action align well with federal policies and priorities as defined in the *Department of Canadian Heritage Act* and the *Physical Activity and Sport Act (PAS Act)*.**

Two federal Acts primarily define the roles and responsibilities for PCH in delivering the sport funding programs. The first one is the *Department of Canadian Heritage Act* (1995). It established the department, to be presided by a Minister, with jurisdiction to include the “encouragement, promotion and development of sport,” and the “advancement of the equality of status and use of English and French,” particularly for linguistic minority communities (Department of Justice, 1995). Section 7 of the Act specifically notes that “financial assistance in the form of grants, contributions and endowments to any person” are an appropriate tool for implementing programs within this jurisdiction as the Minister sees fit.

The second one is the *Physical Activity and Sport Act (PAS Act, 2003)*. It defines objectives to integrate physical activity and sport within the daily life of Canadians (Department of Justice, 2003). For physical activity, the objectives are to promote the health benefits of physical activity, encourage Canadians to be physically active, and reduce barriers to activity for all Canadians. As for sport, the objectives are to increase participation and support excellence in sport while increasing sport system capacity (p. 2, sec. 3, 4). The Act based these objectives on ethical principles, including equitable treatment and access, doping-free sport, and effective dispute resolution.

The PAS Act gives the designated Minister or Ministers authority to take any measures deemed appropriate to “encourage, promote and develop physical activity and sport in Canada.” Through the Act, the Minister of Canadian Heritage is currently designated as the Minister responsible for sport. A Minister of State (Sport) has also been created to work together with the Minister of Canadian Heritage in the area of sport. The Act lists 16 possible measures for encouraging, promoting, and developing sport (p. 2, sec. 5). Among these are measures related to the international scope of ISD’s main areas of action, including to “encourage the promotion of sport as a tool of individual and social development in Canada and, in cooperation with other countries, abroad;” (p. 3, sec. 5[k]) as well as entering into agreements with other countries for encouraging, promoting, and developing sport (p. 4, sec. 8).

Interviewed SC representatives all believe that the mandates and objectives of the three sport funding programs align with federal government policies and priorities, as do the few that could speak on the ISD main areas of action.

### **3.1.3 Alignment with government priorities (federal government and PCH strategic outcomes) (Core Issue 2)**

**A.3.1 To what extent are the mandates and goals of each funding program and the ISD agreements consistent with federal policies and priorities, and specifically with the CSP and Canadian Heritage’s strategic outcomes?**

**Key Findings: the mandates and goals of the SC funding programs and the ISD’s main areas of action are consistent with federal policies and priorities, and can be directly or indirectly linked to the CSP and to Canadian Heritage’s strategic outcome, “Canadians participate and excel in sport.”**

**PCH’s strategic outcomes:** For the first six years covered by this evaluation (2003–2004 to 2008–2009), the PCH Program Activity Architecture (PAA) had two strategic outcomes, with sport linked to both. The linkage to the outcome “Canadians express and share their diverse cultural experiences with each other and the world” was through the activity “Creation of Canadian content and performance excellence.” The linkage to the outcome “Canadians live in an inclusive society built on inter-cultural understanding and citizen participation” was through the activity “Participation in community and civic life.”

In 2009–2010, PCH restructured its PAA and added a third strategic outcome focusing on sport, with the goal that “Canadians participate and excel in sport” (Canadian Heritage, no date, p. 4). Each of the three programs is identified as a program sub-activity under this outcome and is aligned with the Government of Canada’s strategic outcome for “A vibrant Canadian culture and heritage.” Subsection 1.2 summarizes the expected outcomes of each of the sport programs and how they contributed to PCH’s two strategic outcomes in place prior to 2009–2010. With the above restructuring, these expected outcomes now contribute to this third strategic outcome. ISD’s main areas of action are not specifically referred to in the PAA, although with initiatives linked to the SSP, it is assumed they are included within the SSP component.

The objectives of each of the SC programs and those relevant to international sport are listed under subsection 1.1. All of the SSP, HP and AAP objectives, except for the last one under each program, can be viewed as having a direct link to this third strategic outcome. The last objective for each program appears to be linked more indirectly, through facilitation and promotion of Canadian sport. Regarding the ISD, as the international component of the SSP, objectives related to its main areas of action are expected to contribute mainly towards two of the SSP intermediate outcomes identified in the logic model (see Figure 1).

**SC outcomes:** SC’s own outcomes articulated in their 2004–2008 strategic plan, representing five of the seven evaluation years, closely reflected the expected outcomes of the three sport funding programs:

- increased sport participation in children and youth and other identified groups
- improved performance on the international stage
- increased social, cultural, and economic benefits through hosting events
- LTAD-based athlete and participant programming

- enhanced programming through collaboration between federal, provincial, and territorial governments and the sport community
- an increase in evidence-based programs and policies (Sport Canada, no date-c)

**The Canadian Sport Policy (CSP).** Almost all key informants interviewed spoke of the three sport funding programs as contributing to one or all of the four goals of the CSP: enhanced participation, excellence, capacity, and interaction. Each of the objectives of the sport funding programs (see subsection 1.11) can be linked to one or more of the Policy’s goals. The SSP and HP objectives link to all four goals and AAP’s primarily to excellence and capacity. Key informants that could speak on the ISD’s main areas of action spoke mainly of its contribution through promotion of fairness in sport and anti-doping awareness, with objectives contributing primarily to the goals of excellence and interaction. The ISD could also be viewed as contributing to the CSP vision that by 2012 “Canadians will be recognized internationally for their excellence in national and international competitions and for their leadership in sport and social development through sport in Canada and abroad” (Federal-Provincial-Territorial Ministers Responsible for Sport, Fitness and Recreation, 2002, p.13).

Beyond the CSP, SC has developed a range of policies and strategies to assist in achieving its strategic outcomes and the objectives of the three sport programs. SC strategies include the Sport Excellence Strategy, the Sport Participation Strategy for 2008–2012, and the LTAD Strategic Framework for 2009–2014. Specific sport policies have been developed for women and girls, persons with a disability (PWAD), Aboriginal peoples, hosting events, ethical conduct, and anti-doping.

## 3.2 Performance

Performance addresses the last two Core Issues of the *TB Policy on Evaluation* (2009):

4. **Achievement of Expected Outcomes:** assess progress toward expected outcomes (immediate, intermediate, and ultimate), with reference to performance targets and program reach, program design, including the linkage and contribution of outputs to outcomes.
5. **Demonstration of Efficiency, and Economy:** assess resource utilization in relation to the production of outputs and progress towards expected outcomes.

### 3.2.1 Achievement of Expected Outcomes

#### *Enhanced Participation*

**B.1.7<sup>10</sup> What evidence is there that the sport programs have increased opportunities for Canadians to participate in sport? And to what extent are Canadians participating in available opportunities (particularly with respect to gender, Aboriginal peoples, official languages, and persons with a disability)?**

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<sup>10</sup>Evaluation questions and related findings are presented in sequential order in the section 3.2. The numbering of the questions reflects the sequence in the original evaluation matrix to ensure the consistency of the tools and technical reports developed throughout the project

**Key Findings: There are good opportunities to participate in sport in Canada, plus all P/Ts are taking part in bilateral agreement projects, and the majority of NSOs participate in SPDP projects. Despite these opportunities, overall sport participation rates are declining. Little information is available on overall participation rates for under-represented groups such as PWAD and Aboriginal peoples.**

Many interviewed key informants believe that there are strong and/or increasing opportunities to participate in sport in Canada. Some believe that participation levels are stable or increasing, while others acknowledge the declining sport participation rates already reported in Table 7. Key informants primarily point to the SSP as the funding program assisting with participation, either through the core support provided to sport organizations or specifically through the Sport Participation Development Program (SPDP) or the bilateral agreements with P/Ts.

In terms of funding, the finding reported under A.1.2 shows that the overall SC support to participation beyond the SSP funding envelope is not clear. Other than a slight decrease between 2008–2009 and 2009–2010, participation funding through the SSP increased annually over the course of the evaluation, with an overall fourfold increase Table 12 Participation funding is primarily done through the SPDP projects or the F-P/T bilateral agreement projects and research.

<b>Table 12: SSP participation funding, 2003–2004 to 2009–2010</b>								
<b>Participation group</b>	<b>2009-2010</b>	<b>2008-2009</b>	<b>2007-2008</b>	<b>2006-2007</b>	<b>2005-2006</b>	<b>2004-2005</b>	<b>2003-2004</b>	<b>TOTAL</b>
	<b>(\$000)</b>							
Able-bodied	\$10,971	\$11,213	\$9,710	\$8,241	\$7,885	\$5,751	\$3,565	<b>\$57,336</b>
Disability (PWAD)	\$1,400	\$1,496	\$1,517	\$1,453	\$230	\$247	N/A	<b>\$6,343</b>
Aboriginal peoples	\$879	\$803	\$940	\$860	N/A	N/A	N/A	<b>\$3,482</b>
Canadian Heritage Sports*	\$1,000	\$793	\$213	N/A	N/A	N/A	N/A	<b>\$2,006</b>
Research	\$599	\$877	\$725	\$487	N/A	N/A	N/A	<b>\$2,688</b>
<b>Total Funding</b>	<b>\$14,849</b>	<b>\$15,182</b>	<b>\$13,105</b>	<b>\$11,041</b>	<b>\$8,115</b>	<b>\$5,998</b>	<b>\$3,565</b>	<b>\$71,855</b>
<b>% of SSP</b>	<b>13%</b>	<b>14%</b>	<b>13%</b>	<b>12%</b>	<b>9%</b>	<b>7%</b>	<b>6%</b>	<b>11%</b>
Note: Totals may not sum to 100% due to rounding. *Canadian Heritage Sports fund was created in 2008. Source: Sport Canada, G&C Budget Projections 2006-2007 - July 9.xls; Budget Projections 2007-08.xls; 2008-09 G&C Budget Projections.xls; 2009-10 G&C Budget Projections.xls								

SC does not regularly track the participation aspect in either the SPDP projects or the bilateral agreement projects. The Administrative File Review revealed that 72% of NSOs undertook a total of 69 SPDP projects in 2009–2010. Participation projects are linked primarily to the earlier stages of LTAD, with 74% linked to fundamentals and 71% to learning to train stages. Target groups mainly included children/youth and under-represented groups, such as Aboriginal peoples (32%), girls and young women (36%), and PWAD (29%). NSOs are expected to report on total participants and new participants for their SPDP projects. Although the no response rates are high, reported participation for 2009–2010 projects is:

- 1.2 million participants, ranging widely from a minimum of eight to a high of 228,154 participants per project (50 out of 69 projects reported)
- 527,500 new participants, ranging from 12 to 140,000 new participants per project (38 out of 69 projects reported)

Bilateral agreements projects focus on enhancing sport participation for children, youth, and under-represented groups. As a result of a pilot started in 2007–2008, P/Ts have the option of completing and submitting a tracking tool template to SC for reporting on their events and participation. Eight P/Ts submitted templates for 2008–2009. As shown in Table 13, the projects for the eight reporting provinces are reaching a high number of school-aged children and youth (214,090) and, of these, many are reached through school-based projects (115,957) and learn-to programs (87,101). The projects also reach 25,245 Aboriginal peoples, 13,749 women and girls, and 4,314 PWAD. Unfortunately, the templates do not require to provide the overall number of participants; one participant may be counted in more than one category and, as a result, the overall levels of participation are unclear.

Project type	Aboriginal peoples	PWAD	Youth at risk	Women and girls	Coaches, officials, leaders	Students (children and youth)	Athlete development
Leadership development	4,012	28	149	681	1,074	2,952	56
Learn-to programs	7,407	690	4,608	4,137	2,338	87,101	32
Athlete development	12,317	57	2,120	1,695	154	5,106	540
School-based	1,015	1,018	5,111	6,765	746	115,957	347
Promotion and public awareness	274	2,500	-	151	1,194	2,644	-
Capacity development	221	21	135	320	443	330	-
<b>TOTAL</b>	<b>25,245</b>	<b>4,314</b>	<b>12,123</b>	<b>13,749</b>	<b>5,949</b>	<b>214,090</b>	<b>975</b>

Source: Calculated from data provided by Canadian Heritage on tracking tool results for eight provinces.  
Note: Participants may be included in more than one category.

NSOS are required to meet six accountability standards related to participation by under-represented groups<sup>11</sup> (standards 4 to 7, 9, and 15; see Table 20).<sup>12</sup> Three of these standards are also the ones that NSOs experience the greatest challenges in meeting:

- Standard 4 – increased participation in under-represented groups (25% fully met/not applicable)
- Standard 5 – sport for Aboriginal peoples (15% fully met/not applicable)
- Standard 7 – sport for PWAD (48% best practice/fully met/not applicable)

The proportion of NSOs that have achieved either best practice/fully met status (or the standard is not applicable) is higher for the other three standards, although still at just over half of NSOs for two of these standards:

<sup>11</sup> A full discussion on accountability standard is found under question B.1.3 (pages 39 to 51).

<sup>12</sup> Two other accountability standards related to OL are discussed in question B.1.12.

- Standard 6 – equity and access for women (71% fully met/not applicable) a
- Standard 9 – women in leadership positions (52% fully met/not applicable)
- Standard 15 – female coaches (58% fully met/not applicable)

Interviewed key informants report that some sports already have a high participation rate amongst people from both OLs and females. Several organizations, in fact, report their sport is female-dominated, and the issue is more about attracting males. Other informants noted the need for greater efforts to recruit and retain women in coaching and leadership positions. As reported in Table 7, fewer females participated in sports in all years shown compared to males. The same Statistics Canada survey found that only 7% of females participated in amateur sport as a coach in 2005 and only 3% as an official (Ifedi, 2008).

Coaches of national teams are primarily male; the proportion that is female has remained fairly steady overall through the evaluation period, at close to 20%. Females represented close to half of the carded athletes from 2005–2006 to 2009–2010 (ranging between 46% and 49%).<sup>13</sup>

Regarding PWAD, the evaluation could find no data on their general participation rates, or specific data related to participation by OL groups. AWAD represented from 12% to 14% of carded athletes from the 2005–2006 to 2009–2010 period. Over one-fifth of coaches (22%) coach AWAD or both AWAD and able-bodied athletes in 2009–2010, a jump of seven percentage points from the previous year; prior to that, the percentage ranged between 13% and 16% (see Table 24). Some interviewed sport organizations report taking steps to be more inclusive of AWAD and are offering or planning to offer programs for PWAD, although several noted their sport is not conducive to PWAD.

Little information is available on Aboriginal peoples' participation in sports. One survey found that 65% of female and 72% of male Aboriginal children aged six to 14 participate in sport at least once per week (Smith, Findlay, & Crompton, 2010). Some interviewed organizations are making efforts to increase Aboriginal participation, such as through their SPDP projects; others note that they have not targeted this population and that their sport has minimal Aboriginal participation.

Of note is that the 2006 evaluation of the participation elements of the SPDP had also concluded that the impact of programming was difficult to assess due to the lack of a precise measurement strategy and, specifically, a lack of participation results for funded initiatives. SC had committed to developing a comprehensive performance measurement strategy, although a comprehensive performance measurement tool has apparently yet to be developed.

### ***Enhanced Excellence***

#### **B.1.2 To what extent are high-performance athletes and their coaches satisfied with the support provided to athletes; specifically, do they:**

- ▶ **Have adequate financial resources to assist with training, competing, and pursuing future career development?**
- ▶ **Have access to quality coaches, programs, and services?**

<sup>13</sup> Sport Canada, Report on Annual Profile Questionnaire, Report on Questionnaires\_Jul20\_10.xls.

**Key Findings: Athletes rely on and are appreciative of the financial support they receive through the AAP. The number of carded athletes and the average level of support increased since the beginning of the evaluation period, with almost all of this increase occurring over the first few years of this period. Younger athletes and those at lower card levels have lower average incomes than other carded athletes. As well, athletes from summer sports have lower average incomes than those from winter sports, although they are obtaining the same amount of support from the AAP.**

**Coaches and athletes believe the various elements available to athletes to assist them in their competitive aspirations are adequate, while carded athletes themselves are highly satisfied with the technical expertise and quality of coaching from their principal coach. Only one-third of athletes and coaches believe athletes receive a high level of support from the Canadian sport system. Supports and satisfaction levels are greater for targeted athletes.**

*Financial Resources:*

The financial support to athletes from the AAP has increased since the beginning of the evaluation period; total AAP expenditures increased by 71% between 2003–2004 and 2009–2010, primarily as a result of increases in the first few years of the evaluation (Table 14). This resulted in a 31% increase in the number of cards allocated to athletes over the evaluation period, as well as a 30% increase in average support levels: from \$8,505 in 2003–2004 to \$11,068 in 2009–2010. Using 2009–2010 as an example, carded athletes receive AAP support an average of 4.1 years, or 5.1 years when athletes carded for one year or less are excluded (Sport Canada).<sup>14</sup>

As also illustrated in Table 14, more athletes are taking advantage of the AAP’s available tuition support. The number of athletes receiving tuition support, as well as the average and overall tuition support, increased over the seven-year period (increases of 37%, 24%, and 69%, respectively). The 2009–2010 average tuition support of \$3,226 accounted for 65% of the \$4,942 average Canadian undergraduate tuition fees for that year, although the average tuition varied significantly by province, from a low of \$2,309 in Quebec to a high of \$5,985 in Ontario.<sup>15</sup>

Fiscal year	Total AAP expenditures (\$000)	Total cards funded	Average AAP support	Tuition support		
				Number of athletes	Average support	Total support (\$000)
2009–10	\$25,888	2,339	\$11,068	729	\$3,226	\$2,352
2008–09	\$26,207	2,297	\$11,409	668	\$3,136	\$2,095
2007–08	\$25,327	2,225	\$11,383	545	\$2,664	\$1,452
2006–07	\$25,315	2,191	\$11,554	642	\$2,960	\$1,901
2005–06	\$24,711	2,120	\$11,656	654	\$3,074	\$2,010

<sup>14</sup> Data provided by Sport Canada (AVERAGE # of years carded by fiscal year 03-10.xls).

<sup>15</sup> Average 2009–2010 tuition fees from Statistics Canada, 2010.

Fiscal year	Total AAP expenditures (\$000)	Total cards funded	Average AAP support	Tuition support		
				Number of athletes	Average support	Total support (\$000)
2004–05	\$19,465	1,833	\$10,619	598	\$2,764	\$1,653
2003–04	\$15,156	1,782	\$8,505	533	\$2,606	\$1,389
% increase	71%	31%	30%	37%	24%	69%

Source: Sport Canada, Average support per card level per year 03-10.xls; annual & average tuition & deferral paid per athlete per fiscal year.xls.

From Table 9, carded athletes report they are highly dependent on this financial support, with 34% of their average income coming from the AAP. Income varies significantly between card levels as well as by age group (Table 15). Lower card levels (D and C1) and athletes under 25 years of age have average incomes substantially lower than higher carding levels and age groups. Also, summer sport athletes may have greater struggles with obtaining adequate financial resources. Winter sport athletes' average income is 31% higher than that of summer sport athletes, primarily due to higher levels of support through sport-related income and awards.

Male athletes' average personal income was higher than that of female athletes in 2008, as was Paralympic athletes compared to Olympic athletes. In both instances, this is primarily due to higher average employment income for male athletes and Paralympic athletes.

Table 14 provides a financial summary to support the above findings.

	AAP	Employment income	Sport-related income	Provincial assistance	Sport awards	Total (n=1,006)
n sizes vary – subsets exclude no responses						
All athletes	\$12,136	\$9,042	\$6,384	\$3,490	\$2,086	\$29,649
<b>Season</b>						
Summer	\$12,162	\$8,414	\$4,540	\$3,494	\$1,624	\$27,237
Winter	\$12,072	\$10,591	\$10,605	\$3,479	\$3,182	\$35,639
<b>Gender</b>						
Male	\$12,681	\$10,268	\$6,343	\$4,004	\$2,190	\$33,493
Female	\$11,734	\$7,912	\$6,434	\$2,961	\$2,022	\$26,116
<b>Sport Class</b>						
Olympic	\$11,560	\$6,397	\$7,217	\$3,502	\$2,230	\$27,292
Paralympic	\$14,720	\$17,881	\$2,337	\$3,500	\$1,830	\$39,554
<b>Carding Level*</b>						
D	\$6,797	\$6,274	\$4,062	\$2,535	\$485	\$16,968
C1	\$7,517	\$3,994	\$3,918	\$3,109	\$921	\$17,539
SR	\$17,200	\$10,965	\$4,988	\$4,091	\$1,517	\$38,007
SR1	\$17,123	\$14,276	\$8,955	\$4,747	\$5,781	\$46,883
SR2	\$17,666	\$12,167	\$16,730	\$4,142	\$4,235	\$49,433

<b>Table 15: Athletes' reported personal income, averages by source and athlete characteristics, 2008</b>						
	<b>AAP</b>	<b>Employment income</b>	<b>Sport-related income</b>	<b>Provincial assistance</b>	<b>Sport awards</b>	<b>Total (n=1,006)</b>
	<b>n sizes vary – subsets exclude no responses</b>					
<b>Age</b>						
<20	\$7,060	\$1,128	\$3,481	\$2,478	\$616	\$11,249
20–24	\$10,002	\$3,160	\$5,548	\$3,459	\$1,800	\$21,912
25–29	\$15,238	\$10,848	\$8,972	\$4,319	\$2,845	\$39,518
30+	\$17,395	\$22,701	\$7,209	\$3,652	\$3,007	\$52,105
Note: Row totals do not match with the reported total; SAS report uses total reported by athletes; "no response" in subsets is excluded from calculation of average income by source. * D refers to development cards; SR and C1 refer to the two levels for senior national cards; SR1 and SR2 refer to the two levels for senior international cards Source: SAS 2009, EKOS Research, 2010.						

Athletes appreciate and value the funds received through the AAP, with the majority of athletes and their coaches (80% and 76%, respectively) believing that the AAP helps athletes achieve higher levels of performance (Table 16). Thirty-three percent (33%) of coaches and 35% of athlete respondents to the SAS think that the AAP funding is sufficient to meet athletes living and training needs. The one-third of athletes that agreed with this statement in the 2009 survey was an increase from the 2004 survey, where less than one-quarter (23%) of athletes agreed (see Table 16). The survey results demonstrate that athletes supplement their income through other financial resources.

Half of the carded athletes responding to the SAS 2009 said the AAP is assisting or has assisted them in pursuing post-secondary education, although a higher proportion of coaches (75%) agreed with this statement (see Table 16). Key informants commented that many athletes must focus on their training and competing and do not have time for school, or that because of this focus, they do not think ahead to plan for the future. As well, athletes tend to be older in some sports and have either completed their education and/or have established careers.

<b>Table 16: Views on AAP financial support for athletes</b>					
<b>Views on AAP</b>	<b>Coaches 2009 Total (n=96)</b>	<b>Athletes 2009</b>			<b>Athletes 2004 Total (n=511)</b>
		<b>Total (n=1,006)</b>	<b>Targeted (n=707)</b>	<b>Non-targeted (n=299)</b>	
	<b>% of respondents who agreed*</b>				
Helped achieve higher levels of performance	76%	80%	83%	76%	80%
Sufficient to meet living and training needs	33%	35%	37%	30%	23%
Assisted in pursuing post-secondary education	75%	50%	50%	52%	-
*Indicating 5 to 7 out of a 7-point scale, where 7 indicates "strongly agree." Source: EKOS Research, 2005, 2010.					

*Quality programs, services, and coaches:*

As reported in SAS 2009, most coaches (89%) and athletes (94%) believe the Canadian sport system provides a high to medium level of support for allowing athletes to reach their potential (EKOS Research, 2010). In 2009, one-third (33%) of athletes reported this level of support as high, compared to only 13% of athletes reporting similarly in 2004 (EKOS Research, 2005).

Interviewed NSOs are somewhat split on their perception of their athletes' and coaches' satisfaction with the overall level of support from the sport system in general, with just over half believing their athletes/coaches are either satisfied or somewhat satisfied. Key informants say athletes receive this support from the AAP, and as well as from services and programs offered through the SSP and the competition experiences through the HP.

Coaches and athletes are moderately to highly satisfied with the various elements supporting athletes' competitive aspirations. The majority of athletes (69%) believe the quality and amount of training they receive is adequate, although this satisfaction level is higher in targeted athletes (Table 17). Just over half (56%) of non-targeted athletes believe their amount of training is adequate. Coaches are not as satisfied with the quality and amount of training athletes are receiving, with 62% and 49% reporting these as highly adequate, respectively. A lower proportion of both coaches and athletes believe that the sport science and sport medicine services, as well as access to high-quality training facilities, are highly adequate; again, a lower proportion of non-targeted athletes report these services as adequate. Most of the remaining respondents (Table 17) report the services as moderately adequate.

<b>Table 17: Coaches and athletes who found elements supporting their Olympic/Paralympic/World Championship aspirations “highly adequate”</b>				
<b>Elements</b>	<b>Coaches Total (n=96)</b>	<b>Athletes</b>		
		<b>Total (n=1,006)</b>	<b>Targeted (n=707)</b>	<b>Non- targeted (n=299)</b>
	<b>% indicating highly adequate*</b>			
Quality of training	62%	69%	72%	60%
Amount of training	49%	69%	75%	56%
Sport science and sport medicine services	48%	49%	52%	41%
Physical access to high-quality training facilities	47%	55%	60%	44%
Source: EKOS Research, 2010 *indicating 6 or 7 out of a 7-point scale, where 7 indicates “completely adequate.” Most of the remaining respondents reported a moderate level of support (indicating 3–5 out of a 7-point scale).				

According to the 2009 SAS, carded athletes are highly satisfied with their principal coaches, with 78% reporting high satisfaction with their coach's technical expertise, 74% with the overall quality of coaching, and 59% with the amount of time their principal coach spends with them. When those athletes reporting medium satisfaction are included, almost all survey respondents report high to medium satisfaction with their principal coach in each of the three areas (94% to 97%). Also, targeted and non-targeted athletes show similar levels of satisfaction in each element. Looking at the number of hours spent with their principal coach,

just over half of targeted athletes (54%) say they spend 15 hours or more per week with their principal coach, compared to 43% of non-targeted athletes (EKOS Research, 2010).

Key informants report that the OTP initiative has made a significant difference, with targeted athletes having greater satisfaction with the level of support provided to them in terms of receiving more focused and intensive training, and having greater access to high-level coaches and other supports such as sport medicine. Key informants say the OTP initiative has provided targeted sports with additional funds for retaining good coaches. Some concerns exist over the gaps in support to developing athletes compared to high-performance athletes, particularly for non-carded athletes, as well as to non-targeted compared to targeted high-performance athletes. These key informants perceive these gaps as resulting in insufficient coaching and other resources for training and development of these athletes.

**B.1.9 What evidence is there that NSOs have developed sustained pools of emerging talent in the form of athletes actively engaged in high-performance sport?**

**Key Findings: NSOs take a variety of programming and strategic steps for developing high-performance athletes, and credit the sport programs for assisting in this process, particularly the OTP initiative. Evidence of the development of emerging talent is best reflected in the 65% increase in development cards since the beginning of the evaluation period. Organizations also face challenges in obtaining sufficient resources for investing in development of high-performance athletes.**

Sport organizations take various steps to develop pools of high-performance athletes. As indicated by interviewed key informants, this could include providing programming opportunities at all levels from the local level to the national level, creating a national player strategy, planning for athlete training, and providing competition events. The importance placed upon such strategies is evident in that most NSOs (80%) have fully met or achieved best practice status for the accountability standard related to high-performance programs.

Key informants credit the SSP, AAP, and HP in assisting NSOs with this process. The SSP assists with providing coaches and training, particularly for those receiving OTP recommended funds. CSCs also assist by serving as training centres for national teams, and identifying and training developing athletes to the national team level.

Regarding the AAP, increases occurred across all levels of cards awarded to athletes over the seven-year evaluation covered by this period. This is primarily the result of the increased AAP funding that took place in the first few years of the period (table 17). The number of development cards awarded increased incrementally across the seven-year period, resulting in a 65% increase overall. This reflects an influx of AAP-supported emerging talent into the high-performance sport system. The 22% increase in SR1 cards shown in table 17 reflects more athletes achieving the performance requirements to progress to this level.

<b>Total cards</b>	<b>D</b>	<b>C1</b>	<b>SR</b>	<b>SR1</b>	<b>SR2</b>	<b>Total</b>
2009–10	1,030	301	758	480	294	2,339
2008–09	963	293	791	433	352	2,297
2007–08	921	307	771	473	358	2,225
2006–07	899	358	754	453	292	2,191
2005–06	848	355	748	415	267	2,120
2004–05	633	252	703	375	282	1,833
2003–04	623	262	695	393	285	1,782
<b>2003–04 to 2009–10 increase</b>	<b>407</b>	<b>39</b>	<b>63</b>	<b>87</b>	<b>9</b>	<b>557</b>
<b>Percentage increase</b>	<b>65%</b>	<b>15%</b>	<b>9%</b>	<b>22%</b>	<b>3%</b>	<b>31%</b>

Note: Row totals may not add up due to athletes being rewarded higher card levels over the reporting period. D refers to development cards; SR and C1 refer to the two levels for senior national cards; SR1 and SR2 refer to the two levels for senior international cards  
Source: Sport Canada, Average support per card level per year 03-10.xls

NSOs place importance on supporting developing athletes. For example, the interviewed NSO representatives for the curling case study believe it is important to fund developing

athletes with potential for achieving podium-level performances. Curling allocates almost half of their cards at the development level.

Sports face a variety of challenges in developing high-performance athletes. Key informants of non-targeted sports and for disciplines of targeted sports not receiving OTP recommended funding mentioned limited resources/lack of funding most frequently. In their opinion, limited funds can impede provision of programming and services for both development and high-performance athletes and can force promising athletes to drop out of the sport.

Some key informants believe that the focus on OTP is resulting in insufficient attention paid to the development level, or that some funds are being diverted from the development level. This is further challenged in that not all P/TSOs have sufficient resources to support the development level and that there are varied levels of support provided by P/Ts. A recurring theme heard through the key informant interviews, as well as in several of the case studies, is that Quebec provides a high level of support to sport and to its athletes, including developing athletes. Other provinces, such as Ontario and British Columbia, are also increasing their support. Evidence of recent levels of support to athletes provided by these provinces was given in Table 34.

Key informants also mentioned that sports may also be challenged by limited availability of facilities for training. Facility requirements may differ between developing and high-performance athletes, and facility availability varies by province/region. A suggestion heard is the need for an F-P/T vision for facility-based training centres. Also mentioned, is the challenge in building pools of AWAD in terms of recruiting and retaining athletes. Key informants link this challenge with the particularities of Canadian demographics.

<p><b>B.1.4 To what extent have targeted sports and athletes maintained/exceeded performance in domestic and international competitions, especially in Olympic/Paralympic Games (Winter 2006 and 2010, and Summer 2004 and 2008)?</b></p>
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**Key Findings: Steady progress is being made for winter sports with incremental increases in medal points and medal rank at both Olympic/Paralympic Games and World Championships. Slight gains are being made in summer sports, particularly from the 2008 Olympic Games. Given the particular successes at the past two Winter Olympic/Paralympic Games, it would appear that targeting excellence funding to sports is having a significant impact on winter sports.**

There is not yet enough years of data available to attribute these successes definitely to targeting. The results of domestic competitions are not maintained in an accessible format. Therefore, the evaluation could not assess this aspect of the question.

Interviewed NSOs, both for targeted and non-targeted sports/athletes, believe that the performance of their athletes has improved over the past seven years.

Targeted sports report that they are meeting expectations, or meeting them in most areas. Athletes themselves are satisfied with the performance, with 92% of targeted athletes and 83% of non-targeted athletes reporting high satisfaction with their level of achievement/performance (SAS, 2009; EKOS Research, 2010).

Several key informants observed that winter sports met performance achievements more so than summer sports, noting that winter sports received additional excellence from the federal government starting in 2008 while summer sports received additional funding in 2010. Also summer sports have not garnered the same level of investment. The analysis of the reported average athlete income data confirms that winter athletes earn a higher average sport-related income compared to summer sport athletes. (\$10,605 and \$4,540 respectively, see Table 15). Key informants also perceive team sports as underperforming. Medal costs for team sports are high, given that one team can potentially win only one gold medal, and thus concerns exist that team sports do not receive the same level of focus as individual sports. One consequence of this is potentially reduced participation in some team sports.

Key informants credit all three sport programs with assisting in achieving domestic and international success. The SSP increases the capacity of sport organizations, enabling them to hire and develop coaches and officials, and to provide athletes with training and other services as well as competitive opportunities. AAP helps to offset athletes' expenses and the HP allows sports to bring international competitive events to Canada, giving more Canadian athletes exposure to competition events and high-class international competitors, reducing their travel costs, and giving them the "home soil" advantage. The SSP's excellence funding through OTP is perceived as having a significant impact on the ability of sports to provide their athletes with the required support for achieving high performance. One challenge cited by several key informants is that Canadian improvements must exceed those of international competitors to achieve medal successes.

One means of analyzing medal success is through SC's annually compiled Olympic ranking of nations. This ranking provides a measure of aggregated results for a four-year cycle using results of any Olympic and World Championship (for Olympic sports) occurring over that period.<sup>16</sup> SC compiles winter Olympic nations ranking, summer Olympic nations ranking, and a combined Olympic ranking, using five performance indicators for each participating nation. SC views medal points per nation as the simplest and most accurate indicator of medal performances, "since it relies both on volume of performance – number of medals won – and level of performance – awarding more points for gold than for silver or for bronze" (Sport Canada, 2010, p. 5).

As depicted in Table 19, Canada's winter index has progressed significantly between 2002 and 2009, with medal points increasing annually, except for a slight decline between 2008 and 2009. Canada's winter medal points increased by 84% between 2002 and 2009, and its medal points ranking increased from sixth to second place.

Summer medal points demonstrated slight annual increases, except for 2007 and 2009, with both years experiencing slight declines from the previous year. Overall, Canada experienced a slight decline in summer medal points between 2002 and 2009, and a slight increase in rank, from 20<sup>th</sup> to 18<sup>th</sup>. Canada ranked seventh in combined medal points in 2009, and was seventh or eighth ranked throughout 2004 to 2009.<sup>17</sup> According to SC, 2009 is the first year that Canada achieved a higher combined ranking than Australia, which placed ninth.

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<sup>16</sup> Most sports do not have World Championships in Olympic years; in the instances where a sport has both in one year, only the Olympic results are used.

<sup>17</sup> The combined index is an overall ranking showing the full Olympic effort of both winter and summer sports.

Four-year cycle ending...	Winter – medal points		Summer – medal points		Combined – medal points	
	Points	Rank	Points	Rank	Points	Rank
2009	294	2	132	18	426	7
2008	309	2	141	18	450	7
2007	294	2	129	19	423	8
2006	274	2	146	19	420	7
2005	253	4	143	19	396	7
2004	220	4	141	19	361	8
2003	205	4	137	21	342	9
2002	160	6	136	20	296	11
2009–2002 change	+84%	+4	-3%	+2	+44%	+4

\*Medal points calculated as the sum of 5 points for gold, 3 points for silver, and 1 point for bronze.  
Source: Sport Canada, 2010, 2009b, 2008a, 2007.

Looking at medal wins at Olympic and Paralympic Games (Table 20), Canada's winter sport athletes have achieved incremental successes in gold medals, total medals, and medal points since 1988 for Olympic Games and have experienced particular improvements at the last three Paralympic Games, now ranking third overall. Canada's summer sport athletes have experienced fluctuating successes at both Olympic and Paralympic Games. Medal points have increased successively at each past three summer Olympic Games, and declined successively at each past three Paralympic Games.

Season and year	Olympic Games				Paralympic Games			
	Gold medals	Total medals	Rank	Medal points *	Gold medals	Total medals	Rank	Medal points*
<b>Winter</b>								
2010	14	26	3	96	10	19	3	69
2006	7	24	3	72	5	13	6	39
2002	7	17	4	51	6	15	6	47
1998	6	15	5	49	1	15	15	37
1994	3	13	6	37	1	8	14	16
1992	2	7	9	21	2	12	9	28
1988	-	5	12	9	5	13	8	39
1984	2	4	9	14	2	14	10	38
1980	-	2	13	4	2	6	8	20
1976	1	3	11	9	2	4	9	12
<b>Summer</b>								
2008	3	18	14	48	19	50	7	146
2004	3	12	19	36	28	72	3	222
2000	3	14	18	32	38	96	3	314

<b>Table 20: Canada's historic medal attainment at Olympic and Paralympic Games</b>								
<b>Season and year</b>	<b>Olympic Games</b>				<b>Paralympic Games</b>			
	<b>Gold medals</b>	<b>Total medals</b>	<b>Rank</b>	<b>Medal points *</b>	<b>Gold medals</b>	<b>Total medals</b>	<b>Rank</b>	<b>Medal points*</b>
1996	3	22	11	56	24	70	7	210
1992	7	18	15	54	28	75	6	229
1988	3	10	19	26	54	151	4	451
1984	10	44	4	120	87	238	3	750
1980	-	-	-	-	64	130	4	456
1976	0	11	13	21	25	77	6	229
1972	0	5	22	9	5	20	13	51

Source: Canadian Olympic Committee, no date; Canadian Paralympic Committee, no date  
 \*Medal points calculated based on calculations used for Annual Olympic Ranking Index of Nations (calculated as a sum of 5 points for each gold, 3 points for each silver, and 1 point for each bronze).  
 Notes: The methodology for ranking used by the source organizations has varied over time. The number of events at the Summer Paralympic Games has been reduced by approximately 30% since 2000.

**B.2.3 What resources have been allocated to maximize excellence and participation?**

- **Specifically, to what extent have the following been successful: (1) the SFAF and the OTP in targeting funds to sports with a higher probability of success, and (2) the SFAF and Sport Participation Development initiative in providing funds to sports/organizations with a higher probability of increasing participation?**
- **What evidence exists on whether the results in those sports have validated these investments?**

**Key Findings: Key informants generally recognize that the allocations through OTP/SFAF have been effective in improving the high-performance aspect of the targeted sports. There are some concerns that this focus on medals and performance can result in underfunding other areas of sport.**

**Few key informants could speak on the effectiveness of SFAF in targeting funds to sports with higher probability of increasing participation. Comments focused on the value of participation efforts and the need for greater efforts in this area, particularly a more coordinated F-P/T effort.**

This question had to rely on opinions of key informants who made some general and varied comments on the SFAF process itself.<sup>18</sup> Some key informants view the process as fair, clear and communicative, and comprehensive. Others find the SFAF complicated and hard to understand and view it as not transparent, with several suggesting it could be simplified. Other comments are that it is a rigid model attempting to fit every sport organization into the same mould, and that it places too much emphasis on international results rather than looking at the depth of the sport.

<sup>18</sup> As previously noted, SFAF is a PCH tool for identifying organizations' eligibility for SSP support, as well as level of support.

## **SFAF/OTP and medal success**

Generally, key informants believe that the allocations through OTP recommendations/ SFAF have been effective in improving the high-performance aspects of the targeted sports. Key informants pointed to Canada's success at the 2010 Winter Games, and some sport organizations commented on how the OTP recommendations/SFAF have helped in improving their sport's performance. It was pointed out that not all of the expected results were achieved at the 2010 Winter Games, both for overall number of medals and for some sports.

While there is acknowledgement that not all stakeholders in the sport system believe that allocation of funds to targeted sports is equitable or fair, some key informants believe this is necessary for achieving high-performance goals. OTP is credited with having the technical knowledge and expertise for targeting high-performance sports that can achieve success, and that these decisions can be made at arm's length from government and political influences. OTP provides sound and valuable advice/leadership to the targeted sports.

Some concerns expressed with OTP's narrow focus on performance and achievement of medals includes:

- Sport organizations must focus on their targeted disciplines in order to maintain their standings and retain the funding. This can force them to draw resources away from other disciplines or other objectives (e.g., participation), and presents challenges in building these other aspects of their program.
- The focus on excellence ignores other aspects of sport, such as participation and development of high-performance athletes.
- Focusing high-performance funding on only certain sports considered to have Olympic/Paralympic medal potential can result in underfunding other sports in the high-performance area, therefore widening the "performance" gap between targeted and non-targeted sports.
- OTP does not have a sustainable mandate; sports are funded based on success and these funds can be withdrawn if the investments are not achieving the desired results—this is somewhat short-sighted and does not plan for the long term. Current successes are dependent on reliable, ongoing funding. As SFAF assigns 60% of the weighting to high performance, sports that lose their targeting as a result of not achieving their performance goals will also score lower on the SFAF and experience reductions in the core funding as well. This can have significant impacts on the sport organization.
- OTP/SFAF does not properly account for team sports and the overall costs involved in achieving a medal for team sports.

## **SFAF and participation**

Few key informants had opinions on the effectiveness of the SFAF for providing funds to sports/organizations with a higher probability of increasing participation.

Interviewed organizations that have used SPDP funds find it effective for delivering participation programs they would not have the resources to offer on their own. Such initiatives help to increase participation and raise the profile of the sport. The impact on participation may be limited, given that some of the projects are targeted to specific populations. As well, the overall impact on participation is difficult to measure, or the

program is too new to have had a measurable impact. Several key informants identified the need for further investments in participation, particularly given the social costs on inactivity. Participation is dependent on engaging the P/T and local-level organizations. The bilateral agreements with provinces were viewed as effective from this respect. Also, greater coordination/partnerships with P/Ts would further advance the participation goals, with a suggestion that a national participation strategy is needed.

### ***Enhanced Capacity of the Sport System***

**B.1.3 To what extent does the Sport Support Program contribute to quality sport programs and services to be accessed by Canadians? Specifically, have NSOs/MSOs/CSCs supported the increase in sport capacity, especially with respect to:**

- **Increasingly meeting accountability standards?**
- **Developing a system of supporting certified and trained coaches who pursue coaching full-time?**
- **Delivering training to coaches?**
- **Increasing quality of programming in the CSCs required by targeted sports?**
- **Developing and implementing Long-Term Athlete Development models/Canadian Sport for Life (LTAD/CS4L)?**

**Key Findings: Sport organizations are making good progress in all of these areas, and appreciate the support provided by the SSP for assisting in this process.**

**The most cited challenges experienced in working towards expected progress is in lack of funds and capacity of organizations, particularly where organizations must rely on volunteers to assist them in their work. With respect to specific progress in each of the expected areas:**

- **The majority of sport organizations have achieved either best practice or fully met status for their accountability standards, or have partially met the standard.**
- **Sport organizations are making progress in implementing the revised National Coaching Certification Programs (NCCP) system, and the number of fully trained or certified coaches under NCCP is increasing.**
- **CSC programs and services are highly rated by coaches and athletes, although there is some concern that the quality and accessibility of these services is not consistent across all CSCs.**
- **Sport organizations are making progress with their LTAD models; most have completed the model development stage and are now at the implementation stage. LTAD/Canadian Sport for Life (CS4L) is viewed very positively; the main challenge is in implementing the models.**

#### *Meeting Accountability Standards*

NSOs are making good progress in meeting many of the accountability standards required as a component of their SC funding. As of 2009–2010, over 65% of NSOs have either fully met

standard requirements, or identified the standard as a best practice or not applicable, in 11 out of the 20 standards (Table 21). Most of the remaining NSOs had partly met the standards.

NSOs were expected to fully meet seven of their accountability standards by March 31, 2008; close to 90% or more of the NSOs had achieved this goal for five of the standards (8, 11, 12, 16, and 19) and close to 80% of NSOs did so for the remaining two (13 and 18).<sup>19</sup>

NSOs appear to face challenges in meeting the standards in two particular areas—increased participation of under-represented groups (standard 4) and sport for Aboriginal peoples (standard 5); as of 2009–2010, only 25% and 15%, respectively, had either fully met the standard or identified the standard as a best practice or as not applicable. It is to be noted that these accountability standards were two of a group of three standards identified as long term in nature and that NSOs may not fully meet the standards by 2012 (Sport Canada, 2006). As well, 18% of NSOs have not met standard 7 on sport for persons with a disability.

<b>Standard</b>		<b>Status - % of NSOs (n=56)*</b>				
<b>#</b>	<b>Title</b>	<b>Best practice</b>	<b>Fully met</b>	<b>Partly met</b>	<b>Not met</b>	<b>N/A</b>
1	LTAD	13%	59%	25%	-	-
2	Collaborative sport development	2%	48%	43%	4%	-
3	Coaching education	4%	55%	38%	-	-
4	Increased participation of under-represented groups	-	23%	54%	16%	2%
5	Sport for Aboriginal peoples	-	11%	52%	29%	4%
6	Equity and access for women	16%	55%	23%	2%	-
7	Sport for PWAD	9%	32%	30%	18%	7%
8	Multi-year planning	13%	71%	13%	-	-
9	Women in leadership positions	18%	34%	41%	4%	-
10	Membership identification	2%	50%	43%	2%	-
11	OL services	7%	80%	9%	-	-
12	Bilingual website	14%	70%	13%	-	-
13	Harassment and abuse	5%	80%	11%	-	-
14	High-performance programs	16%	61%	16%	2%	2%
15	Female coaches	13%	45%	36%	2%	2%
16	Bilingual communication with national team	13%	73%	7%	2%	2%
17	Bilingual coaching capacity	4%	48%	41%	2%	2%
18	National teams – harassment and abuse awareness	-	82%	11%	-	4%
19	National teams – athlete/coach leadership	5%	86%	2%	-	4%
20	National teams – program and coach evaluation	16%	50%	23%	4%	2%

N/A – not applicable  
 Note: Standards 8, 11–13, 16, 18, and 19 to be fully met by March 31, 2008; standards 2, 4, and 5 may not be fully met by 2012; all other standards should be fully met over 2006–2012 cycle.  
 Source: SC, accountability.stds.results.master.xls  
 \*Not all NSOs reported progress.

<sup>19</sup> Sport Canada, accountability.stds.results.master.xls.

**MSOs** have separate accountability standards spanning from 2009 to 2013, with several subcategories under each. Reporting on these standards is available only for 2009-2010 (Table 22). Most MSOs have either fully or partially met these standards, or the standard is not applicable to them. Close to three-quarters or more of MSOs fully met the two subcategories of standard 5 on organizational governance/composition, or the standards are not applicable.

The organizational governance/supportive environment standard (standard 6) has the lowest percentage of MSOs fully meeting its two subcategories (33% and 29%). As well, two of the 15 MSOs had additional supplementary standards related to National Team program delivery, whereby 50% of the standards were fully met, 27% were partially met, and 23% were not met.

<b>Table 22: MSOs' progress in meeting accountability standards, 2009–2010</b>			
<b>Standard number and title*</b>	<b>Percent of MSOs (n=15) identifying the standard as:</b>		
	<b>Fully met or not applicable</b>	<b>Partially met</b>	<b>Not met</b>
<b>1 - LTAD</b>			
1.1	53%	40%	7%
1.2	25%	75%	-
<b>2 - Collaborative sport system development</b>			
2.1	67%	33%	-
2.2	53%	47%	-
2.3	67%	33%	-
<b>3 - Planning – multi-year</b>			
3.1	87%	13%	-
3.2	80%	20%	-
3.3	53%	47%	-
<b>4 - Planning – monitoring and evaluation</b>			
4.1	60%	40%	-
4.2	80%	20%	-
4.3	60%	40%	-
4.4	53%	47%	-
4.5	73%	27%	-
<b>5 - Organizational governance – composition</b>			
5.1	79%	14%	7%
5.2	73%	13%	13%
<b>6 - Organizational governance – supportive environment</b>			
6.1	33%	67%	-
6.2	29%	64%	7%
<b>7 - Increasing sport system diversity</b>			
7.1	60%	33%	7%
7.2	53%	40%	7%
7.3	53%	40%	7%
7.4	53%	40%	7%
<b>8 - Technical sport development</b>			
8.1	57%	43%	-
8.2	57%	43%	-
8.3	50%	50%	-
<b>9 - OL – communication</b>			
9.1	60%	40%	-
9.2	80%	20%	-
9.3	93%	7%	-
<b>10 - OL – minority language communities</b>			

Standard number and title*	Percent of MSOs (n=15) identifying the standard as:		
	Fully met or not applicable	Partially met	Not met
10.1	53%	47%	-
11 - Positive sport environment			
11.1	73%	27%	-
11.2	40%	60%	-
11.3	67%	33%	-

\*Subcategories under the standard title are descriptive and too lengthy to include in a table.  
Note: Standards 5–6 should be fully met by March 31, 2013; all others should be fully met by March 31, 2011.  
Source: SC, 2009-10 MSO Standards - Perf Results.xls

SC expected all CSCs to fully meet 10 of their 12 standards by March 31, 2009, with the other two standards (related to OL services (standard 6) and LTAD (standard 11)) to be fully met by the end of fiscal year 2010–2011.

All seven CSCs achieved either fully met or best practice status on 4 of their 12 standards as of 2008–2009 (Table 222).<sup>20</sup> Five CSCs were at partly met status for standard 6 (OL services) and four for standard 7 (bilingual website).

Standard		Number of CSCs (n=7) identifying the standard is:	
Number	Title	Fully met or is a best practice	Partially Met
1	Multi-year planning	6	1
2	Monitoring and evaluation of the CSC plan	5	2
3	Services to athletes	7	-
4	Service providers	7	-
5	Client identification	7	-
6	OL services	2	5
7	Bilingual website	3	4
8	Harassment and abuse	6	1
9	Athlete and coach leadership	7	-
10	Women in leadership positions	5	2
11	LTAD	5	2
12	Positive sport environment	6	1

Note: Standards 6 & 11 should be partially met by March 31, 2009 and fully met by March 31, 2011; all others should be fully met by March 31, 2009.  
Numbers are reported due to small sample size.  
Source: SC, Standards Tracking.xls

In short, all interviewed sport organizations report good progress on meeting their standards and most believe they will achieve fully met status within the prescribed time frames.<sup>21</sup>

<sup>20</sup> SC issued accountability standards to CSCs in 2008–2009; hence, this was the first year of implementation. It was therefore not expected that they would excel in meeting the standards in the first year.

<sup>21</sup> Expected time frames for achieving the accountability standards are indicated at the bottom of each of the sport organization's respective tables (Table 20, 21, 22)

Challenges in meeting standards are primarily related to capacity issues leading to having to rely on volunteers to assist in this process. Organizations acknowledged some challenges in meeting certain standards. For example, standards related to women in coaching/leadership positions can be challenging to meet where there is a lack of women choosing such career paths. As well, some sports are not conducive to PWAD, or organizations do not have the resources/capacity to introduce and integrate specific populations into their sport.

**Developing a system of supporting certified and trained coaches who pursue coaching full-time; and delivering training to coaches**

Sport organizations interviewed for this evaluation report making progress in implementing the revised National Coaching Certification Programs (NCCP) system, although progress varies by sport. Cited challenges in this process revolve around organizations’ capacity issues, including the capacity of Provincial/Territorial Sport Organizations (P/TSOs) to implement the new system, and organizations’ perceptions of the complexity of the new system, as well as the costs associated with developing and implementing the new system.

The recently completed CSP evaluation accessed data on the coaches trained and certified under the NCCP system, noting that the numbers between the old and the new NCCP cannot yet be tracked given the gradual phasing out of the old system since the end of 2006 (The Sutcliffe Group, 2010a). It can be reported that a greater number of both male and female coaches became fully trained and/or certified over the 2004–2005 to 2008–2009 period compared to the previous five-year period, with a total overall increase of 41% (Table 24). Therefore, over five of the seven years covered by the evaluation period, an additional 177,723 coaches were fully trained and/or certified under NCCP. Males represented just over 70% of fully trained and/or certified coaches in both time periods.

<b>Coaches</b>	<b>1999/2000 – 2003/2004</b>	<b>2004/2005 – 2008/2009</b>	<b>% increase</b>
Females	35,686	45,539	28%
Males	90,320	132,184	46%
Total	126,006	177,723	41%

Source: The Sutcliffe Group, 2010a, p. 34

The number of coaches for NSOs’ national teams increased by 67% overall during the period covered by the evaluation, although coach numbers peaked at 885 in 2006–2007 and declined to 756 in 2009–2010 (Table 25). About one-third (34%) of the 2009–2010 coaching positions were full-time, with this proportion being fairly consistent throughout the evaluation period, ranging between 27% and 37%.

As shown in Table 244, the number of full-time coaches for national teams has trended upwards over the evaluation period, from 2003-2004 to 2009-2010, resulting in 55% more full-time coaches in 2009–2010 compared to 2003–2004. Interviewed key informants also report increases in the number of paid and full-time coaches, and say this is an area still in need of improvements. OTP is credited with assisting targeted sports in hiring more coaches and attracting experienced coaches through more competitive pay rates. In general, key informants believe coaches’ salary levels are not sufficient, with several commenting that

this results in losses of talented coaches to other countries. While a 2009 survey by the Coaching Association of Canada (CAC) on the status of high-performance coaches found that most employers (69%) of these coaches would like to pay them more, only 16% agreed that it is difficult to retain high-performance coaches (CAC, 2009).<sup>22</sup>

The CAC survey also found that about two-thirds (62%) of coaches of carded athletes are employed full-time. Almost one-third (30%) of coaches of carded athletes make over \$60,000 from their primary coaching position, and another third (35%) make less than \$20,000 from their primary coaching position. As well, over one-third (37%) of coaches of carded athletes receive their primary income from means other than their primary coaching position. In all cases, coaches of carded athletes fared better than the overall sample of high-performance coaches.

<b>Table 25: Coach report national program statistics</b>							
	<b>2009-10</b>	<b>2008-09</b>	<b>2007-08</b>	<b>2006-07</b>	<b>2005-06</b>	<b>2004-05</b>	<b>2003-04</b>
<b>Total coaches</b>	756	780	699	885	661	581	453
Total male coaches	522	586	528	657	483	436	338
Total female coaches	141	154	171	168	106	111	89
Gender not given	93	40	-	60	72	34	26
<b>Type of employment</b>							
New positions	54	67	62	137	69	95	69
Full-time positions	259	274	216	237	222	172	167
Part-time positions	120	135	154	176	158	161	101
Honoraria	290	342	336	418	317	257	198
<b>Preferred language</b>							
English	531	573	554	681	473	433	344
French	120	125	123	126	101	104	72
Bilingual	11	17	14	21	28	10	15
<b>Spoken language</b>							
English	466	526	475	600	422	365	309
French	11	7	15	6	4	7	7
Bilingual	185	196	181	219	177	172	115
<b>NCCP level</b>							
Level 1	26	26	31	29	17	15	8
Level 2	55	85	98	75	35	51	34
Level 3	275	316	297	313	264	249	178
Level 4	136	185	141	205	187	170	157
Level 5	16	21	20	27	18	28	24
Other*	248	147	112	236	140	68	52
<b>Type of coaching</b>							

<sup>22</sup> High-performance coaches are coaches of high-performance athletes. Employers of these coaches included in the survey were NSOs, universities, and colleges.

<b>Table 25: Coach report national program statistics</b>							
	<b>2009-10</b>	<b>2008-09</b>	<b>2007-08</b>	<b>2006-07</b>	<b>2005-06</b>	<b>2004-05</b>	<b>2003-04</b>
Able-bodied athletes	515	629	520	736	565	480	388
AWAD	68	78	62	58	52	46	58
Both	45	37	36	58	41	33	2
<b>Funded by Sport Canada</b>							
Yes	283	331	264	n/a	n/a	n/a	n/a
No	369	436	168	n/a	n/a	n/a	n/a
% of total coaches funded by SC	37%	42%	38%	n/a	n/a	n/a	n/a
Note: All categories may not equal year total. n/a – not available *Other refers to either no NCCP level, an equivalent or foreign level given, or no entry given. Source: Sport Canada, Coach reports spreadsheets, (NSOs Annex 4 reporting).							

The above table illustrates that national team coaches are highly trained, with 84% at NCCP levels 3 to 5 in 2009–2010 (427 of the 508 positions where an NCCP level is given), although this is a slight decline from the 90% at these levels in 2003–2004.

According to the SSP Contribution Guidelines for NSOs, coaches supported by SC must have a minimum of NCCP level 4 certifications or equivalent. From the coach reports the proportion of SC-supported coaches at this level was 37% in 2009–2010, 42% in 2008–2009, and 33% in 2007–2008. The majority of the remaining (42%, 46%, and 41%, respectively) was at NCCP level 3.

As also shown in Table 20, 59% of NSOs have either fully met or achieved best practice status for the standard related to coaching education and the remainder have partly met the standard. Coaching issues related to females, AWAD, and OL services was also explored in question B.1.7.

### **Increasing quality of programming in the CSCs required by targeted sports**

The majority of coaches and athletes (targeted and non-targeted) surveyed in the SAS 2009 rate the services athletes have received from the CSCs as high quality in a number of areas, as illustrated in Table 26. A higher proportion of athletes generally rated the services as high quality compared to their coaches. Not all carded athletes are accessing these services; over three-quarters (77%) of targeted athletes have used the CSC services, compared to just over half (57%) of non-targeted athletes (EKOS Research, 2010). The two main reasons the carded athletes gave for not using the CSC services are that they are not aware of types of CSC services and how they benefit the athletes (42%), or that the services are too far away (32%).

<b>Table 26: Athletes and coaches who rated the CSC sport services received by athletes in the last 12 months as high quality*</b>				
	<b>Coaches Total (n=96)</b>	<b>Athletes</b>		
		<b>Total</b>	<b>Targeted</b>	<b>Non-targeted</b>
<b>Sport science services</b>	<b>(n=79–86)**</b>	<b>(n=313–515)**</b>	<b>(n=249–395)**</b>	<b>(n=64–120)**</b>
Fitness testing	80%	89%	89%	87%
Strength and conditioning	78%	88%	89%	86%
Nutrition	67%	79%	80%	76%
Physiology assessment and monitoring	76%	78%	79%	71%
Sport psychology	67%	83%	86%	74%
Skill/technique analysis	55%	79%	80%	76%
Performance analysis	51%	80%	81%	75%
Biomechanics	46%	69%	69%	67%
<b>Sport medicine services</b>	<b>(n=47–89)**</b>	<b>(n=97–515)**</b>	<b>(n=69–403)**</b>	<b>(n=28–115)**</b>
Physiotherapy	81%	90%	90%	90%
Massage	76%	90%	91%	86%
Advice/treatment from a sport doctor	76%	85%	84%	88%
Athletic therapy	67%	87%	87%	89%
Chiropractic	45%	75%	77%	65%
Osteopathy	40%	71%	71%	68%
Podiatry	34%	53%	55%	48%
*Indicated by those answering 6 or 7 on a 7-point scale, where 7 indicates “very good.”				
** Number of Respondents for each service is based on athletes (or, for coaches, this would be their athletes) who have used CSC services and that rated the service as moderately to very important for positively impacting athlete performance.				
Source: EKOS Research, 2010.				

Key informants were not asked to directly comment on the quality of programming at CSCs. A survey of NSOs and MSOs for the CSP evaluation revealed that these organizations have less knowledge of the CSCs than coaches and their athletes. While, in almost all cases, less than half of the NSOs and MSOs agreed the CSCs provide athletes with satisfactory services in a range of performance and life services 30% to 50% either said they do not know or gave no response (Sutcliffe Group, 2010b). More than half of the surveyed NSOs and MSOs (55% for each) believe that the CSC performance services have improved since 2002.

All CSCs have fully met two accountability standards directly related to quality programming for targeted sports. To fully meet these standards, CSCs are:

- Providing SC carded athletes within their jurisdiction with performance and life services at the athlete’s training location as available, and providing services in accessible venues to AWAD and in a culturally sensitive manner to Aboriginal athletes (standard 3, services to athletes)

- Ensuring the competency and quality of CSC-related service providers accessed by athletes and coaches. This includes service providers in the areas of medicine, nutrition, psychology, exercise physiology, biomechanics, strength and conditioning, etc. (standard 4, service providers)

SC could only provide statistics on CSC services for 2006–2007, and no statistics were provided to determine if services had improved. CSCs had few staff in 2006–2007, relying primarily on consultants and contractors; no information is available on the time allocated by these resources in providing services to athletes (Table 27). The information in the table below regarding the range in number of service providers between centres lends credence to assertions by several interviewed key informants and half of the case study participants that there is an inconsistent provision of services across CSCs. This reported inconsistency relates to both the quality of the services and access to them. SC does not expect that CSCs all provide the same level of services to carded athletes.

Also, demand for CSC services can exceed availability, such that athletes may have to seek programs and services elsewhere, or CSC staff may not have the required knowledge for a particular sport. That said, case study participants did value the CSC services.

Service providers	Name of Sport Centre							Total
	Pacific	Calgary	Saskatchewan	Manitoba	Ontario	Montreal	Atlantic	
<b>Category</b>								
Employees	8	7	3	1	1	-	1	21
Contractor	5	19		6	1	8		39
Consultant	-	36	11	73	31	94	8	253
<b>Total</b>	<b>13</b>	<b>62</b>	<b>14</b>	<b>80</b>	<b>33</b>	<b>102</b>	<b>9</b>	<b>313</b>
<b>Specialization</b>								
Sport medicine	-	30	3	56	-	57	2	148
Sport science	9	16	4	9	8	31	7	84
Sport psychology	1	11	5	9	7	3	-	36
Biomechanics	1	2	-	3	-	1	-	7
Nutrition	2	3	2	3	3	10	-	23
<b>Total</b>	<b>13</b>	<b>62</b>	<b>14</b>	<b>80</b>	<b>18</b>	<b>102</b>	<b>9</b>	<b>298</b>

Source: Sport Canada, Inventory\_Compiled\_(All CSCs).xls

## Developing and implementing Long-Term Athlete Development models (LTAD/CS4L)

Sport organizations are making progress in developing and implementing their LTAD models, with almost all NSOs, MSOs, and CSCs at least partially meeting their LTAD accountability standard (only one MSO has not met the standard).<sup>23</sup> Most interviewed representatives of NSOs (and MSOs preparing their models) report that their organization has developed the model and is now at the implementation stage. Close to one-third (31%) of NSOs reported that they were in model implementation in their 2009–2010 annual reporting on achievement of expected outcomes.

As well, a recent survey by Canadian Sport for Life (CS4L) revealed that most NSOs have made good progress in LTAD planning, creation of their LTAD documents, and approval or ratification of the LTAD model by their board or executive (Table 28) In addition, close to three-quarters (73%) have either completed or are currently developing an implementation plan. Most NSOs are either taking measures or plan on taking measures for athletes with a physical disability, with 57% of NSOs integrating these athletes into their LTAD and close to 32% preparing a separate model. Fewer are taking measures for athletes with an intellectual disability, with 29% integrating these athletes into their LTAD and 17% preparing a separate model.

From the CS4L survey, NSOs are working towards implementing their LTAD at the P/TSO level, with over two-thirds (67%) either having completed or being in the development phase of approval by P/TSO executives or boards. Just over half (52%) of the NSOs say they are still in the process of developing guidance to their P/TSOs for LTAD implementation, and close to one-quarter (23%) are still planning on doing this. According to NSOs, 60% of P/TSOs' LTAD implementation plans are in development and 7% are completed.

<b>Table 28: Canadian Sport for Life in 2010, National Sport Organization LTAD development</b>			
<b>Activity</b>	<b>% of NSOs in various stages (n=60)</b>		
	<b>Completed</b>	<b>In development</b>	<b>Not yet, planning on it</b>
<b>Overview of activities for their NSO models</b>			
Buy-in meeting	97%	2%	0%
Work group(s) formed	95%	2%	0%
Technical matrix	85%	12%	2%
First draft of overview document	85%	13%	0%
Final draft of overview document	77%	8%	12%
Translation	60%	17%	17%
Printing of English document	58%	12%	27%
Printing of French document	52%	15%	25%
<b>Stage of implementation</b>			
Ratified, endorsed, or approved by NSO executive or board	75%	8%	15%

<sup>23</sup>

Details are found in .Tables 20, 21, 22

<b>Table 28: Canadian Sport for Life in 2010, National Sport Organization LTAD development</b>			
<b>Activity</b>	<b>% of NSOs in various stages (n=60)</b>		
	<b>Completed</b>	<b>In development</b>	<b>Not yet, planning on it</b>
Development of implementation plan	38%	35%	22%
<b>Athletes with a disability</b>			
Athletes with physical disability model integrated	32%	12%	13%
Separate athletes with physical disability model	7%	10%	15%
Athletes with intellectual disability model integrated	12%	2%	15%
Separate athletes with intellectual disability model	2%	2%	13%
<b>Further PSO implementation</b>			
Ratified, endorsed, or approved by PSO executives or board	40%	27%	17%
Presentations to P/TSOs (board meeting, etc.)	35%	33%	18%
Guidance for P/TSO implementation	15%	52%	23%
Supporting P/TSOs with implementation	12%	48%	28%
Note: Row totals do not all add to 100%; summary data on “not applicable” or “no responses” was not included in the report. Source: Calculated from CS4L Expert Group, 2010 (percentages calculated based on 60 sports included in the survey).			

LTAD/CS4L is viewed very positively and key informants from sport organizations interviewed value the support from SSP for developing the models. Cited benefits and positive outcomes of the LTAD process included, for example:

- vertical integration of the sport along the whole chain from grassroots to high performance
- providing a common sport language within and between sports and across sectors (e.g., education and health)
- adding clarity and contributing to development of basic concepts
- providing a cohesive expert-based approach as opposed to an individualized approach

The CSP evaluation also has identified LTAD as an initiative with a large positive impact on Canada’s sport system (The Sutcliffe Group, 2010a).

While sport organizations are working towards implementing their LTAD models, this is also where the main challenges are experienced or expected. Interviewed key informants asserted that implementation down to the grassroots level will be a long-term process and will depend on availability of financial resources. Many expressed concerns over a lack of financial resources as well as insufficient capacity at the P/TSO level for model implementation. In some cases, lack of understanding and buy-in at the grassroots level will also challenge implementation. A survey of P/TSOs and NSOs conducted as part of the CSP evaluation also identified these as the main barriers to implementing LTAD models (Table 29).

<b>Table 29: CSP evaluation survey findings of barriers to P/TSOs aligning with their NSOs' LTAD model and implementing the model</b>			
<b>Barriers</b>	<b>P/TSOs (n=213-219)*</b>	<b>NSOs (n=30-31)*/**</b>	<b>MSOs (n=20)**</b>
	<b>% identifying these as barriers to a large/very large extent</b>		
Money/funding	50%	58%	50%
Human resources/staff	61%	87%	70%
P/TSO knowledge of their sport's LTAD	27%	33%	20%
Lack of clarity/direction from NSO	26%	10%	40%
Weak linkages between the NSO and their P/TSOs	19%	29%	35%
Source: Adapted from The Sutcliffe Group, 2010b (Technical appendices), pp. 89, 113, 102. * Respondent number for P/TSOs and NSOs varied by listed barrier. **Caution: small n sizes.			

Several of the key informants noted that F-P/T coordination is required for the implementation process and that implementation needs to extend to other sectors, such as health and education. The CS4L survey of P/Ts found that six P/Ts have an LTAD funding program and six have aligned their funding to P/TSOs with LTAD (CS4L Expert Group, 2010). Few P/Ts have made a formal link with LTAD to other sectors, such as education (three), health (three), early childhood education (two), or social development (one).

**B.1.12 What evidence is there that the funded programs have taken positive measures to ensure that Sport Canada contributes to Canada's commitment to official languages (as outlined in sections 41 (1.a) and (2) of the *Official Languages Act*)?**

**Key Findings: All programs and the ISD take measures to ensure that funded recipients take steps to contribute to Canada's commitment to OLs. Sport organizations work towards and are, overall, making good progress in accountability standards related to OLs.**

**Funded sport organizations provide documents in both OLs and are striving to ensure that services, including coaches, are available in both OLs. The greatest challenge is in translation costs. The majority of carded athletes are satisfied with their ability to access a number of services in the OL of their choice.**

All three SC programs and the ISD take measures to adhere to their responsibilities in accordance with the *Official Languages Act*. OL requirements are included in all contribution and multiparty agreements with program recipients, as well as in their reporting requirements. SC provides SSP recipients with close to \$1 million annually to assist in meeting these requirements.

SSP recipients must strive towards meeting certain OL-related accountability standards. As already discussed in question B.1.3, NSOs have made good progress in meeting standards related to official languages services (standard 11), offering a bilingual website (standard 12) and bilingual communication with the national teams (standard 16), with over 80% either fully meeting or achieving best practice status, or identifying that the standard is not

applicable (Table 30). NSOs are not all as advanced in meeting standard 17 related to bilingual coaching capacity, with 41% at partly met and 2% at not met status (Table 20). MSOs have made good progress in most areas. CSCs have the most work ahead of them to achieve fully met or best practice status with their two OL-related standards.

<b>Table 30: Progress on meeting official languages accountability standards</b>	
<b>Recipient type and standard</b>	<b>Percent identifying as fully met, best practice, or not applicable</b>
<b>NSO (n=56)</b>	<b>2009–10</b>
11 - OL services	88%
12 - Bilingual website	84%
16 - Bilingual communication with national team	88%
17 - Bilingual coaching capacity	54%
<b>MSO (n=15)</b>	<b>2009–10</b>
9 - OL – Communication	
9.1 Documentation in both official languages	60%
9.2 Response to inquiries in preferred language	80%
9.3 Quality monitoring	93%
10 - OL – Minority language communities	
10.1 Sufficient bilingual capacity for communications with all stakeholders	53%
<b>CSC (n=7)</b>	<b>2008–09</b>
6 - OL services	29% (2 CSCs)
7 - Bilingual website	43% (3 CSCs)
Sources: Table 21, Table 22, Table 23 Table 22.	

Sport organizations strive to provide services in both OLs through various means, such as by providing documents, other resources, website information and materials, and training program materials in both OLs. A few interviewed organizations noted that they are completely bilingual, have bilingual staff, or provide language training for staff. Others ensure they have bilingual coaches for national teams.

As demonstrated in Table 24, the proportion of coaches whose spoken language is French or who are bilingual did not change substantially through most of the evaluation period, ranging mainly from 27% to 30%.<sup>24</sup> Other steps include ensuring simultaneous release of documents in both OLs and ensuring that information and announcers at hosted events are available in both OLs.

Costs for translation are the biggest challenge in meeting OL commitments. While organizations acknowledge and appreciate the assistance from SC for translation costs, these costs are significant. Finding translators with the necessary sport technical skills is challenging. Several key informants suggested that it would be helpful if SC developed some

<sup>24</sup> Percentage calculation only includes those coaches where language spoken is indicated.

type of pool of translators with sport expertise or hired translators to assist sport organizations.

Another challenge is in maintaining website material in both OLS, as a substantial amount of material may be maintained on websites that also require periodic updating. P/Ts do not appear to be taking any particular steps in their bilateral agreement-related projects, other than providing certain materials in both OLS, such as program guidelines, signage, and some website materials.

The majority of carded athletes themselves are satisfied with their ability to access coaching services, national team information, sport medicine services, and sport science services in the OL of their choice. Of the respondents to SAS 2009, 51% to 68% are highly satisfied with their access to services in each of these areas and the remaining have primarily a medium level of satisfaction. There was minimal overall difference in the level of satisfaction between English-speaking and French-speaking athletes.

### ***Enhanced Capacity of the Sport System***

<b>B.1.1 To what extent do Canadian athletes, coaches, and officials have opportunities to participate at events funded in Canada?</b>
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**Key Findings: Based on the information available to the evaluation, Canadian athletes, coaches, and officials have good opportunities to participate at events funded in Canada. The number of HP-funded events increased over the evaluation period. Several challenges exist for both participating in and hosting events in Canada, such as travel costs and lack of facilities.**

NSO key informants report that their athletes, coaches, and officials have good opportunities to participate at events in Canada. This is confirmed by the SAS 2009 findings, where coaches and athletes report adequate types and amounts of overall competition experiences (i.e., not limited to their participation in events funded in Canada) to support athletes' Olympic/Paralympic/World Championship aspirations (Table 31). Targeted athletes report a greater level of satisfaction with competition experiences, with 71% and 63% reporting highly adequate types and amounts of competition experience, respectively, compared to 50% and 36% of non-targeted athletes, respectively.

<b>Table 31: Coaches and athletes who found competition experiences supporting their Olympic/Paralympic/World Championship aspirations adequate*</b>				
Elements	Coaches Total (n=96)	Athletes		
		Total (n=1,006)	Targeted (n=707)	Non- targeted (n=299)
	% indicating			
Type of competition experience				
Highly adequate	52%	64%	71%	50%
Moderately adequate	38%	31%	26%	42%
Amount of competition experience				
Highly adequate	48%	55%	63%	36%
Moderately adequate	43%	38%	32%	50%

Source: EKOS Research, 2010  
Moderately adequate indicating 3–5 and highly adequate 6–7 out of a 7-point scale, where 7 indicates “completely adequate.”

Beyond key informants’ and SAS respondents’ perceptions of opportunities for participating at events in Canada, the only other data available to the evaluation for addressing this question was statistics on the number of HP-funded events. Some interviewed key informants believe opportunities to participate at events in Canada improved over the evaluation period. The statistics support these beliefs, with the number of those events trending upwards over the seven-year period, with some decline in 2007–2008 and again in 2009–2010 (Table 32).

<b>Table 32: Number of hosting events and bids funded by the HP, 2003–2004 to 2009–2010</b>							
Event types	2009-10	2008-09	2007-08	2006-07	2005-06	2004-05	2003-04
<b>Events</b>							
International Single Sport Events (ISSE):							
Tier I (up to \$50,000)	38	55	45	55	45	29	36
Tier I (over \$50,000)	10	8	9	9	6	1	1
Total tier 1	48	63	54	64	51	30	37
Tier II (over \$250,000)	1	-	1	1	1	-	-
Total ISSE events	49	63	55	65	52	30	37
Multi-sport events:							
IMMG	1	-	-	1	-	-	-
IMGAPPD	1	1	1	-	-	-	1
Canada Games	1	-	-	1	1	-	-
<b>Total all events</b>	<b>52</b>	<b>66</b>	<b>56</b>	<b>67</b>	<b>53</b>	<b>30</b>	<b>38</b>
<b>Total bids</b>	<b>1 ISSE</b>	<b>2 IMMG</b>					

Sources: Sport Canada, Report on Questionnaires\_Jul20\_10.xls; Feuille de contrôle 2004-05.xls; Feuille de contrôle 2003-004.xls; Number of events by tier\_multi-year.xls

Table 32 also shows that the HP meets and exceeds the targets of the Strategic Hosting Framework. As previously noted, the Strategic Hosting Framework’s target is to support two IMMJs every 10 years, one Tier II ISSE every two years, and 30 or more Tier I ISSEs every year. The Policy includes the provision of support to host IMGAPPD events (Sport Canada, 2008b).<sup>25</sup> In particular, the HP well exceeded the Tier I targets, with a range of 30 to 64 Tier I events funded every year over the period covered by the evaluation.

Case study NSOs illustrate that ongoing participation in the hosting of HP-funded events varies by sport. Both cross-country skiing and curling hosted 10 of these events over the evaluation period, or over one event per year (Table 33). Soccer, water skiing and wakeboard, and wheelchair basketball each hosted one to two events, while rowing did not host any HP-funded events. These only refer to international events taking place in Canada and funded through the HP; the evaluation did not consider events that did not receive HP support. NSOs can access funds for their National Championships from the SSP.

	Tier I	Tier II	Total	Total HP funds
Cross-country skiing	8	2	10	\$1,110,638
Curling	10	-	10	\$344,361
Rowing	-	-	-	-
Soccer	1	1	2	\$4,220,000
Water ski and wakeboard	1	-	1	\$250,000
Wheelchair basketball	1	-	1	\$49,999

Source: Sport Canada, ISSE Stats.xls; Feuille de contrôle 2005-2006 .xls; Feuille de contrôle 2004-2005 .xls; Feuille de contrôle 2003-2004 .xls

Challenges identified with participating in or hosting events in Canada include the cost of travelling to events in a country the size of Canada, as well as lack of facilities. Travel costs affect both the Canadian athletes and the ability of Canadian sports to attract international athletes, particularly European athletes who can access events much more economically within Europe. The rowing case study participants also noted the lack of facilities as a main concern when considering the hosting of rowing events in Canada, and the difficulties associated with maintaining top facilities.

**B.1.6 To what extent has Canada been successful in bidding for the right to host the targeted number of domestic and international competitions? To what extent are hosting projects consistent with the Strategic Hosting Framework?**

**Key Findings: SC has minimal information available on the success rate of bids, as few receive HP support. The HP meets and exceeds the Strategic Hosting Framework**

<sup>25</sup> ISSE refers to International Single Sport Events; IMMJs refers to International Major Multi-Sport Games; and IMGAPPD refers to International Multisport Games for Aboriginal Peoples and Persons with a Disability.

**targets for supporting international sport events. The evaluation did not assess the consistency of hosting projects with the Strategic Hosting Framework.**

The HP funded one ISSE bid in 2009–2010 and two IMMIG bids in 2008–2009 (see Table 32). Of these three bids, one IMMIG was successful. The majority of applications to SC for funding for ISSEs are approved with 76% of all applications approved since 2007; 18% were refused and 6% cancelled.<sup>26</sup> As discussed in question B.1.1, the HP meets and, in fact, exceeds the Strategic Hosting Framework targets of supporting two IMMIGs every 10 years, one Tier II ISSE every two years, and 30 or more Tier I ISSEs annually (see Table 32). In particular, SC provided HP support to over 30 ISSE Tier I events in most years of this evaluation and over 60 events in three of the evaluation years.

Key informants report that Canadian organizations have a reputation of holding successful international events. All interviewed sport organizations that have bid for and hosted events cite a high level of success, particularly for single sport events. Some organizations regularly host international events as part of their sport’s rotational cycle.

HP support is considered very important or even critical for hosting international events. Key informants said organizations would either not be able to host events without HP support, or would lose money without this support. Costs are such that organizations can incur losses even with HP support. HP support also assists in leveraging other funds, such as provincial, municipal, and private support, and the government support lends legitimacy to the bid for the evaluation process. Further, hosting international events in Canada provides sport organizations with more control over the venue and equipment, and can provide cost savings in terms of reducing athletes’ travel costs. Athletes also experience a home soil advantage in that they may have greater familiarity with the facilities and have the support of a largely Canadian audience.

**B.2.1 What evidence is there that plans have been implemented to preserve the legacies created by program investments in people and facilities for ongoing support to the excellence, participation, and capacity goals of the CSP?**

**Key Findings: All programs and the ISD’s main areas of action can identify some form of physical and/or human legacies. Formal legacy plans are required by those HP-hosted events receiving larger amounts of HP funds. The establishment of committees responsible for managing legacy funds/plans are the main example provided by key informant concerning the implementation of the plans.**

HP recipients must report on expected legacy outcomes of hosted events, and recipients of larger amounts (such as ISSE Tier II and IMMIG events) must submit formal legacy plans, including how the legacy plans will be implemented after the event. Smaller ISSE Tier I events must give examples of sport and non-sport legacies.

Planned legacies reported by recipients in their legacy plans consist of:

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<sup>26</sup> Sport Canada, Feuille de contrôle.xls. SC only began tracking approvals, refusals, and cancellations in 2007.

- Physical assets, such as facilities, including upgraded and/or renovated facilities and equipment. These can be substantial for large events. For example, assets listed for the 2007 Canada Winter Games held in Whitehorse included over \$750,000 in sport and non-sport assets, a \$45-million event hosting centre, and a \$32-million athletes village converted to Yukon College family residences. Physical assets may be gifted to the community or sold.
- Human assets, such as development of human resources and volunteers, partnerships, and networks.
- Sport development, such as for youth and/or amateur athletes, officials, and coaches.

Steps taken to ensure implementation and accountability of legacy plans, where given, primarily involve the establishment of committees responsible for managing legacy funds/plans. A few key informants are of the opinion that greater oversight is required in following up with legacy plans and for ensuring that legacy facilities are used and maintained effectively. They noted that event organizing committees are generally dismantled after the event.

Examples provided by key informants of legacies for the SSP include: human legacies, such as coach and officials development; leadership and organizational expertise, including good governance and operation models; development and offering of long-term programs; sharing of expertise at the P/TSO level; development of resource tools; use of expertise to promote sport internationally; and investment in experts at CSCs (as well as equipment). The revised NCCP and the LTAD are expected to be permanent legacies once fully implemented. Athletes themselves are considered a legacy in that most continue with their involvement in sport in some manner after their competitive career has ended.

Legacies cited by key informants for the ISD's main areas of action investments include increased capacity for providing youth programming, investment in people, creation of documents related to sport for development and peace that have been translated into other languages for global sharing, increased anti-doping capacity worldwide, knowledge gained and shared through bilateral exchanges, as well as social legacies created in host countries through the promotion of intercultural understanding and engagement of youth at risk.

### **3.2.2 Enhanced Interaction in the Sport System**

**B.1.5 How has support from other orders of government and the private sector to initiatives similar to those funded through the sport programs influenced the four CSP goals (enhanced participation, excellence, interaction, and capacity)? Is there an observable relation between non-federal support to sport and participation and excellence?**

**Key Findings: No comprehensive and complete record of funding to sport by the various levels of government and the private sector exists. This makes any response to this question speculative.**

Regarding support from other orders of government, much of provincial and territorial spending on sport cannot easily be separated from spending in other government priority areas such as recreation, culture, and parks. As well, the available information is partial and does not provide information on funding for each component of the sport system. For

example, in a survey conducted as a component of the CSP evaluation, P/Ts report a total of close to \$460 million in sport and recreation infrastructure commitments for 2008–2009. No comparison could be made for earlier years, as not all P/Ts provided figures for those time frames (The Sutcliffe Group, 2010b).

SC has collected some information on P/T spending on athlete assistance for 2008–2009, as summarized in Table 34. Budgets vary significantly between jurisdictions, from highs of \$10 million in Ontario and \$11 million in Quebec, with one of Quebec’s programs also providing support to athletes’ coaches, to a low of \$20,000 in Prince Edward Island. Using these figures as a rough annual estimate of support, P/Ts are providing approximately \$24 million in athlete assistance funds, close to the \$25.9 million provided through the AAP in 2009–2010.

<b>Table 34: Provincial and territorial Athlete Assistance Programs, 2008–2009*</b>	
<b>Province</b>	<b>Budget</b>
Alberta	\$993,359
British Columbia	\$1.4 million
Ontario	\$10 million
Manitoba	\$195,000
New Brunswick	Approximately \$70,000
Newfoundland	Approximately \$75,000
Nova Scotia	\$300,000
Prince Edward Island	Approximately \$20,000
Quebec – 2 programs	\$5 million
	\$6 million (\$3 million to athletes and \$3 million to coaches)
Saskatchewan	\$150,000
Yukon – 2 programs	\$66,500
	\$50,000
Source: Sport Canada, Provincial Athlete Assistance Program Overview, October 29, 2009. *Figures are for 2009–2010 for Ontario; year not given for Quebec.	

Also known is that the \$34.4 million in SSP funds committed to P/T projects from 2003 to 2011, through F-P/T bilateral agreements, are leveraging \$39.8 million in P/T matched funds for carrying out these participation-related projects.

In addition, while SC has always been the main source of revenues for the OTP initiative, other stakeholders provided significant funds up to 2009–2010 for supporting winter athletes in preparation of the 2010 Winter Games (Table 35). With the end of the 2010 Winter Games almost all revenues are now SSP funds (89%).

<b>Table 35: OTP sources of revenue</b>					
Revenue source	2010/2011	2009/2010	2008/2009	2007/2008	2006/2007
	(\$000)				
Sport Canada	\$62,361	\$38,205	\$36,731	\$30,400	\$23,182
COC	\$4,000	\$2,242	\$5,721	\$8,041	\$5,628
CPC	-	\$100	\$150	\$150	\$50
Canadian Olympic Foundation	-	\$387	\$300	-	-
Province of British Columbia	-	-	-	\$5,000	-
Province of Ontario	-	-	-	\$701	-
VANOC sponsors	-	\$9,194	\$13,294	\$7,601	\$4,382
Other	\$3,873	\$103	\$138	\$273	\$578
<b>Total revenue</b>	<b>\$70,234</b>	<b>\$50,231</b>	<b>\$56,334</b>	<b>\$52,166</b>	<b>\$33,820</b>
% Sport Canada	89%	76%	65%	58%	69%

Source: Data provided by OTP

Little to no information is available on the level of private support to sports. Interviewed key informants primarily said that sport in Canada does not have the same level of support from the private sector as in other countries, and that federal support is therefore needed. Sport organizations acquire private dollars primarily through memberships and program fees, or, for high-profile sports, through corporate sponsors or donations. Several interviewed sport organizations spoke of increasing their efforts to obtain funding from other sources.

**B.1.8 To what extent has the Canadian sport system been able to support an increase in the body of knowledge regarding sport policy, sport science, and sport science research through SSP?**

**Key Findings: There is little evidence to assist with answering this question. Sport science and sport science research primarily contribute to the high-performance goals of sport. The field is strong and improving, primarily as a result of investments into OTP and CSCs. few key informants could speak on sport policy.**

The evaluation could find minimal evidence in the documentation provided to assist with answering this question. A thorough analysis would require an extensive literature review, which was outside the scope of this evaluation.

This question is addressed primarily through key informants' opinion. Most believe that sport science and sport science research is strong and improving. Contributions to sport science are primarily the result of investments into OTP, and into CSCs for delivering sport science.

Sport science and sport science research is thought to primarily contribute to the high-performance goals of sport. Examples of areas of improved use of science and/or increased knowledge to the benefit of sport include physiology; equipment development; performance analysis tools; more efficient training methodologies; optimized use of specialists such as physiotherapists and sport psychologists; and establishment of benchmarks. Sport science

advances are particularly beneficial when athletes have access to the teams of specialists that make up their Integrated Sport Team (IST) through the CSCs.

While a few key informants believe that sport science advances primarily benefit targeted sports, there is some belief that the knowledge is transferred to other sports/disciplines as well. There are perceived opportunities for greater sharing of sport science research results. Although there are greater connections happening with scientists at universities (particularly between CSCs and academics), there are perceived opportunities for greater use of these experts. A few key informants are also of the opinion that sport science research is still below that of other countries, such as the United States and Australia, and that there is still need for improvements. Of note is that some key informants did not see the relation between sport science/research and the SSP.

Few key informants could speak on sport policy and sport policy research. SC contributed close to \$2.7 million between 2006–2007 and 2009–2010 to support sport research grant initiatives funded through the Social Sciences and Humanities Research Council of Canada (SSHRC). In addition, according to program management, Sport Canada hosts an annual research conference where funded research is presented to both the academic and policy/practitioner community. Through the conference and the publication of knowledge transfer papers, effort is also being made to better connect the sport research and the sport policy/practitioner communities with the objectives of a) designing research that better responds to the needs of the community and b) enhancing the policy/practitioner community's understanding and application of research results.

As well, as noted in question A.3.1, PCH/Government of Canada has developed various policies related to sport. These include:

- Actively Engaged: A Policy on Sport for Women and Girls
- Federal Policy for Hosting International Sport Events
- Policy on Sport for Persons with a Disability
- Sport Canada's Policy on Aboriginal Peoples' Participation in Sport

In addition, the Government of Canada and its P/T partners have committed to achieving the goals of several Canadian sport-related policies, namely the CSP and the Canadian Policy Against Doping in Sport.

As identified through the Document Review, the Database and Administrative File Review, and key informant interviews, ISD's main areas of action are attributed with promoting sport-related knowledge sharing in several manners. Anti-doping initiatives, for example, promote sharing of anti-doping expertise, which can be applied in Canada, as well as creation of international partnerships to further the goals of anti-doping. Through bilateral exchanges between countries, Canadian participants learn best practices from other countries' sport systems, which can then be applied in Canada, to the benefit of Canadian sport. Canadian participants also share their expertise with other countries. ISD has also provided funding for an international website for sharing information on sport and development as well as the knowledge sharing forum of the Sport for Development and Peace International Working Group.

**B.1.10 To what extent has Sport Canada successfully engaged provincial-territorial-local governments in the pursuit of the four goals of the CSP through the F-P/T bilateral agreements?**

**Key Findings: All P/Ts have been engaged to deliver participation projects through the F-P/T bilateral agreements. These agreements provide P/Ts with matched federal funding for conducting priority participation projects within their jurisdiction and, in some cases, assist them in leveraging additional funds from their own government. P/Ts conduct a variety of projects to facilitate participation in the target groups. These projects directly enhance three CSP goals: participation, capacity, and interaction. Any impact on excellence primarily occurs through enhanced participation.**

P/Ts have jurisdiction in many areas that support the participation of Canadians in sport. Specifically, education, recreation, community services, and health portfolios deliver a range of services to individuals and families that connect plausibly to sport participation. The federal government does not have comparable delivery systems and must work through NGOs or F-P/T structures. SC has engaged all 13 P/Ts in the bilateral agreement process, with all P/Ts committing matched funding and carrying out planned projects related to participation through these agreements. F-P/T governments committed a total of \$74 million over the duration of the initial and current agreements (2003 to 2011), with just over \$34 million from Canada and close to \$40 million from P/Ts (including in-kind commitments). P/Ts value the bilateral agreements and believe they are providing participation opportunities their province or territory would otherwise not have experienced (either in scope or in overall opportunities). P/Ts are also appreciative of the positive relationship with SC and support provided by SC staff.

P/Ts are making progress in implementing a large number of projects overall and are gaining participation from the target groups. Interviewed P/T representatives appear satisfied with the progress made to date. The absence of a collective assessment of results precludes the evaluation from assessing the extent to which projects are achieving their expected outcomes. While P/Ts report on their projects, SC summarizes the information only on a project-by-project basis for each province and does not complete a national assessment to report on overall achievements and participation levels gained. Although P/Ts can provide summary information on participation levels through the pilot reporting template mentioned in question B.1.7, this is optional (e.g., only eight P/Ts completed the template in 2008–2009). Given that provinces and territories define their own activities and expected outcomes/results, it is not always possible to distinguish between reported activities, outputs, and outcomes.

P/Ts are committed to achieving the goals of the CSP. Key informants commented on the importance of the CSP and the CS4L for encouraging an integrated sport system that reflects the linkages between sport and healthy living. All 13 P/T representatives spoke of planning and implementing their bilateral agreement and sport activities in general within the context of the CSP. These representatives widely believe that the bilateral agreements primarily enhance the participation, capacity, and interaction goals of the CSP:

- The projects focus on encouraging participation primarily among children and youth, and also among women and girls and PWAD. The Aboriginal Agreements focus entirely on increasing participation and/or capacity in the Aboriginal population.

- Many of the projects involve capacity building at the community level to lay the groundwork for delivering programs; this may involve establishing contacts, building partnerships, and providing organizations with developmental and implementation assistance and support.
- The interaction goal is achieved through the partnerships and collaborative efforts between governments and organizations that have resulted through the agreements and the supported projects.
- Any support of the excellence goal is thought to take place indirectly through increased participation, which provides the pool for feeding excellence.

In short, P/T representatives view the federal support provided through the bilateral agreements as very important or even critical to offering participation programming at local and community levels. The financial assistance provided by the federal government allows P/Ts to either expand the scope of their projects, or leverage new funds from their government for participation and capacity-building projects.

### ***International Sport Directorate's Main areas of action***

**B.1.11 What evidence is there that the sport system (including Canadian hosted events and ISD main areas of action) contributes toward advancing Canadian values and ethics domestically and internationally?**

**Key Findings: Evidence of the sport system's contribution toward advancing Canadian values and ethics is obtained primarily through self-reported perceptions of the impacts of the sport programs and the ISD's main areas of action. Canadians concur that large events such as the 2010 Winter Games have positive social, cultural, and economic impacts. Carded athletes are confident of their ability to train and compete in a safe, ethical sport environment. Both the SSP and HP are credited with generating a range of positive impacts.**

Surveys conducted in association with the recent 2010 Winter Games provide direct evidence of the value Canadians place on such events as tools for promoting Canadian values and interests both within Canada and abroad. Table 36 demonstrates that Canadians strongly believed that the 2010 Winter Games would have a range of positive social, cultural, and economic impacts and that this belief grew stronger close to and immediately after the Games.<sup>27</sup>

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<sup>27</sup> Table 36 reports on three pre-Games surveys and one post-Game survey on the 2010 Winter Games. The Federal Secretariat (FS) within PCH that oversaw the Government of Canada contribution to the 2010 Winter Games contracted Decima Research to conduct the surveys. The *Horizontal Summative Evaluation of the Government of Canada's Investment in the 2010 Olympic and Paralympic Winter Games* integrated the results of these surveys.

<b>Table 36: Canadians agreeing the 2010 Winter Games would positively impact various social, cultural, and economic aspects</b>				
<b>Positive impact on...</b>	<b>Post-Games</b>	<b>Pre-Games</b>		
	<b>April–May 2010 (n=3,039)</b>	<b>February 2010 (n=2,040)</b>	<b>February 2009 (n=2,036)</b>	<b>June 2007 (n=2,020)</b>
Canada's image abroad	95%	87%	85%	86%
National pride in all regions of the country	95%	88%	83%	82%
Canada's tourism industry	95%	92%	90%	92%
Canada's reputation in the world	91%	-	-	-
Canadian arts and culture	83%	66%	64%	67%
The promotion of world peace through sport	77%	54%	57%	59%
Trade and investment opportunities for Canadian companies	77%	66%	64%	70%
Social opportunities for communities across Canada	74%	55%	50%	55%
Economic opportunities for communities across Canada	73%	54%	52%	59%
Individuals facing social challenges	63%	34%	33%	37%

Source: Adapted from PRA, 2010.

Carded athletes also show a high level of confidence that Canada's sport system allows them to train and compete in a fair and respectful environment. Over 80% of athletes respondents to the SAS 2009 said they were highly satisfied that they were provided with a high-performance environment that was doping- and violence-free, in which they were treated with respect and did not experience harassment or abuse (EKOS Research, 2010).

The ISD has developed 264 initiatives that address the CSP indicators for measuring progress in promoting Canadian sport values and priorities internationally.<sup>28</sup> Forty-one (41) of these initiatives specifically advance Canadian priorities.

<sup>28</sup> "PCH developed these CSP indicators to measure progress made in promoting Canadian sport values and priorities internationally" (ISD, no date). As a component of the CSP evaluation, ISD reported on the number of initiatives undertaken over 2002 to 2009 within their three priority areas (see Table 37) for each of the CSP indicators.

<b>Table 37: Number of ISD initiatives that address CSP indicators for measuring progress in promoting Canadian sport values and priorities internationally</b>				
<b>CSP indicators</b>	<b>Sport for development*</b>	<b>Anti-doping*</b>	<b>International sport policy*</b>	<b>Total</b>
International initiatives undertaken to advance Canadian priorities, foster international cooperation and/or exchange of best practices	9	12	20	41
International sport declarations, conventions, policies, etc. influenced, endorsed by Canada and the degree to which these instruments are implemented by Canada	2	2	9	13
International sport activities that Canada has funded that support the international objectives of the CSP	6	6	18	30
International meetings, conferences, and events attended by Government of Canada representatives and, if relevant, Canada's participation in follow-up activities	25	72	167	264
*Columns cannot be totalled; some initiatives were counted under more than one CSP indicator. Source: ISD, no date				

The evaluation asked key informants to identify what they see as the main ethical issues in Canadian sport. The main issues that emerged from interviews are:

- Fair play – Fair play is important both at home and when Canadian athletes compete internationally. While, for the most part, doping is not considered an issue for Canada, key informants observed that anti-doping is an area requiring continued vigilance, particularly where other countries are not as advanced as Canada in controlling doping.
- Abuse/harassment – Related to fair play, abuse and harassment is with respect to coaches' conduct and ensuring coaches do not abuse or harass athletes, placing too much pressure on athletes to win, and also that parents/spectators do not abuse or harass coaches/officials.
- Equity issues – This involves ensuring an inclusive sport environment that eliminates barriers and provides equal opportunities for women, PWAD, and people from all cultural backgrounds and income levels.

Key informants also provided examples of how they believe the sport programs advance Canadian values and ethics. Such examples of how the SSP/ISD main areas of action contribute to achievement of Canadian interests, values, and ethics in sport at home and abroad include:

- Canadian athletes inspire Canadian pride, raise Canada's profile abroad, and act as ambassadors of Canada.
- Access to sport is facilitated, introducing Canadians to sport and the benefits of sport, as well as to the tenets of fair play.
- Canadian sport organization representatives facilitate awareness and promotion of Canadian values through participation in international sport bodies/initiatives as well as through teaching and promoting codes of ethics through all levels of their sport.

- Canadian promotion of facilitating participation of PWAD in sports resonates with all Canadians and extends to other countries.
- Provision of participation opportunities in a safe environment where fair play and respect is promoted.
- Advancement of Canadian interests, priorities, and values with international partners through the ISD main areas of action
- Canada is considered a leader in anti-doping efforts.
- ISD funding of projects that support social and community impacts through sports (e.g., women and girls, youth at risk, and youth leadership)

Examples of how stakeholders believe the HP contributes to the achievement of economic, social, cultural, and/or community impacts are provided below. These were revealed through interviews with key informants and case study participants, as well as through the Administrative File Review of HP recipient reporting.

- Cultivation of Canadian pride, particularly when Canadian athletes achieve successes. Large multi-sport events that garner international attention, such as Olympic/Paralympic Games, can have major positive impacts on national pride and unity.
- Economic impacts that result from purchases from local businesses for event preparation support and tourism dollars spent by spectators and athletes. For example, from the soccer case study report, a major hosted event such as the Fédération Internationale de Football Association Under 20 World Cup had an estimated total economic impact of \$259 million.
- Long-term community impacts from legacies such as new facilities and equipment
- Community partnerships, engagement, and involvement
- Successful events with strong recognition and/or attendance
- Promotion of sport, which can lead to increased participation
- Community promotion that can lead to increased tourism
- Development and use of volunteers, including bilingual volunteers
- Promotion of cultural and entertainment events, including for North American Indigenous Games (NAIG) promotion of northern Canadians' culture and traditions

### Unintended impact

**B.2.4 What were the unintended social and economic outcomes of the sport funding programs and ISD main areas of action, if any?**

**Key Findings: While few unintended social and economic outcomes are obvious, those identified pertained to the funding allocation process. Concerns exist that OTP could compromise non-targeted sports and developing athletes in the long term. Similarly, the fact that the need for assistance is not a feature of the AAP and SSP funding allocation decisions is also identified as a concern by some key informants.**

Interviewed key informants did not identify unintended impacts of the funding programs and ISD main areas of action. Several consequences have emerged from current funding allocations. One already discussed in question B.2.3 is that while key informants widely

acknowledge the success of the OTP initiative, mixed views exist in terms of the policy of targeting funds and the collateral effect that such targeting has on non-targeted sports. Non-targeted sports fear that this model could compromise their sports in the long term, and some key informants have concerns that OTP is taking a short-term view and not sufficiently considering the development of the next generation of high-performance athletes. Others believe that such difficult funding decisions are necessary for achieving high performance and attaining medals. Another unintended aspect of the OTP initiative is that there is not widespread recognition that OTP recommended funds are from the SSP. This was revealed in interviews, where even some sport organizations viewed the OTP and SSP as separate entities or “programs.”

Another consequence of the current funding model for both SSP and AAP raised by key informants is that “need” is not embedded in the funding allocation decisions. AAP funds to athletes are not geared to income. Several interviewed key informants pointed out that there are high-profile athletes that garner significant corporate sponsorships receiving AAP. Some believe these funds could be more effective if allocated to athletes with greater needs for funds to support them in their high-performance efforts.

SSP funding to NSOs also does not account for the corporate fundraising capacity of the organizations, which, as the case studies revealed, can be significant. Some NSOs (e.g., curling) have been very successful in attracting corporate funds.

### **3.2.3 Efficiency, and economy**

**B.2.2 What evidence exists on whether the programs are managed efficiently, with clear internal communication; have the capacity to manage unforeseen events; and do sound planning of resource allocation?**

- **What internal management changes would improve program planning and delivery?**
- **How effective has the ISD contribution been to the goals of the SSP? Should it remain within the SSP or should other options be considered?**

**Key Findings: There is general satisfaction amongst interviewed key informants with the management of the sport funding programs and ISD’s main areas of action. This includes internal communication.**

**Suggestions were made by key informants to improve SSP’s funding process and reporting requirements, AAP’s funding formula, and HP’s decision-making process. Inconsistent reporting requirements and formats, as well as lack of specific targets and a structured and consistent performance measurement system challenges the programs’ ability to assess achievement of expected outcomes.**

**Assessing ISD’s contribution to the SSP goals was very challenging, given that the ISD’s focus is international, while the SSP is almost entirely domestically focused. PCH has undergone a restructuring in July 2010 and the decision made to integrate ISD within SC.**

**The evaluation could not answer whether programs have the capacity to manage unforeseen events and do sound planning of resource allocation.**

**Program Management**

Oversight of recipient requirements is an important component of effective program management. One means is in defining requirements for recipient reporting on activities undertaken, and on achievement of outputs and outcomes. Contribution guidelines and/or recipients' contribution agreements define reporting requirements of SSP, HP, and ISD main areas of action recipients.

The Database and Administrative File Review of recipients assessed adherence to reporting requirements NSOs and ISSE recipients adhere closely to their reporting requirements and follow similar formats that are easily reviewed and assessed. One component missing in targeted NSOs' reporting is the achievement of outcomes for the OTP initiative. According to SC, NSOs report directly to OTP, providing an annual report on their high-performance program. SC receives copies of reporting and attends related meetings, and does not aggregate or summarize the information.

CSCs' contribution agreements do not appear to outline distinct items to report on, other than completion of their accountability standards reports. As a result, final activity reports for CSCs vary significantly, presenting challenges in assessing achievement of outcomes in a consistent manner. And while the remaining recipient types have fairly consistent report requirements, their adherence to the reporting requirements defined in the contribution agreements varies.<sup>29</sup> For example, close to two-thirds of these other recipients appear to have reported on outcomes achieved, and few reported on lessons learned, conclusions, and recommendations. Recipients often use varying formats. While recognizing the desire to provide recipients with a certain amount of autonomy in reporting, particularly for recipients that are striving to meet the reporting requirements of more than one funder, this does challenge the assessment of these reports in a standardized manner. The reporting requirements outlined in Appendix D of recipients' contribution agreement, while fairly standard, likely contribute to this reporting variance. Requirements are lengthy and somewhat vague in what is to be reported, and the provided definitions and examples of activities, outputs, and outcomes are unclear.

As well, as has been reported elsewhere (see questions B.1.7 and B.1.10), the lack of specific targets and a structured and consistent performance measurement system challenges the programs' ability to assess achievement of expected outcomes.

Interviewed key informants are generally satisfied with the management of the three sport funding programs, with observations made on the helpfulness and approachability of SC staff and that recipients have good relationships with their program officer. Similarly, ISD recipients expressed satisfaction with the ISD's management of their funded projects. Informants did have some suggestions on ways to streamline requirements and/or improve delivery for the three sport funding programs. Suggestions and comments included:

- SSP – reduction of the time lag between application submittal and approval and when organizations receive payment; streamlining of reporting requirements; integration of

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<sup>29</sup> These include MSO and Project Stream recipients for the SSP; IMMIG, IMGAPPD, and Canada Games recipients for the HP; and Sport for Development and Peace recipients for the ISD.

application and reporting requirements with other funding and advisory bodies, such as between OTP and SSP; more guidance/advice from SC beyond that already provided (e.g., facilitating a system where organizations could share more information); and changes to the funding process, such as multi-year funding, greater flexibility for shifting funds between fund blocks, more funds for meeting OL requirements, and ensuring additional demands on organizations are commensurate with additional funding

- AAP – few key informants had suggestions for improving the AAP. Comments generally revolved around the need for changes to the program’s funding formula, with informants having varied opinions on such changes. This included, for example, increased funding for all carded athletes, increased funding for developing athletes, funding targeted to high-performance athletes, or funding based more on demonstrated need. Another suggestion is to direct AAP funds at development of training centres where athletes could both live and train, eliminating the need to provide athletes with individual funds for living and training. And still another is for an independent body to manage AAP funds as well as supplemental private funds procured by this body, and to distribute all funds appropriately to athletes. Organizational concerns with the AAP are that athletes receive funding based on past performances and there are no strong accountability measures in place to ensure funds are used effectively since this is a Grant program.
- HP – several key informants commented that they have had few problems with the HP and that the application and reporting process is clear and has improved. Several concerns are that the decision-making process could be timelier so that decisions are received well in advance and could be better aligned with sports’ International Federation bidding process. A few also commented on the need to take a more strategic approach to hosting, such as through a national strategy, or in working with NSOs for multi-year planning of events.

The evaluation could not answer whether programs have the capacity to manage unforeseen events and do sound planning of resource allocation.

### **Effectiveness of the ISD contribution to the goals of the Sport Support Program**

The ISD’s main areas of action are expected to contribute mainly towards two of the SSP expected outcomes: “Advancement of Canadian interests, values and ethics in sport at home and abroad” and “Expanded and strengthened program and policy collaboration within the federal government and with P/T governments and the sport community” (Canadian Heritage, 2009b, p. 3). ISD’s strategic priorities for achieving these outcomes are anti-doping, sport for development, sport development, and geopolitical priorities. Their key activities to support these priorities are policy development, providing project support, and taking part in activities that influence international and multilateral initiatives and forums, as well as in fostering international cooperation and knowledge exchange (Canadian Heritage, 2009b).

The evaluation found it very challenging to assess the ISD’s main areas of action. As illustrated in the preceding paragraph, the ISD is involved in a wide range of activities. Moreover, unlike the sport funding programs that focus on advancing sport from a domestic perspective, ISD’s main areas of action are international in scope and context.

Further, as is the case with the sport funding programs, and as was discussed earlier in this section, a lack of annual reporting or annual roll-ups on achievement of outcomes made assessing these activities difficult. The evaluation had to rely primarily on the few key informants who could speak on the ISD, as well as the recipient reporting provided. Therefore, the evaluation can only make some general observations.

The majority of funding for ISD's main areas of action recipients is for WADA and anti-doping initiatives, thus advancing Canadian interests with respect to anti-doping and fair play, and supporting Canadian compliance with the World Anti-Doping Code. Canadian efforts in this area appear to be having a positive impact. Key informants commented that Canada is viewed as an anti-doping leader throughout the world. Athletes report they are confident in their ability to compete in a doping-free environment (SAS, 2009; EKOS Research, 2010). Plus, from the key informant interviews, the positioning of WADA headquarters in Montreal contributes to a world view of Canada as a country committed to fair and ethical sports. Canada is considered a good host, with the Minister of State for Sport involved in WADA (through the Foundation Board and Education Committee) and PCH staff providing support to WADA initiatives. Canada recently renewed the option to host WADA up to 2022. Canada was also the second country to ratify the UNESCO International Convention against Doping in Sport and was involved in the development of the convention. The link of these anti-doping activities to the first expected outcome above is clear. The link to the second expected outcome would appear to be more indirect through the knowledge gained by Canada's involvement in such activities.

Cited areas of cooperation in the Memoranda of Understanding (MOU) for bilateral agreements with other countries are also wide ranging. For example, the MOU with China lists the fields of co-operation as in national sport policy, high-performance sport and sport participation, anti-doping in sport, women and sport, sport science research, ethics, and education in sport. In the absence of overall annual reporting on exchange visits under the bilateral agreements, it was difficult for the evaluation to assess the overall contribution to the two above SSP outcomes. Such annual reporting by ISD would provide an account of the knowledge gained and shared, how this information was disseminated to PCH for policy development as well as to the sport community for advancing Canadian sport, and any changes/advancements resulting from this knowledge. From the Administrative File Review of reports provided on individual visits for the bilateral exchanges between countries, these do appear to generate useful information that can be applied to sport in Canada (e.g., sharing of information on coach training between Canada and France through conferences and use of a shared website; fostering relations with Brazil's world champion volleyball team).

ISD activities related to sport development support the first SSP expected outcome of advancing Canadian interests and values. For example, key informants credit Canada with taking a leadership role in promoting sport for social development in other areas of the world through ISD's funds supporting the Sport for Development and Peace International Working Group. In another project, ISD contributed to a website dedicated to facilitating international sport and development. Recipients also spoke positively of ISD's contribution toward building capacity for organizations to provide programming to targeted populations, such as training coaches in Africa.

Also, this first expected outcome is rather broad, since the specific Canadian interests, values, and ethics in sport that the SSP is expected to advance are not defined. In particular,

“Canadian interests and values in sport” could support a wide range of interpretations. Although the CSP and PAS Act both refer to sport as a tool for social development, the July 2010 PCH restructuring that integrated the ISD within SC provides an opportunity to better define SC’s role and objectives for sport as a tool in international social development.

As noted in subsection 1.2.3, SC had a total of 712 full-time equivalents (FTEs) over the evaluation period and distributed \$934 million in grants and contributions, or \$1.3 million of grants and contributions per FTE. The ISD had a total of 92 FTEs and distributed just over \$11 million in recipient funding, or \$119,825 of recipient funding per FTE (see Table 2). This difference may be because the nature of the grants/contributions in the international domain requires more resources than the awards made domestically through the SSP, HP, and AAP. It is possible that SC programming is more routine, reflecting renewals on the basis of annual reporting and the outcome of the SFAF. Finally, ISD has a broader range of activities than just supporting SC goals and awarding funding. An accurate comparison would require improved measurement of the resources used by ISD to award funding. As ISD is integrated with SC programming, the nature of the awards made by ISD and the apparent labour intensity of its programming may be an area for SC to review.

**B.2.5 Do the programs duplicate or overlap with other programs or initiatives delivered by other stakeholders? Specifically, to what extent do the investments and programming of the federal and provincial/territorial governments align and complement each other to support the goals of excellence and participation?**

**Key Findings: Few complementarities or duplications/overlaps could be identified between the sport funding programs and programs offered by other levels of government and private stakeholders. One area that could be viewed as either complementing or duplicating the AAP is the athlete assistance provided by some P/Ts as well as by some private sponsors. The sport system could benefit from greater collaboration and integration of efforts between F-P/T governments.**

No comprehensive accounting or record of activity exists of private or public support for sport in Canada to assist in assessing how the sport programs complement or duplicate/overlap with other programs or initiatives. Key informants identified few duplications or overlaps. One potential area of overlap is with the athlete assistance initiatives offered by some P/Ts, although key informants said that these could also be viewed as complementing the AAP by providing athletes with an additional source of needed support. P/T programs vary in that some are provided only to carded athletes and some only to uncarded athletes. The requirements of these programs may not always align with the NSO’s national team plan or goals. One example provided in key informant interviews is where the P/T program requires the athlete to reside within the province, which may interfere with the NSO’s plans to centralize the national team for training purposes.

Private initiatives may also duplicate the AAP as well as conflict with NSO goals. One example given for the latter is the B2ten group that provides financial assistance for

developing certain elite athletes.<sup>30</sup> Assisted athletes may be supported and coached in an environment away from the national team. This is said to have the potential to interfere with the team's training plans and have a negative impact on the national team's performance.

Some high-profile athletes may also receive funds from more than one private sponsor, with some reportedly receiving support from three or more sources, as well as from the AAP. Again, this is a matter of perception on whether such funds overlap with or complement AAP funds. The only other identified overlap is between SSP and the OTP initiative that is funded through SSP, in that there is some perceived overlap in procedures and administration.

The majority of key informants believe that the three programs complement each other well, and that each has its own role for supporting the sport system. A few dissenting opinions exist, such as that the three operate too much in isolation, the HP operates in isolation and does not have a strategic focus, or that there is too much emphasis on excellence.

Again, the extent to which the programs align and complement P/T programs cannot be fully determined without complete knowledge of the range of programs offered by other levels of government. Key informants themselves could identify few areas other than those where participants believed that the P/T's athlete assistance initiatives complemented the AAP, and that the HP was complemented by efforts of some provinces for hosting events.

Key informants primarily identified a more coordinated approach between SC and the P/T governments as an area requiring greater effort. Some key informants believe that the federal and P/T governments work independently in their individual sport-related efforts. Greater collaboration and integration of efforts between the levels of government would ensure that there is no duplication and that initiatives are complementary. This is particularly important for participation, which is the jurisdiction of P/Ts. Key informants gave several examples where more coordination could benefit sport. One is where the coordinated approach leads to higher and more consistent support by P/Ts to the P/TSOs; this would have positive impacts for developing athletes to the national team level. Also, the current varying levels of P/T support given to P/TSOs presents challenges to NSOs in implementing standardized programming. A few key informants also believe that SC could take the initiative to collaborate more with other government departments (e.g., health) or with the private sector. With respect to more F-P/T coordination, SC management noted that information sharing does occur between SC and P/Ts in efforts to work towards complementary programming.

Interviews with key informants who could speak on the ISD's main areas of action revealed several areas of complementarity with other stakeholders. For example, the ISD's funded Right to Play initiative complements the work of the Canadian International Development Agency (CIDA), in that ISD supports the policy and CIDA supports the programming. Another observation was that sport for development work might be better funded/delivered through CIDA rather than PCH. While the ISD's main areas of action may complement or duplicate other Government of Canada policies, it was beyond the scope of this evaluation to make such comparisons. As well, WADA shares responsibilities for anti-doping with governments around the world.

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<sup>30</sup> B2ten's financial assistance may provide chosen athletes with expertise, resources, and services. See <http://www.b2ten.com/> for information on the B2ten organization.

## 4.0 Conclusions

This section briefly summarizes the main findings from the evaluation under the themes of relevance and performance.

### 4.1 Relevance

The evaluation has found that there is a continued need to support both participation and excellence in sport for Canadians. Stakeholders and recipients, including athletes, value the programs and rely financially on them. There are indications that without the SC programs the Canadian sport system would not be as successful in reaching its objectives.

The sport programs and the International Sport Directorate's (ISD) main areas of action align closely with federal policies and priorities as defined in the *Department of Canadian Heritage Act* and the *Physical Activity and Sport Act*.

The mandates and goals of the SC programs and the ISD's main areas of action are consistent with federal policies and priorities. Each can be directly or indirectly linked to the Canadian Sport Policy (CSP) and to PCH's strategic outcome, "Canadians participate and excel in sport." Not all of the ISD initiatives are directly or indirectly linked to excellence.

The continued need and the alignment with government and departmental policies, priorities and the federal role speak to the continued relevance of the SC programs and ISD's main areas of action.

### 4.2 Performance

This evaluation found that progress has been made towards achieving the expected outcomes of the Programs. Additional analysis is necessary to attribute the achievement of the expected outcomes to the programs and ISD's main areas of action.

#### **4.2.1 Enhanced Participation**

The programs have been successful in supporting participation through SPDP projects and projects linked with the Federal-Provincial/Territorial (F-P/T) bilateral agreements. Bilateral agreements have assisted P/Ts in leveraging additional funds from their own governments. A number of key informants commented on the value of participation efforts and the need for greater focus in this area, particularly more F-P/T coordination. Little information is available on overall participation rates of under-represented groups such as Person with a Disability (PWAD) and Aboriginal peoples.

The contribution of these projects to the overall levels of sport participation of Canadians will be modest and localised given the overall level of support and that responsibility for sport participation primarily rests on the services and programs offered by provinces, territories, and municipalities. Despite the existing and new opportunities, overall sport participation rates are declining for Canadians.

If it be decided to put more emphasis on outcomes related to sport participation, SC will have an opportunity to look to enhance its collaborative efforts with other relevant federal government departments and P/T governments as all have key roles in this area. This

evaluation noted that much of the support for sport participation derives from provincial/territorial activity through various ministries such as education, health, and recreation. One option would be to expand the scope of the current bilateral agreements with P/Ts to include general sport participation.

#### **4.2.2 Enhanced Excellence**

There has been an increase in the number of athletes receiving support since 2003 at all carding levels. Athletes are also taking more advantage of the tuition support component of the program. Canada has increased its winter medal points and medal rank at both Olympic/Paralympic Games and World Championships over the last two decades, especially in 2006 and 2010.

NSOs and key informants generally recognize that the allocations through OTP recommendations and the Sport Funding and Accountability Framework (SFAF) have been effective in improving the high-performance aspect of the targeted sports. There are not yet enough years of data available to attribute these successes definitely to the OTP initiative.

Stakeholders voiced some concerns that this focus on medals and performance can result in under-funding other areas of sport; some athletes and non-targeted sports, including team sports, may not receive support to develop and may stagnate or decline.

#### **4.2.3 Enhanced Capacity of the Sport System**

The good level of progress made by sport organizations in meeting SC goals and national standards is a key area of achievement for the SSP. These standards serve as a measure of the performance of NSOs, MSOs and CSCs with respect to government priorities. Over 65% of NSOs have either fully met standard requirements, or identified the standard as a best practice or not applicable in 11 out of the 20 standards. Specific areas where progress is made in the capacity of the Canadian sport system are:

- Development of the LTAD models at the NSO level where, organisations have reached the implementation phase. Of note, LTAD/Canadian Sport for Life (CS4L) is viewed very positively.
- Commitments to Official Languages requirements by NSOs and MSOs, the three SC programs and ISD's main areas of action.
- Implementation by NSOs and MSOs of the revised National Coaching Certification Program (NCCP) system and increase the number of fully trained or certified coaches under NCCP. Carded athletes are themselves "highly satisfied" with the technical expertise and quality of coaching from their principal coach.
- Continued provision by NSOs, MSOs and CSCs of programs and services to the sport community to support high-performance. NSOs and MSOs services are rated as satisfactory by coaches and athletes while CSCs receive a rating of high satisfaction. Coaches and athletes also report that adequate support systems are available to assist athletes in their competitive aspirations.
- Generation of a range of positive impacts on values and ethics by both the SSP and HP as credited by key informants (NSOs, MSOs, and others). Surveyed carded athletes also

express confidence in their ability to train and compete in a safe, ethical sport environment.

- Exceeded sport event hosting targets by the Hosting Program in the four streams of events taking place in Canada during the evaluation period. Canadian athletes, coaches, and officials indicate they have good opportunities to participate at events funded in Canada. Programs such as the HP can identify physical and/or human legacies. Surveyed Canadians concur that large events such as the 2010 Winter Games have positive social, cultural, and economic impacts.

The evaluation has identified opportunities for improvements and areas of challenges

- While coaching is better defined as a full-time profession; there is still room to improve the working conditions of the coaches.
- SC has an opportunity to assess the impact of HP funded-events in the future by consolidating the data concerning the achievement of expected outcomes and the success of events that all organizations must provide after each event.
- Preserving legacies linked with HP funded events remains a challenge, as there are few plans in this regard other than legacy plans associated with hosted events.
- In the area of OL, the insufficient capacity related to translation requirements remains a challenge for sports organizations.
- Capacity is still an issue in the sport system. All SSP recipients said that federal support is essential and even critical for their organization or initiative to achieve their goals in participation and, in particular, excellence in sport, with some sport organizations indicating these funds account for over half of their annual budget. Stakeholders have reported that more resources would allow greater participation in and hosting of events in Canada, better training facilities, more programs and services offered by NSOs, MSOs and CSCs, bilingual web site and documents would be updated in a timely manner, implementation of the LTAD models by national, provincial, and territorial sport organizations taking place faster. Organizations that rely more heavily on volunteers to offer service are particularly affected by this issue.

#### ***4.2.4 Enhanced Interaction in the Sport System***

All P/Ts have engaged in bilateral agreements and implemented projects aimed at supporting participation. According to those interviewed, the field of sport science is strong and improving, primarily as a result of investments into OTP and CSCs.

#### ***4.2.5 International Sport Directorate's Main Areas of Action***

The ISD's has contributed to SSP goals. Stakeholders report that Canada is viewed as a leader in anti-doping initiatives, and ISD initiatives in this area are seen as contributing to this endeavour. Bilateral exchanges with other countries are viewed as contributing toward sport knowledge both in Canada and in partner countries. ISD projects are expanding and strengthening program and policy collaboration within the federal government and with P/T governments and the sport community.

With the integration of ISD within SC, SC has an opportunity to clarify the intended outcomes linked with the ISD and better define ISD's role in international social development. This would strengthen the placement of ISD within SC and link its activities to the PCH strategic outcome, "Canadians participate and excel in sport." It could also further align ISD's initiatives to other federal departments/agencies.

#### **4.2.6 Program Reporting**

Inconsistent reporting requirements and formats, as well as a lack of both specific performance targets and a structured and consistent performance measurement system, challenges the programs' ability to assess achievement of its expected outcomes. Systematic and annual reporting by the three programs, or program components, and ISD's main areas of action is sporadic. Information from SSP recipients (e.g., NSOs, MSOs, CSCs) is collected, often in great detail. Variation exists in how these organizations present and summarize outcomes, as not all recipients follow the reporting format outlined in their contribution agreements. This applies as well to reporting on the F-P/T bilateral agreements' projects, where P/T reporting is not provided in a consistent format; distinguishing between activities, outputs, and outcomes is difficult and the information is not aggregated by SC on a national basis for measuring progress.

Aligning outcomes to program goals was also difficult for the evaluation. Roll-up or aggregate reports are not compiled from recipient reports for the SSP, HP, and the ISD's main areas of action. It is not always possible to distinguish between activities, outputs, and outcomes, the guidance provided by SC in recipients' contribution agreements being limited and somewhat vague.

The high-profile outcomes, namely athletes' results at major competitions, are easy to identify and quantify. These high-profile results are largely dependent on the particular circumstances of each competition such as the quality of competitors involved. In order to attribute the achievement of these outcomes to the SC programs, in-depth analysis have to be conducted on the differences in medal performance for targeted versus non-targeted Olympic/Paralympic sports or in the progress made by targeted sports, and the overall reporting on OTP achievements. If these results were routinely analyzed, especially the increase by targeted sports relative to non-targeted sports, greater credence would exist to claims that increases in resources provided by SC have produced the success witnessed at the 2010 Games. This is particularly relevant for summer sports, as all SC-supported winter Olympic and Paralympic sports are targeted by the OTP initiative.

Finally, no comprehensive and complete record exists of funding to sport by the various levels of government and the private sector. Support by P/Ts is embedded in departmental line budgets in education, health, and community recreation, and private sector contributions are highly diverse, with much of the funding confidential. This situation renders more difficult any comprehensive assessment of the contribution of the SC to the Canadian sport system. While SC generates many reports, these are fragmentary and not collated into a regular statement of progress against program goals.

### 4.3 Efficiency and Economy

The efficiency of the program was assessed by looking at the management of the programs and their processes as well as program duplication. The issue of economy was assessed as part of the evaluation and the result of the analysis was inconclusive.

There is general satisfaction amongst interviewed key informants with the management of the sport funding programs and ISD's main areas of action.

The OTP initiative has a very high profile and behaves as if it was a separate organization, yet it remains essentially an advisory body for SSP funds. In fact, with the end of the 2010 Winter Games, the majority of OTP recommended funds are SSP funds. Much of its 'budget' comprises recommendations to SC on allocation of SSP excellence funding, and in its representation on the website, it is clearly attempting to promote increased independence. If, at some time in the future, OTP does gain incorporated, registered non-profit status and is able to attract a separate stream of funding, there may be significant potential for reduced coordination with SC and reduced transparency of federal investments for excellence. Not all sport stakeholders appear to be aware that OTP is an initiative for distributing SSP excellence funds and view it as its own program separate from SSP. A new player in the area of supporting in supporting high-performance athletes is B2ten that is emerging as a private sector-driven entity.

Few complementarities or duplications/overlaps could be identified among the sport funding programs and programs offered by other levels of government and private stakeholders, primarily due to inadequate information on initiatives offered outside PCH. One area that may be viewed as either complementing or duplicating the AAP is the athlete assistance provided by some P/Ts, as well as by some private sponsors.

## 5.0 Recommendations and Management Response

### 5.1 Program Goals

**Recommendation 1:** It is recommended that Sport Canada complete an updated vision and strategy that outlines its concept of the participation, sport development, high-performance athlete continuum. Such a vision and strategy would define each of these concepts of sport (participation, sport development, and excellence) and articulate the role of and linkages between participation and excellence. It should also outline Sport Canada roles and responsibilities, and hence funding priorities, along the participation to excellence chain.

Management response – Accepted	Responsibility	Target date
Sport Canada championed the development of the Canadian Sport For Life (CS4L) / Long Term Athlete Development (LTAD) model, which outlines the pathways from active start through to active for life. This framework encompasses all forms of participation in sport, including the pursuit of high performance excellence. Sport Canada also has complementary strategies for participation and excellence. Pending the direction provided through the renewal of the Canadian Sport Policy, Sport Canada will renew its strategies with a view to advancing the CS4L / LTAD and better outlining Sport Canada’s roles, responsibilities and funding priorities.	Lead: Policy and Planning Division with Program input	2013

### 5.2 Performance Measurement

**Recommendation 2:** It is recommended that Sport Canada reinforce its capacity related to performance reporting; develop common data collection tools, processes, and guidance to collect data from recipients; and report regularly on performance against each funding program goal. Sport Canada should roll-up the results data on an annual basis to assist with performance measurement, and future grouped evaluations of the sport programs.

Management response – Accepted	Responsibility	Target date
Sport Canada will: <ul style="list-style-type: none"> <li>- review its approach (including processes and resources) to the collection and documentation of performance information</li> <li>- develop an approach for the preparation of performance</li> </ul>	Lead: Policy and Planning Division Hosting	2012

<p>reports or roll-ups, on an annual or bi-annual basis, that will inform future program performance evaluation and decision making</p> <p>Additionally, Sport Canada will consider options available to improve its management of information and data warehousing.</p> <p>As a result, it is expected that Sport Canada will do some or all of the following:</p> <ul style="list-style-type: none"> <li>- review and ensure that annual / final recipient reporting is aligned with the respective program's outcomes and the Sport Canada performance measurement strategy;</li> <li>- develop recipient reporting templates;</li> <li>- prepare tools to clarify results-based management concepts (logic model, performance measurement) for use by program officers and to be shared with recipient organisations, as appropriate.</li> </ul>	<p>Program Division</p> <p>Sport Development Division</p> <p>Sport Excellence Division</p>	<p>2012-13</p>
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### 5.3 Sport Support Program

**Recommendation 3:** It is recommended that Sport Canada conduct a complete review of the Own the Podium initiative after the 2012 Olympic Summer Games in London to assess the Sport Canada resource commitment to excellence. This review should include an in-depth and comparative analysis of the success of summer and winter results of targeted sports/athletes relative to non-targeted Olympic/Paralympic sports/athletes.

<b>Management response – Accepted:</b>	<b>Responsibility</b>	<b>Target date</b>
<p>Sport Canada will develop an assessment tool and undertake a review of the Own the Podium initiative. The assessment tool will be developed with input from OTP and other high performance sport stakeholders. The tool will assess the achievements of the objectives by targeted sports/athletes; the progress of targeted vs non-targeted sports/disciplines; and any unintended impacts of targeting. te.</p>	<p>Lead: Sport Excellence Division and Sport Development Division</p>	<p>Assessment tool completed – Dec. 2011</p> <p>Review completed – March 2013</p>

**Recommendation 4:** It is recommended that Sport Canada compile, on an annual basis, participation-related information submitted by provinces and territories as part of their bilateral agreements. This would provide an assessment of the overall impact of the bilateral agreements, identify best practices and lessons learned, and facilitate information sharing

between provinces and territories. Provinces and territories should be encouraged to use a common reporting format that reports at their jurisdictional level (rather than on a project basis only) and that could be rolled up to provide national results. The qualitative and quantitative data would be stored in a database for the Federal-Provincial/Territorial bilateral agreements. Sport Canada should also update its logic model and performance measurement framework to incorporate the activities, outputs, and outcomes related to the bilateral agreements.

<b>Management response – Accepted</b>	<b>Responsibility</b>	<b>Target date</b>
Sport Canada recognizes the benefit of collecting compatible and comparable data and its contribution to reporting. Sport Canada will continue to work with the provincial and territorial governments to adopt some common reporting approaches that can contribute to system-wide level reporting.	Lead: Sport Development Division and Policy and Planning Division	2013-14
Sport Canada will review its participation strategy and logic model following the adoption of the new Canadian Sport Policy.	Lead: Policy and Planning Division	2013
The expected results of the F-P/T bilateral initiative will be included in the Logic Model of the Sport Canada Participation Strategy.	Lead: Sport Development Division and Policy and Planning Division	2013

## 5.4 Hosting Program

**Recommendation 5:** It is recommended that, on an annual basis, the Hosting Program summarizes the data collected on social and economic impacts arising from major sport events supported in the previous fiscal year. This would provide evidence on the indirect benefits of hosting sport events in Canada.

<b>Management response – Accepted</b>	<b>Responsibility</b>	<b>Target date</b>
Sport Canada will review its performance indicators and data collection mechanisms for the Hosting Program objective related to indirect economic, social, cultural and community benefits of hosting sport events. Through this process, Sport Canada will identify best practices for collecting and reporting on these benefits. Sport Canada will collect and summarize,	Lead: Hosting Program Division	June 2013

annually, the data available from recipient organisations on the social and economic impacts of supported major sport events.		
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**Recommendation 6:** It is recommended that the Hosting Program develop an approach with National Sport Organizations/Multisport Service Organizations to coordinate bids for events—most particularly, the International Major Multi-Sport Games component that typically requires large financial commitments. This would serve to ensure efficient use of Hosting Program resources, a coordinated approach to hosting, strategic planning for legacy facilities, and that legacy plans are implemented.

Management response – Accepted	Responsibility	Target date
The need for a framework for a proactive and strategic approach to bidding for and hosting international sport events, based on sport plans and with a 10-25 year horizon, has been identified by the HP. Towards this end, the HP staff has been collecting Hosting Plans from National Sport Organisations. The HP staff meet periodically with MSOs to consider strategic bids for Canada. For instance, HP staff will be meeting with Games franchise holders to discuss bidding for 2022 events.	Lead: Hosting Program Division	Ongoing
As part of a bigger project, HP has begun work with the department to develop an on-line system for sport hosting purposes. This work will be prioritised along with other Hosting Program and departmental business and resource availability.		March 2012
		March 2015

### 5.5 International Sport Directorate’s Main Areas of Action

**Recommendation 7:** It is recommended that Sport Canada better define Sport Support Program’s and International Sport Directorate’s role and objectives with respect to international sport, particularly with regard to sport as a tool in international social development. Sport Canada should provide greater definition to the expected outcome regarding the advancement of Canadian interests, values, and ethics in sport, both at home and abroad, particularly with regard to the scope of Canadian interests and values. This would assist in clarifying the placement of the International Sport Directorate within Sport Canada, and how their activities support the strategic outcome that Canadians participate and excel in sport. It would also assist to allocate resources strategically to achieve the expected outcomes at a measurable level. Sport Canada should also update its logic model and performance measurement strategy to incorporate the activities, outputs, and outcomes related to the International Sport Directorate.

<b>Management response – Accepted</b>	<b>Responsibility</b>	<b>Target date</b>
<p>he ISD function has been incorporated into the Sport Canada structure. Activities related to bilateral cooperation and Sport for Development have been integrated into a new Sport Development Division, and the international work in drug free sport has been integrated into a new Ethics and Anti-doping Unit.</p>	Executive Committee	Completed
<p>ISD outcomes and indicators have been included in the Sport Canada Performance Measurement Strategy, which forms part of the Performance Measurement, Evaluation and Risk Strategy.</p>	Lead: Policy and Planning Division and Sport Development Division	Underway

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## Appendix B - Evaluation Matrix

Evaluation Matrix for Summative Evaluation of the Sport Funding Programs at Canadian Heritage			
ISSUE - Question	Indicator	Data source	Method
<b>A) RELEVANCE</b>			
<b>A.1. Continued need for the programs</b>			
A1.1 To what extent do Canadians consider participation and excelling in sports as important?	<ul style="list-style-type: none"> <li>▶ # of Canadians participating in sport activities – demographic and time trends</li> <li>▶ Canadians' perceptions of the importance of sports</li> <li>▶ Opinions of SC management, F-P/T partners, NSOs/MSOs/CSCs</li> </ul>	<ul style="list-style-type: none"> <li>▶ Annual reports from bilateral agreements/special projects reports (SSP)</li> <li>▶ Surveys on Canadian attitudes and participations in sports</li> <li>▶ SC management, F-P/T partners, NSOs/MSOs/CSCs</li> </ul>	<ul style="list-style-type: none"> <li>▶ Document review</li> <li>▶ Secondary data review</li> <li>▶ Key Informant interviews</li> </ul>
A1.2 To what extent is federal support needed to achieve participation and excellence in sports?	<ul style="list-style-type: none"> <li>▶ Historical sport program funding from non-federal funds</li> <li>▶ US/Australian (and other) models of sport funding</li> <li>▶ Proportion of overall funding from federal sources.</li> <li>▶ Opinions of SC management, F-P/T partners, NSOs/MSOs/CSCs</li> </ul>	<ul style="list-style-type: none"> <li>▶ Federal/Provincial/Territorial budgets and public accounts</li> <li>▶ Amount of private funding to sports</li> <li>▶ SC management, F-P/T partners, NSOs/MSOs/CSCs</li> </ul>	<ul style="list-style-type: none"> <li>▶ Secondary data review</li> <li>▶ Key informant interviews</li> </ul>
<b>A.2 Consistency with Federal Roles and Responsibilities</b>			
A.2.1 How does provision of federal funds to sports programs, especially for participation and excellence, align with federal policies and priorities?	<ul style="list-style-type: none"> <li>▶ Type of role played by P/T and local governments, non-governmental organizations and the private sector in supporting participation and sports excellence.</li> <li>▶ Participation and sponsorship funding of events and programs</li> <li>▶ Opinions of SC and ISD management, F-P/T partners</li> </ul>	<ul style="list-style-type: none"> <li>▶ Bilateral agreements with P/T</li> <li>▶ Other forms of support by P/T</li> <li>▶ Records of contributions (or joint/matched funding) by private sector</li> <li>▶ CSP summative evaluation</li> <li>▶ SC and ISD management, and F-P/T partners</li> </ul>	<ul style="list-style-type: none"> <li>▶ Document review</li> <li>▶ Key informant interviews</li> </ul>
<b>A.3 Alignment with Government priorities (federal government and PCH strategic outcomes)</b>			
A.3.1 To what extent are the mandates and goals of each funding program and the ISD main areas of action consistent with federal policies and priorities, and specifically with Canadian Heritage's CSP and strategic outcomes?	<ul style="list-style-type: none"> <li>▶ Alignment of programs' and ISD goals with government/ departmental goals, the CSP, PCH strategic outcomes</li> <li>▶ Opinions of SC and ISD management, NSOs/MSOs/CSCs, F-P/T partners</li> </ul>	<ul style="list-style-type: none"> <li>▶ SSP, AAP and HP reports</li> <li>▶ CSP summative evaluation</li> <li>▶ Relevant SC T&amp;Cs</li> <li>▶ TBS documentation on programs (e.g., Ts &amp; Cs), RPP, and PCH annual reports</li> <li>▶ F-P/T partners' agreements</li> <li>▶ SC and ISD management and NSOs/MSOs/CSCs</li> <li>▶ F/P/T partners</li> </ul>	<ul style="list-style-type: none"> <li>▶ Document review</li> <li>▶ Key informant interviews</li> </ul>

Evaluation Matrix for Summative Evaluation of the Sport Funding Programs at Canadian Heritage			
ISSUE - Question	Indicator	Data source	Method
<b>B) PERFORMANCE</b>			
<b>B.1 Achievement of Expected Outcomes</b>			
B.1.1 To what extent do Canadian athletes, coaches and officials have opportunities to participate at events funded in Canada?	<ul style="list-style-type: none"> <li>▶ # of competition opportunities for Canadian athletes, coaches and officials at funded events</li> <li>▶ # of athletes from under-represented groups participating at events funded by Sport Canada, by gender</li> <li>▶ Opinions of athletes, coaches and sport organizations' management</li> </ul>	<ul style="list-style-type: none"> <li>▶ HP (internal documents)</li> <li>▶ SC databases</li>   <li>▶ Athletes, coaches and SO management</li> <li>▶ Status of the High Performance Athlete Survey (SAS)</li> </ul>	<ul style="list-style-type: none"> <li>▶ Document review</li> <li>▶ Database/other information systems review</li> <li>▶ Key informant interviews</li> <li>▶ Secondary research</li> <li>▶ Case studies (NSOs)</li> </ul>
<p>B.1.2 To what extent are high performance athletes and their coaches satisfied with the support provided to athletes, specifically do they:</p> <ul style="list-style-type: none"> <li>▶ Have adequate financial resources to assist with training, competing and pursuing future career development?</li> <li>▶ Have access to quality coaches, programs and services?</li> </ul>	<ul style="list-style-type: none"> <li>▶ Athletes' level of satisfaction with the financial resources available from SC/AAP by gender, age, and income.</li> <li>▶ # of currently and formerly carded athletes using tuition grants (incl. deferred tuition)</li> <li>▶ Athletes participation in academics</li> <li>▶ Opinions of SC management, NSOs, MSOs, CSCs</li>   <li>▶ Athletes' and coaches' satisfaction with programs and services.</li> <li>▶ Programs' reporting on programs and services to athletes and coaches.</li> <li>▶ Opinions of SC management, NSOs, MSOs, CSCs</li> <li>▶ Percent of NSOs partially or fully meeting Sport Canada's high performance accountability standards</li> </ul>	<ul style="list-style-type: none"> <li>▶ Status of the High Performance Athlete Survey (SAS)</li> <li>▶ Athletes' opinion and self-reported satisfaction with financial support</li> <li>▶ B2Ten athletes, if feasible</li> <li>▶ AAP internal documents</li> <li>▶ NSOs, MSOs, CSCs reports.</li> <li>▶ SC database on NSOs, MSOs, CSCs.</li> <li>▶ AAPMIS</li> <li>▶ SC management, NSOs, MSOs, CSCs, coaches</li> <li>▶ Sport Canada accountability standards data</li> </ul>	<ul style="list-style-type: none"> <li>▶ Secondary research</li> <li>▶ Key informant Interviews</li> <li>▶ Document review</li> <li>▶ Database/other information systems review</li> <li>▶ Case studies</li> </ul>

Evaluation Matrix for Summative Evaluation of the Sport Funding Programs at Canadian Heritage			
ISSUE - Question	Indicator	Data source	Method
<p>B.1.3 To what extent does the Sport Support Program contribute to quality sport programs and services to be accessed by Canadians? Specifically, have NSOs/MSOs/CSCs supported the increase in sport capacity, especially with respect to:</p> <ul style="list-style-type: none"> <li>▶ developing a system of supporting certified and trained coaches who pursue coaching full-time?</li> <li>▶ delivering training to coaches?</li>   <li>▶ increasing quality of programming in the CSCs required by targeted sports?</li>   <li>▶ developing and implementing long-term athlete development models (LTAD/CS4L)?</li>   <li>▶ increasingly meeting all national standards</li> </ul>	<ul style="list-style-type: none"> <li>▶ # of trained coaches, by sport and gender over time</li> <li>▶ # of paid full-time and part-time certified and trained coaches (by sport and gender) over time</li> <li>▶ # and type of recruitment and training offered to coaches (by NSOs, MSO, CSCs)</li> <li>▶ Opinions of SC, NSO and MSO management, coaches and athletes</li> <li>▶ Percent of NSOs partially or fully meeting Sport Canada's coaching education accountability standards</li>   <li>▶ Programming at CSCs</li> <li>▶ Plans for specialization among CSCs</li> <li>▶ Evidence of participation of NSOs/MSOs in the planning process for CSCs</li> <li>▶ Opinions of SO/CSC management and athletes</li> <li>▶ Evidence that LTAD is integrated into NSO/MSO programming</li> <li>▶ # of NSOs that have developed sport-specific LTADs and # who have begun implementation</li> <li>▶ Evidence of expertise retained by NSOs/MSOs to support athlete development</li> <li>▶ Percent of organizations partially or fully meeting all of Sport Canada's accountability standards, as applicable</li> </ul>	<ul style="list-style-type: none"> <li>▶ SC, NSO and MSO management, coaches and athletes</li> <li>▶ Status of the High Performance Athlete Survey (SAS)</li> <li>▶ SFAF and CAC databases</li> <li>▶ F-PT bilateral agreements reports</li> <li>▶ Sport Canada accountability standards data</li>   <li>▶ NSOs/CSCs reports</li> <li>▶ SSP, AAP and HP annual reports, organizational and planning documents, and funding applications</li> <li>▶ NSO/MSO/CSC management</li> <li>▶ Status of the High Performance Athlete Survey (SAS)</li> <li>▶ SOs reports and plans</li> <li>▶ Coaches, SO and SC management</li> <li>▶ Survey of LTAD experts</li> <li>▶ Sport Canada accountability standards data</li>   <li>▶ Sport Canada accountability standards data</li> </ul>	<ul style="list-style-type: none"> <li>▶ Key informant interviews</li> <li>▶ Secondary research</li> <li>▶ Database review</li> <li>▶ Document review</li> <li>▶ Case studies (NSOs)</li>   <li>▶ Document review</li> <li>▶ Key informant interviews</li> <li>▶ Secondary research</li> <li>▶ Case studies (NSOs)</li>   <li>▶ Document review</li> <li>▶ Key informant interviews</li> <li>▶ Secondary research</li> <li>▶ Database review</li> <li>▶ Case studies (NSOs)</li>   <li>▶ Database review</li> </ul>
<p>B.1.4 To what extent have targeted sports and athletes maintained/exceeded performance in domestic and international competitions, especially in Olympic/Paralympic Games (Winter 2006 and 2010, and Summer 2004 and 2008)?</p>	<ul style="list-style-type: none"> <li>▶ Changes in world rankings (1998-2010)</li> <li>▶ Performance of targeted sports in competitions, by gender</li> <li>▶ Overall standings in targeted sports relative to historical norms</li> <li>▶ Results at 2010 Olympic and Paralympic Games in relation to the performance goals for sports at these events</li> </ul>	<ul style="list-style-type: none"> <li>▶ World Ranking Index - results of international events (1998-2010) for all athletes and all sports Games</li> <li>▶ Medals and top 8 successes of Canadians relative to other countries</li> <li>▶ 2010 Winter Games summative evaluation</li>   <li>▶ Senior PCH and federal government</li> </ul>	<ul style="list-style-type: none"> <li>▶ Database/other information systems review</li> <li>▶ Secondary research</li> <li>▶ Document review</li>   <li>▶ Key informant interviews</li> <li>▶ Case studies (NSOs)</li> </ul>

Evaluation Matrix for Summative Evaluation of the Sport Funding Programs at Canadian Heritage			
ISSUE - Question	Indicator	Data source	Method
	<ul style="list-style-type: none"> <li>▶ Opinions of athletes and lead coaches, senior PCH and federal government officials</li> <li>▶</li> </ul>	<ul style="list-style-type: none"> <li>officials, athletes and coaches (including OTP)</li> <li>▶ NSOs, MSOs, CSCs and SC management</li> <li>▶ Status of the High Performance Athlete Survey (SAS)</li> </ul>	
B.1.5 How has support from other orders of government and the private sector to initiatives similar to those funded through the sport programs influenced the four CSP goals (enhanced participation, excellence, interaction, and capacity)? Is there an observable relation between non-federal support to sport and participation and excellence?	<ul style="list-style-type: none"> <li>▶ Level of collateral support by P/T governments and private sector by type of organization</li> <li>▶ Level of participation and successes achieved compared to sports funding by P/T governments.</li> <li>▶ Opinions of athletes, coaches, SC management, NSOs, MSOs, CSCs and P/T partners)</li> </ul>	<ul style="list-style-type: none"> <li>▶ SFAF reports/analysis</li> <li>▶ Status of the High Performance Athlete Survey (SAS)</li> <li>▶ P/T budgets</li> <li>▶ Participation, athlete tracking records</li> <li>▶ Experts (coaches), athletes, SC, ISD and SO management, and P/T partners</li> </ul>	<ul style="list-style-type: none"> <li>▶ Document review</li> <li>▶ Secondary research</li> <li>▶ Key informant interviews</li> <li>▶ Case studies (NSOs)</li> </ul>
B.1.6 To what extent has Canada been successful in bidding for the right to host the targeted number of domestic and international competitions? To what extent are hosting projects consistent with the Hosting Program Strategic Framework?	<ul style="list-style-type: none"> <li>▶ # and nature of events</li> <li>▶ # bids submitted and % of successful bids</li> <li>▶ Opinions of SC management</li> </ul>	<ul style="list-style-type: none"> <li>▶ HP annual reports</li> <li>▶ PCH annual reports/evaluations</li> <li>▶ 2010 Winter Games summative evaluation</li> <li>▶ SC management</li> </ul>	<ul style="list-style-type: none"> <li>▶ Document review</li> <li>▶ Key informant interviews</li> </ul>
B.1.7 What evidence is there that sport programs have increased opportunities for Canadians to participate in sport? And to what extent are Canadians participating in available opportunities (particularly with respect to gender, Aboriginal peoples, official languages, and people with disabilities)?	<ul style="list-style-type: none"> <li>▶ # of Canadians participating in sport through sport organizations' special projects and agreements by type of involvement, demographics and sport</li> <li>▶ % of increase/decrease per year, by type of involvement, demographics and sport</li> <li>▶ Nature and diversity of participation by sport</li> <li>▶ Opinions of SC, NSO, MSOs, and P/T governments</li> <li>▶ OL data for athletes</li> <li>▶ Percent of NSOs partially or fully meeting Sport Canada's participation and access related accountability standards</li> </ul>	<ul style="list-style-type: none"> <li>▶ Annual reports from bilateral agreements/special projects reports (SSP)</li> <li>▶ Major Games reports</li> <li>▶ NSOs/MSOs/CSCs annual reports</li> <li>▶ CFLRI surveys</li> <li>▶ Statistics Canada, General Social Survey</li> <li>▶ OL data for athletes - Excellence Division</li> <li>▶ Sport Canada accountability standards data</li> </ul>	<ul style="list-style-type: none"> <li>▶ Document review</li> <li>▶ Secondary research</li> <li>▶ Database review</li> </ul>
B.1.8 To what extent has the	▶ # and range of research results arising	▶ SSHRC applications funded	▶ Document review

Evaluation Matrix for Summative Evaluation of the Sport Funding Programs at Canadian Heritage			
ISSUE - Question	Indicator	Data source	Method
Canadian sport system been able to support an increase in the body of knowledge regarding sport policy, sport science and sport science research through SSP?	<ul style="list-style-type: none"> <li>▶ from SSP funding bodies.</li> <li>▶ Applications of research and related opinions from identified stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>▶ Annual SC research conference proceedings</li> <li>▶ Sport Canada Research Initiative stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>▶ Key Informant interviews</li> <li>▶ Case studies of research projects funded</li> </ul>
B.1.9 What evidence is there that NSOs have developed sustained pools of emerging talent in the form of athletes actively engaged in high performance sport?	<ul style="list-style-type: none"> <li>▶ Ratio of carded athletes advancing to a higher card level</li> <li>▶ Opinions of SC and SO management, Coaches and athletes</li> <li>▶ Athletes' satisfaction through self-reporting</li> <li>▶ Percent of NSOs partially or fully meeting Sport Canada's high performance programs accountability standard</li> </ul>	<ul style="list-style-type: none"> <li>▶ AAPMIS</li> <li>▶ 2010 Winter Games summative evaluation</li> <li>▶ Athletes, coaches (OTP, NSO/MSO/CSC) and SC management</li> <li>▶ Status of the High Performance Athlete Survey (SAS)</li> <li>▶ Sport Canada accountability standards data</li> </ul>	<ul style="list-style-type: none"> <li>▶ Database/other information systems review and extracts</li> <li>▶ Key informant interviews</li> <li>▶ Document review/secondary research</li> <li>▶ Case studies (NSOs)</li> </ul>
B.1.10 To what extent has Sport Canada successfully engaged provincial-territorial-local governments in the pursuit of the four goals of the CSP through the F-P/T bilateral agreements?	<ul style="list-style-type: none"> <li>▶ Evidence of informal and formal agreements</li> <li>▶ Amount of leveraged non-federal funding in F-P/T bilateral agreements</li> <li>▶ Changes in F-P/T priorities for collaborative action as reflected in P/T policies/programs to support sport results attributable to SC influence</li> <li>▶ Opinions of SC management and P/T governments</li> </ul>	<ul style="list-style-type: none"> <li>▶ Bi-lateral agreements, minutes of F-P/T meetings, reports and expenditures analysis of P/T support for excellence in sport</li> <li>▶ CSP summative evaluation</li> <li>▶ SC and host society management, and P/T governments</li> </ul>	<ul style="list-style-type: none"> <li>▶ Document review</li> <li>▶ Key informant interviews</li> <li>▶ Case studies (NSOs)</li> </ul>
B.1.11 What evidence is there that the sport system (including Canadian hosted events and ISD main areas of action) contribute toward advancing Canadian values and ethics domestically and internationally?	<ul style="list-style-type: none"> <li>▶ Canadian pride related to hosting the 2010 Winter Games and other sporting events</li> <li>▶ Media coverage of hosted events</li> <li>▶ Opinions of PCH/SC/ISD management and P/T bilateral agreement partners</li> <li>▶ # and type of international sport agreements on targeted activities pursued with key countries</li> <li>▶ % of targeted activities achieved</li> </ul>	<ul style="list-style-type: none"> <li>▶ Reports on FIFA, NAIG and other hosted events</li> <li>▶ Media summaries from 2006, 2008 and 2010 Olympics, international sporting events</li> <li>▶ Public Opinion Research (2007 – 2010 surveys for 2010 Games)</li> <li>▶ 2010 Winter Games summative evaluation</li> <li>▶ IOC Olympic Games Impact study (fall 2010)</li> <li>▶ Coverage of 2010 Olympics in the media (TV, Internet, print)</li> <li>▶ PCH/SC/ISD management, and P/T partners</li> <li>▶ International agreements on bilateral</li> </ul>	<ul style="list-style-type: none"> <li>▶ Document review</li> <li>▶ Secondary research</li> <li>▶ Key informant interviews</li> </ul>

<b>Evaluation Matrix for Summative Evaluation of the Sport Funding Programs at Canadian Heritage</b>			
<b>ISSUE - Question</b>	<b>Indicator</b>	<b>Data source</b>	<b>Method</b>
	within key countries	relations and cooperation in sport <ul style="list-style-type: none"> <li>▶ P/T reports on participation and high performance sport activities</li> <li>▶ Reports on ISD main areas of action</li> </ul>	
B.1.12 What evidence is there that the funded programs have taken positive measures to ensure that Sport Canada contributes to Canada's commitment to official languages (as outlined in sections 41 (1.a) and (2) of the Official Languages Act)?	<ul style="list-style-type: none"> <li>▶ Level of satisfaction of key participants in the sport system</li> <li>▶ Level of satisfaction by OLMCs</li> <li>▶ Level of compliance with Article 41 of the Official Languages Act as established in contribution agreements</li> <li>▶ % of sport organizations that have partially or fully met Sport Canada's Official Languages accountability standards</li> <li>▶ OL data for athletes and coaches</li> </ul>	<ul style="list-style-type: none"> <li>▶ NSOs, MSOs, CSCs and host societies administrative files</li> <li>▶ SC and ISD management, and athletes</li> <li>▶ Status of the High Performance Athlete Survey (SAS)</li> <li>▶ Evaluations of hosting policy and hosted events</li> <li>▶ Contribution agreements</li> <li>▶ Sport Canada NSO accountability standards report (Sport Support Division)</li> <li>▶ OL data for athletes - Excellence Division; OL data for coaches - Sport Support Division</li> </ul>	<ul style="list-style-type: none"> <li>▶ Document review</li> <li>▶ Key informant interviews</li> <li>▶ Secondary research</li> <li>▶ Database review</li> <li>▶ Case studies</li> </ul>
<b>B.2) Efficiency and Economy</b>			
B.2.1 What evidence is there that plans have been implemented to preserve the legacies created by program investments in people and facilities for ongoing support to the excellence, participation and capacity goals of the CSP?	<ul style="list-style-type: none"> <li>▶ Plans for legacies</li> <li>▶ Enumeration of signatories to the legacy plans</li> <li>▶ Level of non-federal funding and involvement in legacies (funding)</li> <li>▶ State and level of use of legacies (current and planned)</li> <li>▶ Opinions of SC management and NSO/MSO/CSC</li> </ul>	<ul style="list-style-type: none"> <li>▶ MOUs, trust funds documents, leveraged funding (SSP/HP)</li> <li>▶ 2010 Games Evaluation</li> <li>▶ SC management and NSO/MSO/CSCs</li> </ul>	<ul style="list-style-type: none"> <li>▶ Document review</li> <li>▶ Key informant interviews</li> <li>▶ Case studies (NSOs)</li> </ul>
B.2.2 What evidence exists on whether the programs are managed efficiently, with clear internal communication, have the capacity to manage unforeseen events, and do sound planning of resource allocation? <ul style="list-style-type: none"> <li>▶ What internal management changes would improve program planning and delivery?</li> <li>▶ How effective has the ISD contribution been to the goals of the SSP? Should it remain</li> </ul>	<ul style="list-style-type: none"> <li>▶ Timing of application receipt and funds disbursement</li> <li>▶ Opinions of NSOs/MSOs/CSCs/ P-T/host societies and other grant/contribution stakeholders</li> <li>▶ Management (SC/ISD) opinions</li> </ul>	<ul style="list-style-type: none"> <li>▶ Review of applications/award and agreement signing</li> <li>▶ SSP/HP/ISD reports</li> <li>▶ NSOs, MSOs, CSCs, P/Ts, host societies, other grant/contribution holders and management</li> <li>▶ CSP summative evaluation</li> <li>▶ SC/ISD managers</li> </ul>	<ul style="list-style-type: none"> <li>▶ Document review</li> <li>▶ Key informant interviews</li> <li>▶</li> </ul>

Evaluation Matrix for Summative Evaluation of the Sport Funding Programs at Canadian Heritage			
ISSUE - Question	Indicator	Data source	Method
within the SSP or should other options be considered?			
.2.3 What resources have been allocated to maximize excellence and participation? <ul style="list-style-type: none"> <li>▶ Specifically, to what extent have the following been successful (1) the SFAF and the OTP in targeting funds to sports with a higher probability of success, and (2) the SFAF and Sport Participation Development initiative in providing funds to sports/organizations with a higher probability of increasing participation</li> <li>▶ What evidence exists on whether the results in those sports have validated these investments?</li> </ul>	<ul style="list-style-type: none"> <li>▶ Cost per program</li> <li>▶ Alignment of outcomes with investment/funding decisions</li> <li>▶ Results of audits</li> <li>▶ Opinions of SC management, OTP, coaches, NSOs/MSOs</li> <li>▶ SFAF and OTP reports</li> </ul>	<ul style="list-style-type: none"> <li>▶ Program reporting</li> <li>▶ SC management and OTP</li> <li>▶ Coaches, NSO/MSO/CSCs</li> </ul>	<ul style="list-style-type: none"> <li>▶ Document review</li> <li>▶ Key informant interviews</li> <li>▶ Case studies (NSOs)</li> </ul>
B.2.4 What were the unintended social and economic outcomes of the sport funding programs and ISD main areas of action, if any?	<ul style="list-style-type: none"> <li>▶ Estimates of direct and indirect social and economic benefits of hosting sport events</li> <li>▶ Distribution of social and economic benefits locally, regionally and nationally</li> <li>▶ Opinions of SC management, MSOs/NSOs/CSCs and others</li> </ul>	<ul style="list-style-type: none"> <li>▶ Sport Tourism Economic Assessment (STEAM) model</li> <li>▶ Reports from events' hosts and sponsors</li> <li>▶ SC management and MSOs/NSOs/CSCs and P/T government representatives, coaches</li> </ul>	<ul style="list-style-type: none"> <li>▶ Document review</li> <li>▶ Key informant interviews</li> <li>▶ Case studies (NSOs)</li> </ul>
B.2.5 Do the programs duplicate or overlap with other programs or initiatives delivered by other stakeholders? Specifically, to what extent do the investments and programming of the federal and provincial/territorial governments align and complement each other to support the goals of excellence and participation?	<ul style="list-style-type: none"> <li>▶ Areas of duplication/overlap</li> <li>▶ Opinions of SC management, NSOs/MSOs/CSCs and P/T sports organizations, P/T government reps.</li> <li>▶ P/T government reports.</li> </ul>	<ul style="list-style-type: none"> <li>▶ SC management, NSOs, MSOs, CSCs, P/T government representatives</li> <li>▶ P/T government reports.</li> </ul>	<ul style="list-style-type: none"> <li>▶ Key informant interviews</li> <li>▶ Document review</li> </ul>

# Appendix C - Key Informant / Case Study List

<b>Key Informant List</b>
<b>National Sport Organizations</b>
Alpine Canada Alpin
Athletics Canada
Badminton Canada
Baseball Canada
Biathlon Canada
Bobsleigh and Luge Skelton
Bowling Federation of Canada
Canadian Amateur Boxing Association
Canadian Amateur Diving Association
Canadian Amateur Softball Association
Canadian Blind Sports Association (Goalball)
Canadian Canoe Association
Canadian Cycling Association
Canadian Fencing Federation
Canadian Freestyle Ski Association
Canadian Hockey Association
Canadian Lacrosse Association
Canadian Rugby Union
Canadian Snowboard Federation
Canadian Wheelchair Sports Association (Wheelchair Rugby and Powerlifting)
Canadian Yachting Association
Equine Canada Hippique
Football Canada
Gymnastics Canada Gymnastique
Judo Canada
Racquetball Canada
Ringette Canada
Royal Canadian Golf Association
Shooting Federation of Canada
Skate Canada
Speed Skating Canada
Swimming Natation Canada
Synchro Canada
Table Tennis Canada Tennis de table
Tennis Canada
Triathlon Canada
Volleyball Canada
Water Polo Canada
<b>Multisport Service Organizations</b>
Aboriginal Sport Circle
ATHLETESCAN
Canada Games Council
Canadian Association for the Advancement of Women and Sport and Physical Activity
Canadian Centre for Ethics in Sport
Canadian Colleges Athletic Association
Canadian Olympic Committee
Canadian Paralympic Committee
Coaches of Canada
Coaching Association of Canada
Commonwealth Games Canada
Special Olympics Canada
Sport Dispute Resolution Centre of Canada
<b>Canadian Sport Centers</b>

<b>Key Informant List</b>	
Canadian Sport Centre - Atlantic	
Canadian Sport Centre - Calgary	
Canadian Sport Centre - Manitoba	
Canadian Sport Centre – Ontario	
Canadian Sport Centre - Pacific	
Canadian Sport Centre - Saskatchewan	
Centre National Multisport - Montréal	
<b>Other stakeholders/beneficiaries</b>	
Canadian Tire Jumpstart Charities	
ParticipAction	
Physical and Health Education Canada	
Sport Information Resource Centre	
Sports Officials Canada	
<b>Experts</b>	
Own the Podium	
Pacific Institute for Sport Excellence	
Organisports	
Sport and Recreation Branch Department of Wellness, Culture and Sport	
Daniel Arbour et associés (DAA) Inc.	
Halifax 2011 Canada Games Host Society	
Sport Scientist whose current organization not given	
Sport expert involved with NSOs for many years – current organization not given	
<b>International Sport Directorate stakeholders</b>	
World Anti-Doping Agency	
Right to Play	
Institut national de formation des entraîneurs (INFE)	
Conférence des ministres de la jeunesse et des sports (CONFÉJES)	
<b>Provincial and territorial representatives</b>	
Sport and Recreation Branch – Yukon	
Sport and Recreation Programs – Northwest Territories	
Sport Nunavut – Nunavut	
Sport and Recreation Branch – British Columbia	
Sport Development Branch – Alberta	
Culture and Sport – Saskatchewan	
Tourism and Sport Secretariat – Manitoba	
Sport and Recreation Branch – Ontario	
Direction du sport et de l'activité physique – Québec	
Sport and Recreation – New Brunswick	
Sport and Infrastructure – Nova Scotia	
Sport and Recreation Department – Prince Edward Island	
Recreation and Sport Development – Newfoundland and Labrador	
<b>Canadian Heritage – International Sport Directorate</b>	
<b>Name</b>	<b>Position</b>
Joe Van Ryn	A/Director
<b>Canadian Heritage – Sport Canada</b>	
Dan Smith	Executive Director - Sport Canada- Policy and Planning
Elaine Harvey	Director - Sport Canada- Major Games and Hosting
Roger Ouellette	Director - Sport Canada-Sport Support Organization
Lane MacAdam	Director - Sport Canada- Excellence
Dennis Blinn	Manager - Sport Canada-Hosting
Guy Delorme	Manager - Sport Canada-Canada Games
Judy Rash	Manager - Sport Canada-Sport Organization
Wallen Chang-Hong	Manager - Sport Canada-Multisport Sport Organization and Participation

<b>Key Informant List</b>	
Angela Dawson	Manager - Sport Canada- Sport Organization
Bob Price	Manager - Sport Canada- Athlete Assistance Program
Francis Drouin	Manager - Sport Canada-High Performance

<b>Case Study List</b>
<b>National Sport Organizations interviewed for case studies</b>
Canadian Curling Association
Canadian Soccer Association
Cross Country Canada
Rowing Canada Aviron
Water Ski and Wakeboard Canada
Canadian Wheelchair Basketball Association