

## **Towards a Renewed Canadian Sport Policy Discussion Paper**

*October 28, 2011*

The notion of a pan-Canadian policy for sport was conceived in 2000 as a means to redress the gaps that had developed in the athlete development system throughout the 1990s, as the result of reductions in public funding for sport, and to coordinate the actions of governments and non-government organizations throughout Canada in their efforts to promote sport. Two years in the making, the Canadian Sport Policy (CSP) was endorsed by the federal and provincial/territorial governments in 2002. It reflects the interests and concerns of 14 government jurisdictions, the Canadian sport community, and the countless other organizations and agencies that influence and benefit from sport in Canada, while recognizing the respective roles and responsibilities of the federal and provincial/territorial governments as described in the National Recreation Statement.

To facilitate an orderly transition from the current CSP to its successor post-2012, governments committed in 2009 to carry out a process to review the progress achieved under the CSP, to determine the interest and merit in proceeding with a successor policy in 2012, and to undertake the work necessary to develop a successor policy should Ministers of sport agree with such a recommendation. In February 2011, Ministers did agree to proceed with developing a successor policy to the CSP, as well as an accompanying joint action plan for federal and provincial/territorial governments, for their review at their next conference in 2012.

This paper has been prepared to serve as the basis of discussion at the Canadian Sport Policy (CSP) National Gathering scheduled to take place in Toronto, Ontario, on November 9-10, 2011. It presents the results of studies and consultations carried out by each government in 2010 and 2011 on the subject of a renewed CSP, and proposes a conceptual structure upon which to build the renewed CSP that would be expected to have a lifespan of 10 years beginning in 2012.

The paper is a product of a work group comprised of representatives of government and non-government organizations, working at the national and provincial/territorial levels of sport activity. The paper has been reviewed by officials of all federal-provincial/territorial governments prior to circulation.

A renewed CSP will be drafted following the National Gathering, guided by discussion at that event, and it is expected that a draft policy will be shared by each government in early 2012 with their respective sport community for its feedback. It is planned that the renewed policy be presented to Federal-Provincial/Territorial Ministers responsible for sport, physical activity and recreation for their approval at their next meeting which is scheduled for April 2012.

## **Contents**

1. *What Canadians have told us*
  - 1.1 *Review Stage 2010*
  - 1.2 *Consultations 2011*
    - 1.2.1 *Conference Board of Canada: Conclusions from Summary Report on Consultations*
    - 1.2.2 *Summary of Sport Canada Meetings with Targeted Populations*
    - 1.2.3 *Summary of Public Policy Forum's Report: Community Building through Sport*
2. *Setting the Stage for CSP 2.0*
  - 2.1 *Key Principles*
  - 2.2 *An Enhanced Approach – Recognizing Community Sport*
  - 2.3 *Sport Participation Map*
  - 2.4 *A Proposed Logic model*

### *Annexes*

1. *Canadian Sport Policy 1.0*
2. *CSP Renewal Process 2010-2012*
3. *Key Principles*
4. *Trends and Considerations*
5. *Key Resource documents*

## **1. What Canadians have told us**

### **1.1 CSP Review Stage 2010**

A summative evaluation of the CSP was conducted by The Sutcliffe Group over the period June 2009 to April 2010. The following conclusions are quoted from the Final Report (April 25, 2010) (pages 6-7 in the Executive Summary section) to provide a general sense of its findings:

- *The overall impact of the Policy on sport in Canada has been positive, but impacts on designated groups have been limited or uncertain.*
- *Unexpected positive impacts have included the infusion of funds from the bilateral agreements and new funding for high performance sport at the national level, but perhaps the most significant outcome of the Policy in terms of impact on the sport system in Canada is the development of the Canadian Sport for Life model.*

- *The Canadian Sport Policy remains relevant and is considered essential as a unifying force in the sport system in Canada.*
- *Considering data from all sources, it can be concluded that the last eight years of the Canadian Sport Policy have been largely a success.*
- *Based on evidence collected in this evaluation, the Canadian Sport Policy appears to have lost profile in governments' dealings with the sport sector.*
- *There is no question that a Sport Policy is needed in Canada. Whether it is the same Policy with minor tweaks or it is a new Policy with a different focus will depend in part on what emerges from a consultation.*

Each government also carried out focused consultations in the summer of 2010 seeking to validate the findings of the evaluation, determine the general interest in renewing the policy and, if so, what a new policy might look like. The conclusions from these consultations were reviewed in the CSP Renewal Workshop, held in Toronto on October 2010, by approximately fifty government officials and non-government sport community experts. Following is a listing of key themes from that report:

- *The CSP has made significant contributions to sport in Canada and it should be renewed.*
- *The renewed policy should build on the existing framework and address its design and implementation weaknesses.*
- *The renewed policy should continue to address a broad interpretation of sport.*
- *The renewed policy should have a stronger narrative to drive the relevance/ implementation at the community level.*
- *All four goals (Participation, Excellence, Capacity, Interaction) should be maintained but possibly re-defined and/or re-arranged.*
- *“Participation” should be better defined, and “Capacity” and “Interaction” should be more rigorously developed and supported.*
- *The role of “community-building” through sport as a potential goal requires more discussion.*
- *Broad and extensive consultations should be conducted as the basis for developing a new policy.*

## 1.2 Consultations 2011

### 1.2.1 Conference Board of Canada

*Analysis of Canadian Sport Policy Renewal: F-P/T Government Consultations and e-Survey Data*

*The Conference Board of Canada was contracted to analyze and synthesize the data collected from the consultations with the national and provincial/territorial jurisdictions as well as the e-survey conducted by SIRC. Following are the conclusions from the Conference Board's final report. The reader is encouraged to review the total report for a thorough analysis of the data.*

#### Summary

- The Conference Board of Canada assisted in developing a new Canadian Sport Policy by analyzing data that was collected April-August, 2011, from a series of 50+ consultation sessions and an e-survey.
- Seven major themes emerged from the analysis: Sport Participation; Sport Development; High Performance Sport; Capacity and Resources; Linkages, Partnerships and Collaborations; Community Building; and International Involvement.
- These themes cross-cut through the development, delivery and evaluation of sport policies and programs.
- Incorporating them, and associated issues, in the new Canadian Sport Policy will be important to the future of sport in Canada and its contribution to achieving broader economic and social goals.

Participants in the e-survey included 796 organizational respondents ('organizations') and 2,500 individual respondents ('individuals'). Participants in the 50+ consultations ('consultation participants') totalled well over 500. Collectively they are referred to in the analysis below as 'participants'.

The 15 core questions asked in the consultation sessions and e-survey touch on a variety of important themes and issues for sport in Canada. This concluding chapter highlights the major findings that emerged from responses to the 15 core questions.<sup>1</sup>

The themes presented below are all equally important in their impact on sport and related social and economic outcomes. It is important to note that they are often intertwined, with challenges and opportunities in one area affecting one or more of the other areas—a

<sup>1</sup> The detailed findings for each of these questions are discussed in chapters 2-16 within this report.

reflection of the reality that sport is a complex system with far reaching impacts. As a result, future policies, programs and initiatives will need to take a multi-faceted approach to ensure maximum reach and effectiveness.

## **Major Themes**

Analysis of the dialogue and responses from the consultation sessions and the e-survey reveals seven major themes, and associated issues. The state of Canada's sport systems and communities is substantially framed by these themes and issues. Not only do they point to areas of success and innovation already implemented, they also raise questions about current levels of support, coordination and collaboration within and among levels of sport organizations and individual sport communities. Because they cross-cut the development, delivery and evaluation of sport policies and programs, they are critical to the future success of sport in Canada and its contribution to achieving broader economic and social goals.

The seven major themes are:

- Theme 1 Sport Participation
- Theme 2 Sport Development
- Theme 3 High Performance Sport
- Theme 4 Capacity and Resources
- Theme 5 Linkages, Partnerships and Collaborations
- Theme 6 Community Building
- Theme 7 International Involvement

### **Theme 1 Sport Participation**

Several consultation and e-survey questions asked about sport participation issues, including the motivations for participating in sport, how to define a quality sport experience, and the values that should define sport. Responses shed light on what attracts people to participate in sports and on their expectations regarding their participation. The top reasons given by organizations for promoting participation in sport include: to promote healthy lifestyles; to increase the exposure of children and youth to sport; to foster participation for coaches, officials, administrators, and/or volunteers; to improve athlete performance (national/international level); to increase individual and family-based participation and to contribute to community building.

Overall, individuals most frequently cited fun, health and personal development as reasons for participating in sport. The factors that were said to best define a quality sport experience included fun; personal development; skill development; sport programming; and available resources. The top values that should define sport include: sportsmanship (i.e., respect, fair play and ethical behaviour); excellence; fun; commitment; personal development; inclusion and accessibility; and safety.

The biggest challenges affecting organizations' ability to promote and increase participation in sport are a lack of financial resources, insufficient facilities, and inadequate human resources. These same three issues were also identified by individuals as the primary barriers to a 'quality sport experience'. Consultation participants felt that some of these challenges could be addressed through partnerships, improved marketing efforts, changes to existing sport programs, and increased human resource and facilities capacity.

Additional questions asked about targeting under-represented populations to participate in sport and about participants' experience with accessing sport programs and services in Canada's official languages (English/French). The answers yield insights on inclusive and accessible sport experiences and the likelihood or ability of individuals to participate.

Most participants feel that efforts should be made to increase the participation of under-represented groups in sport, including: women and girls; children and youth; persons with a disability; Aboriginal Peoples; immigrants and visible minorities; and low income individuals. The reasons given for targeting under-represented groups to increase their participation in sport are: the health benefits of sport; community building outcomes; personal development; and to ensure accessibility. For example, a consultation session participant noted the importance of ensuring accessibility to sport programs and services and the "ability to participate regardless of income."<sup>2</sup>

While the majority of individual e-survey respondents indicated that they are able to access sport programs in English or French as desired, organizational responses varied, depending on their geographic location. Challenges faced by individuals in accessing programs in English or French as desired include: a lack of staff and volunteers who spoke in English or French; a lack of available programs in English or French; the inconvenient location of programs available in English or French; and the cost of these programs. Sport organizations stated that inadequate human resources and funding are barriers to offering more programs and services in both English and French.

## **Theme 2      Sport Development**

Athletes are at the core of the sport community. To reach their personal potential, athletes require assistance in the form of expertise, resources and programs, all working together in a cohesive, co-ordinated system. In order to fully support athletes in achieving their sporting goals, improvements in athlete identification; athlete 'pathway development'; funding availability; facility access; and coach recruitment are needed.

Effective and efficient sport systems are essential to enabling athletes to develop and reach their potential. However, participants note a need for better alignment of systems to improve efficiencies and effectiveness among the different levels of sport, from national

---

<sup>2</sup> Saskatchewan Consultation, Spring/Summer 2011.

to provincial/territorial to community. Better alignment within administrative functions and demands would help to streamline systems and avoid duplication while increasing organizations' ability to share valuable information with each other and with other stakeholders. Improved alignment of sport funding programs would lead to streamlined application systems and assist in decisions regarding 'community building' as a sport objective. Further, improved efficiencies in the development, use of, and location of resources and facilities would result from improved alignment of sport systems.

Sport organizations play a vital role in sport systems by acting as decision-making bodies. They also develop and deliver sport programs and services. The top priorities reported by sport organizations for promoting participation in sport are: community building; encouraging participation and a love of sport; increasing health outcomes; skill development; and recruiting high performance athletes.

In pursuing these priorities, sport organizations face a number of challenges, including limited capacity and resources (e.g., funding, time, personnel, skills, and facilities); individual sport cultures that may be too specialized; a high dependence on volunteers (who are declining in numbers); and a decreased emphasis on physical education in schools. In rural and/or remote communities, lack of transportation to sporting events and facilities as well as a general lack of participants are particularly challenging.

Potential solutions suggested for sport organizations to overcome the challenges mentioned above are: using innovative promotion and marketing efforts such as social media; promoting positive messages about sport, including lifestyle and health outcomes; establishing partnerships with levels of government, schools, community groups, business, etc.; and hosting more events to raise funds and profile/awareness.

According to participants, the Canadian Sport for Life (CS4L) program is another solution to overcoming barriers faced by sport organizations. The CS4L program is said to: provide a common language and clear pathways; bring alignment and cohesiveness to the sport system; facilitate changes that address sport priorities, needs and activities; raise awareness and promote sport; and facilitate program review and revitalization. A specific example of CS4L benefits was noted during a consultation session in Manitoba: the "major benefit to date is that it has helped some PSOs to start an age appropriate review of their programs and competitions, modify their rules and equipment for younger participants, and improve their coaching development resources."<sup>3</sup>

The major challenges of the CS4L initiative are: a lack of awareness, promotion and support for CS4L; difficulties in measuring its success and impacts, given that it is still a relatively new program; stakeholder resistance to change; and a lack of resources in some regions and communities to adapt and implement CS4L. For example, one consultation session participant observed that there is a "lack of resources at the provincial level for on-the-ground implementation [of CS4L]."<sup>4</sup>

---

<sup>3</sup> Manitoba Consultation, Spring/Summer 2011.

<sup>4</sup> Montreal Consultation (National Sport Organizations), Spring/Summer 2011.

### **Theme 3 High Performance Sport**

The question of how to prioritize efforts to develop high performance sport in Canada was raised in the consultation sessions and e-survey. According to participants, major priorities for high performance sport include: achieving “excellence” (i.e., high podium achievements, gold medals at major games, personal performance bests) and finding sources of sustainable funding and support. Participants agree that “success cannot come without funding. A long term commitment is needed to ensure success.”<sup>5</sup>

Improving coordination and communication between jurisdictions is another key priority for high performance sport, where “much greater coordination of funding and planning between key partners at both national and provincial levels is needed.”<sup>6</sup> Establishing clear definitions of “high performance” and “excellence” would help to improve communication efforts among jurisdictions. The ability to contribute to positive social outcomes (e.g., civic pride, nationalism, and active living) is another important priority for high performance sport.

Before high performance sport priorities can be addressed, a number of challenges must be met.

The top challenges for delivering high performance sport are: finding and keeping talented coaches and technical leadership and addressing the issue of limited organizational capacity. Difficulties in identifying, recruiting and developing athlete talent are additional key challenges for high performance sport, where athlete development pathways remain unclear.

### **Theme 4 Capacity and Resources**

Participants expressed concern about capacity and resource issues that affect sport development and delivery. Inadequate financial resources, human resources and facilities are seen to be limiting the ability of sport organizations to fully deliver sport programs and services. Most participants feel that their organizations do not have the human resource capacity to meet the demands of the next decade. The top human resource issues discussed include: strategic planning; funding; recruitment, retention and succession planning; skills and training; compensation/ recognition/rewards as well as working conditions and work-life balance.

Difficulties in finding and retaining qualified coaches were also noted by participants. Coaches, as the athlete’s partner in their pursuit of sport goals, share their technical expertise, their knowledge and experience with athletes. In order to fully support coaches in their careers, improvements in recruitment and retention; compensation; training and professional development opportunities; facility access; and level of respect are needed.

---

<sup>5</sup> Alberta Consultation (Schools Athletic Association), Spring/Summer 2011.

<sup>6</sup> Manitoba Consultation (Provincial Sport Organizations), Spring/Summer 2011.



Increasingly, volunteers are a vital lynchpin in the successful engagement of sport systems and delivery of sport programs. However, many sport organizations struggle to attract and retain sufficient numbers of skilled volunteers. In order to fully support volunteers in their efforts to assist with coaching, administering, and managing within sport organizations, improvements in their engagement, training, and recognition are needed.

Participants suggested several strategies to address capacity limitations. These include ideas for strategic planning, new funding models, recruitment and retention incentives, providing enhanced training opportunities, and improving working conditions. Participants also feel that resources and expertise could be gained by engaging in partnerships and collaborations with others. For example, “non-sport groups can often provide a source of volunteers for sporting activities and events. Working with these groups may also enable access to a needed facility or space, and can potentially increase membership by attracting participation from the non-sport group.”<sup>7</sup>

## **Theme 5      Linkages, Partnerships and Collaboration**

Linkages, partnerships and collaborations are currently being leveraged in many sport communities to solve a number of issues. Participants identified a number of benefits to building and supporting linkages, partnerships and collaborations within sport communities. One of the top benefits is a shared and improved understanding of goals and planning. As stated in one consultation session, improved linkages allow for “shared strategic planning [between PSOs and each sport’s NSO], as well as ongoing monitoring and evaluation processes, to attain mutual goals.”<sup>8</sup> Other top benefits are: increased capacity (i.e., more efficient systems and programs, more efficient use of resources including facilities, personnel, volunteers, etc.); coordinated leadership at all levels; and the opportunity to share best practices.

In developing and maintaining linkages, partnerships and collaborations, several issues must be addressed to ensure success. A key challenge is insufficient resources—particularly capacity, time, energy and funds. In addition, competing priorities among partners often create conflict. In other words, “discordance on vision, objectives and inflexibility”<sup>9</sup> hampered organizations’ and partners’ ability to work together. Similarly, “turf” protectionist attitudes and legal-jurisdiction conflicts create barriers to effective collaborations. Another key challenge is a general lack of awareness, not only of the benefits of collaborative efforts, but also of where to find potential partners and information on existing partnerships and linkage opportunities. Finally, resistance to change and the need to adapt in order to meet new challenges is also evident.

---

<sup>7</sup> Yukon Consultation, Spring/Summer 2011.

<sup>8</sup> Manitoba Consultation (Provincial Sport Organizations), Spring/Summer 2011.

<sup>9</sup> Vancouver Consultation (National Sport Organizations), Spring/Summer 2011.

## **Theme 6      Community Building**

Most organizations intentionally promote sport participation for community building purposes. This includes economic development, social cohesion, youth and leadership development, health promotion, and partnership building. Some organizations do not, because community building is not their focus, or because they lack the resources to pursue it as a goal. As stated in one consultation session, “funding is not currently allocated toward support of non-sport objectives.”<sup>10</sup> Others feel that there is no need to focus on promoting sport for community building, since “sport leaders see community development as a bi-product of their efforts.”<sup>11</sup>

Participants note a number of positive outcomes from promoting sport for community building purposes, including: improved health and education; increased sport programming and participation; and improved self-esteem and self-confidence of participants. For example, it was mentioned in a consultation session in the Yukon that “women living in volatile home environments gained coping and communication skills, self-esteem and self-confidence through a sport and physical activity program likened to Outward Bound.”<sup>12</sup>

Several specific community development outcomes are also realized, including improved infrastructure, greater sense of citizenship, reduced crime, increased community pride, improved inclusion and integration, and better leadership. In a British Columbia consultation session, it was noted that “sport activities are utilized on a seasonal and annual basis to promote neighbourhood, community and city development to further community spirit and economic development.”<sup>13</sup>

## **Theme 7      International Involvement**

Responses regarding Canada’s future international involvement in sport focused on leveraging Canada’s expertise and leadership. Priorities for international efforts should centre on building Canada’s reputation as a leader and promoting Canadian values and ethics internationally. For example, Canada’s international involvement in sport should contribute positively to the governance of international sport bodies; hosting of international sporting events; and fighting doping in sport.

Areas to increase or maintain international involvement include: supporting the Canadian sport system, influencing international development, and advocating for the engagement of diverse groups in sport. Overall, participants feel that Canada should adopt a strategic policy regarding international involvement in sport to ensure that the full range of benefits and challenges are addressed.

---

<sup>10</sup> Nunavut Consultation, Spring/Summer 2011.

<sup>11</sup> New Brunswick Consultation, Spring/Summer 2011.

<sup>12</sup> Yukon Consultation, Spring/Summer 2011.

<sup>13</sup> British Columbia Consultation, Spring/Summer 2011.

## Conclusion

The main messages from the consultations and e-survey are substantially consistent across geography, political boundaries and sporting jurisdictions. They are substantially consistent among the different stakeholder groups, including athletes, participants, volunteers, parents, coaches, officials, employers, and researchers. They are also substantially consistent among public, business, not-for-profit, education, and sport organizations. The five special interest groups (women, English or French linguistic minority population<sup>14</sup>, Aboriginal peoples, persons with a disability, ethno-cultural populations), in addition to focusing on issues affecting them directly, also expressed views that were consistent with other participants.

## Key messages from participants:

### Value

- Sport is fun.
- Sport is important *in itself* as a form of personal activity and development.
- Sport participation significantly improves the health of people.
- Sport is important *beyond itself*—it positively affects Canada’s social and economic well-being.
- Sport creates social cohesion by connecting people and communities.
- Sport has the potential to do more to integrate diverse cultures and populations into Canadian communities.
- Promoting sport participation for community building purposes will improve education and health outcomes; increase sport programming and participation; improve self-esteem; and enhance community development.

### Challenges and Success

- Inadequate financial resources, human resources and facilities limit sport participation and the ability of sport organizations to achieve their potential in delivering sport programs and services.
- Efforts should be made to increase participation by under-represented groups, including women and girls, children and youth, persons with a disability, Aboriginal people, ethno-cultural communities, and low income individuals.
- Top priorities for Canada’s sport development delivery system are: funding; coaches and instructors; facilities and equipment; the school sport system.
- Success of the sport system requires cooperation, integration and collaboration on a much larger scale than is the case today.

---

<sup>14</sup> English (in Quebec) or French (outside Quebec).

- Partnerships, promotions and marketing can help overcome the challenges.

### **Linkages**

- Better linkages between NSOs and their PTSO counterparts will lead to improved sport governance, more efficient sport systems and programs.
- Challenges of improving F/PT sport organization linkages include competing or conflicting priorities and practices, resource issues, lack of awareness, and a lack of trust.
- Benefits to improving linkages between PTSOs and community organizations include improved governance, more efficient use of resources, improved communications, more efficient systems and programs, increased participation, partnership development, improved training opportunities, sharing of best practices, and improved inclusiveness.
- Challenges to improving these linkages include competing or conflicting priorities and practices, resource issues, lack of awareness/communications issues, recruitment and retention issues, lack of training/skills/knowledge, and resistance to change.

### **High Performance**

- Investment in high performance sport brings value to Canada's *whole* sport system.
- Improved coordination and communication between jurisdictions, and establishing clear definitions of "high performance" and "excellence" for this purpose, is a clear priority.
- Inadequately resourced aspects of the high performance delivery system include: direct athlete support and incentives; coaches and technical leadership; and athlete talent identification, recruitment and development.

### **International**

- Canada's international involvement in sport should focus on building Canada's reputation as a leader; adopting a strategic policy; promoting Canadian values and ethics internationally; contributing to the governance of international sport bodies; hosting international sporting events; and fighting doping in sport.

### **1.2.2 Summary of Sport Canada Meetings with Targeted Populations**

Certain segments of the population face challenges related to their ability to participate in sport and, once involved, to their ability to successfully pursue the opportunities that exist within sport. In the process to renew the Canadian Sport Policy (CSP), Sport Canada hosted round tables to capture the policy issues specific to sport for women and girls, persons with a disability, Aboriginal Peoples, Canada's increasing diverse ethnocultural communities, and official-language minority communities (OLCMs).

Sport Canada worked with leaders within each population to identify eight to 10 representatives for each round table with the requisite knowledge and experience to contribute to the discussion. It was explained to participants that, although they may have participated in other CSP consultations or completed the online survey, the purpose of the round table was to focus on the issues specific to their population that they believed needed to be considered in the development of the next iteration of the CSP. Following are the conclusions extracted from the report of each round table meeting. The reader is encouraged to review the complete reports for a thorough accounting of discussion.

#### *Women and Girls*

Women and girls should be reflected in the language throughout the policy. The policy should reinforce the need for all organizations to commit to gender equity. There is a need to recognize that creating a policy that promotes greater participation of women and girls in sport is not the end, but the beginning. There needs to be implementation. Participants noted that significant background work was done in the development of the Sport Canada policy on sport for women and girls which produced some great ideas and information to build on.

There was a strong message from participants that Governments should hold funded organizations accountable for gender equity with clearly articulated indicators and consequences for non-performance that are seriously enforced. The full and fair participation of women and girls in all roles and all levels of sport strengthens sport, is consistent with Canadian values, and should be the norm, not a continuing struggle.

#### *Persons with a Disability (PWAD)*

There is a sense that attention to the needs and challenges of PWAD is diminishing. Sport for PWAD needs to be viewed as an integral component of the sport system and not as an add-on or a special service. Programs and resources continue to be insufficient to ensure equitable participation by PWAD. The necessary investments for PWAD to participate and excel should be considered part of the costs of providing opportunities for all Canadians to participate in sport. Efficiencies can be achieved through greater collaboration and partnerships within the sport system, both vertically and horizontally, and with other sectors, e.g., health, that also will benefit able-bodied sport.

Accessibility for PWAD is more than just facility-related. Greater awareness and education will improve the sport system's perception of sport for PWAD and their ability to support it. The new CSP can play an important role in supporting and advancing these objectives and normalizing sport for PWAD as an integral component of the Canadian sport system.

### *Aboriginal Peoples*

The CSP needs to specifically address the involvement of Canada's Aboriginal Peoples in sport. The policy should explain the current and historical circumstances affecting Aboriginal Peoples to improve understanding and break down fear and misunderstanding. The positive benefits of greater Aboriginal involvement in sport to the sport system and to Aboriginal Peoples and their communities should be highlighted. Objectives need to be included that support Aboriginal participation in sport and the human, organizational and facility infrastructure required.

Recognition and respect for the unique identity and culture of Aboriginal Peoples needs to be reinforced. For the policy to be effective in advancing sport for Aboriginal Peoples, there needs to be greater collaboration both vertically and horizontally within the sport system and with other sectors such as health and Aboriginal Affairs. Commitments to Aboriginal sport in the CSP would be strengthened by P/T Aboriginal sport policies that were aligned with the federal *Policy on Aboriginal Peoples' Participation in Sport*. Strategies for improving opportunities for Aboriginal Peoples to participate and excel in sport must be developed in partnership with Aboriginal Peoples so as to reflect their identified needs.

### *Ethno-cultural Populations*

The reality of the increasing ethno-cultural diversity of Canada's population needs to be recognized in the new Canadian Sport Policy. The policy needs to move beyond promoting the inclusion of visible minorities in sport as an under-represented group. There is a need to recognize that the Canadian sport system will be strengthened by a greater engagement of all of our diverse ethno-cultural populations. Traditional approaches to facility development and use and to sport programming design and delivery need to change. The sport community needs to recognize that, like society as a whole, it is not immune from racism and discrimination.

Immigrants need opportunities to learn traditional Canadian sports. Canadian sport needs to recognize that immigrants bring with them interest and expertise in a variety of sports - some played widely in Canada and some not. Language, cultural and religious considerations, and newcomer issues all need to be taken into account. A truly inclusive sport system where all Canadians have opportunities to participate and excel in sport requires intentional efforts that go beyond a simple "everyone is welcome" policy.

### *Official-Language Minority Communities (OLMCs)*

Participants were asked to identify what the new Canadian Sport Policy should include to increase participation in sport in OLMCs. Participants stressed the need to respond to the needs of OLMCs and remove the barriers they face. The policy should be clear, concise, relevant and interesting for all Canadians. The perception that high-performance sport is more important than physical activity needs to change. The policy should better define and communicate the roles and responsibilities of the various parties involved in the Canadian sport system, including the federal, provincial and territorial governments. The sport community should be encouraged to cooperate with non-sport organizations that already provide services to OLMCs.

Inclusion of OLMCs as a target group in the new Canadian Sport Policy would provide an opportunity to emphasize the importance of recognizing the needs and challenges of the communities. This would allow sport activities and programs to be planned, organized and developed more in keeping with the communities' objectives and environment. It would also provide a lever that promotes the commitment of all levels of government.

### **1.2.3 Summary of Public Policy Forum's Report: Community Building Through Sport**

*Following is the executive summary from the Public Policy Forum's report Community-Building through Sport: Final Report of the Community Perspectives Project that was prepared for the Federal-Provincial/Territorial Sport Committee as a contribution to the Canadian Sport Policy Renewal Process. The reader is encouraged to review the total report for the complete discussion on this topic.*

In the summer of 2011, the Public Policy Forum convened a dozen roundtables across the country to explore whether or how community-building might be included in the next iteration of the Canadian sport policy. This roundtable series, which was part of the Canadian Sport Policy Renewal Process, brought together federal, provincial and municipal officials as well as sport and community leaders to determine whether a policy framework could be created that includes community-building but leaves the core business of sport unchanged.

Throughout these sessions, there was a remarkable amount of agreement on four key points:

First, roundtable participants recognized that sport is an effective, but underutilized tool for community-building and that this is not adequately recognized or encouraged under the current Canadian Sport Policy.

Second, they agreed that the new sport policy should not make the sport community responsible for achieving community goals. Participants worried that framing

community-building as a fifth goal of the new policy would blur the community's accountabilities, stretch resources and scatter its focus.

Third, participants felt that, while the current *Canadian Sport Policy* categorizes "Capacity" and "Interaction" as goals, it would be more accurate to conceptualize them as strategies that contribute to two principal goals: enhancing excellence and participation.

Finally, roundtable participants agreed that the most effective way of addressing these issues is to include community-building in the new Canadian sport policy as part of the vision statement; to restructure the policy so that there are only two goals, excellence and participation, and; to frame capacity, interaction and partnerships as "drivers" or "strategies" that stakeholders can use to achieve both sport's core goals and the broader vision of the policy.

This report captures the key findings of the 12 roundtables and outlines how the new Canadian sport policy can purposely use sport to achieve healthier, more socially engaged communities.



## **2. Setting the Stage for CSP 2.0**

### **2.1 Key Principles**

A number of key themes emerged through the various stages of the Review Process in 2010: from the findings of the CSP Renewal Workshop, the Summative Evaluation of the CSP and the individual government-led consultations. These themes were then translated into a series of principles designed to guide the extensive consultations carried out in 2011 and the design of the renewed policy and related processes. A more complete description of each theme appears in Annex 3.

- *Stronger linkages should be forged with stakeholders at the community level.*
- *Fundamental long-term participant/athlete development concepts should be incorporated into the new policy.*
- *The vision for the sport policy should be broad, expansive and inspirational, and should include the positive contribution of sport to a wide variety of societal issues.*
- *A narrative or story-line for the policy should emanate from the broad, expansive and inspirational vision statement so the policy has broader resonance.*
- *The design of the new policy should serve as a “roadmap” and provide direction (in a non-coercive manner) for governments and the sport community, from community to national level, but allows stakeholders to contribute in their own way.*
- *A mechanism should be established to enable NGOs and other sectors to formally endorse or affiliate with the new policy and contribute to some or all of its objectives.*
- *A performance management strategy should be designed to ensure that the policy is developed according to leading-edge practices, and so that progress can be measured, monitored and managed throughout its lifespan.*

### **2.2 An Enhanced Approach – Recognizing Community Sport**

There is wide consensus that CSP 1.0 was successful in engaging the Canadian sport system stakeholders in an overall vision and purpose. Indeed, the summative evaluation, stakeholder consultations, and national policy renewal workshop, all conducted in 2010, led to the conclusions that CSP 1.0 made significant contributions to sport in Canada and that the decade-old Policy should be renewed. These steps in the Review process confirmed that the renewed Policy – or ‘CSP 2.0’ – should build on the existing

framework of its predecessor, should continue to address a broad interpretation of sport, and should continue to make prominent the existing four goals while allowing for changes to their definitions and their arrangement in the Policy's design.

These findings suggest a strong endorsement for a renewed CSP with a continued focus on what might be considered the core sport system in Canada; that is, the provincial/territorial and national sport organizations (and supporting organizations) whose primary focus is on: systemically developing athletes, increasing participation in organized sport, and achieving excellence at the highest levels of international competition.

The Review process also highlighted some key limitations to CSP 1.0. Specifically, efforts to increase participation in sport have been assessed as generally unsuccessful because participation rates have decreased over the life of the Policy, reflecting the continuation of a trend since monitoring began in 1992. The Policy also lacked traction with other sectors. It did not provoke action to address enhanced participation among underrepresented groups, and no coordinated efforts were made to define, or measure, a "quality" sport experience. These findings suggest that, in addition to strengthening the core sport system, there is work to be done to improve the definition of policy outcomes, particularly related to participation.

#### *Consulting with community stakeholders*

Consultations in 2010 further highlighted the need for stronger linkages with stakeholders at the community level and the related requirement for a more engaging narrative to drive the Policy's relevance and implementation in the community context. These observations, combined with the recommendation for extensive consultations to be conducted as the basis for developing the new Policy, led governments to include community stakeholders (in sport and related sectors) in the broad consultations conducted throughout most jurisdictions in 2011.

The consultations with community stakeholders that took place in 2011 produced invaluable insights that will greatly enrich CSP 2.0. Consultations revealed the existence of a vibrant field of sport practice self-sustaining at the community level, characterized by participant – leader relationships (as opposed to the athlete – coach relationships typical of the core system.) This field is often organized and funded independently of the 'core' sport system, and is often intentionally motivated by the achievement of community-building outcomes (as opposed to the achievement of 'sport for sport'). Examples of this type of sport practices include midnight basketball programs for youth, YMCA 'swim and gym' programs for pre-schoolers, after-school soccer programs, and community softball leagues.

The organization and funding of this field of activity are often not aligned directly with provincial/territorial or federal government policies and programs for sport. Rather, they are often aligned with a wide variety of other government departmental policies addressing, for example, recreation, health and wellbeing, youth, justice and immigration.

Importantly, while consultations revealed that connections between community sport and the core sport system are often non-existent, the consultations also revealed tremendous potential for mutually-beneficial collaboration between the two.

### *Recognizing community sport*

The Review process produced important insights into both the strengths and limitations of CSP 1.0 and the potential to achieve stronger and broader impacts with CSP 2.0. It is therefore proposed that the renewed Policy continue to address the needs and interests of the core sport system including organized, competitive sport culminating with high performance sport at the highest levels of international competition. However, a significant enhancement to the renewed Policy would be its added focus on sport as it is practiced at the community level, recognizing that ‘core’ and ‘community’ sport do not represent mutually exclusive fields of activity. In fact, there are countless examples of synergies, overlaps and shared efforts. The benefits of this enhanced approach include:

- A more realistic representation of the full spectrum of sport as it is practiced in Canada to ground the Policy’s design;
- A more comprehensive portrayal of sport that will resonate with a larger proportion of Canadians;
- A more inclusive and representative stakeholder base with increased engagement and sharing of resources at the community level;
- A more intentional commitment to community and social benefits (based on which the core sport system stakeholders partly justify their investment;)
- A platform for promoting natural and logical linkages with other fields such as recreation, health and wellbeing, education, youth development, justice, etc.

### *Implications*

It is important to emphasize that this proposed new approach does not suggest a reduction in federal and provincial/territorial governments’ attention to and support for the core sport system in Canada. Rather, it is anticipated that the recognition of community sport in a renewed CSP would ultimately result in a greater appreciation for the full potential sport has to offer society as well as a stronger and more fulsome core sport system.

It is also important to emphasize that the proposed new approach recognizes that municipalities and local affairs are of the exclusive jurisdiction of provinces and territories. Moreover, it would not change the respective roles and responsibilities of the federal and provincial/territorial governments that are described in the National Recreation Statement (1987). Consistent with the approach of the current CSP, and reinforced with the notion of the renewed policy serving as a “roadmap” providing direction in a non-coercive manner, federal and provincial/territorial governments and

non-government stakeholders will express their support of the new policy by developing complementary action plans.

The desire to recognize community sport in the renewed Policy, combined with the continued decline in rates of participation in sport, also suggest that a different structure might be required for CSP 2.0. The following discussion on sport participation proposes a new approach to depicting the practice of sport in which the positioning of the two polarized outcome-oriented goals of CSP 1.0 – Enhanced Excellence and Enhanced Participation – might not be appropriate.

### **2.3 *Sport Participation Map***

Consultations conducted as part of the CSP Renewal process revealed the need for a more accurate and comprehensive depiction of sport as practised throughout the country. In particular, discussions with community sport stakeholders and with those in related sectors emphasized the differences between the motivations, objectives, contexts and other variables characterizing community-based programs and those characterizing more ‘traditional’ athlete development programs delivered by national and provincial/territorial sport organizations.

In an effort to better represent the full spectrum of sport practice in Canada, the following map has emerged. It is comprised of four general spheres of participation (initiation to sport, recreational sport, competitive sport, and high performance sport) as well as potential pathways between the spheres. It attempts to capture the potential pathway from initiation sport, to competitive sport to high performance sport, as well as the contexts characterizing community and recreational activity in which a majority of sport participants are engaged.

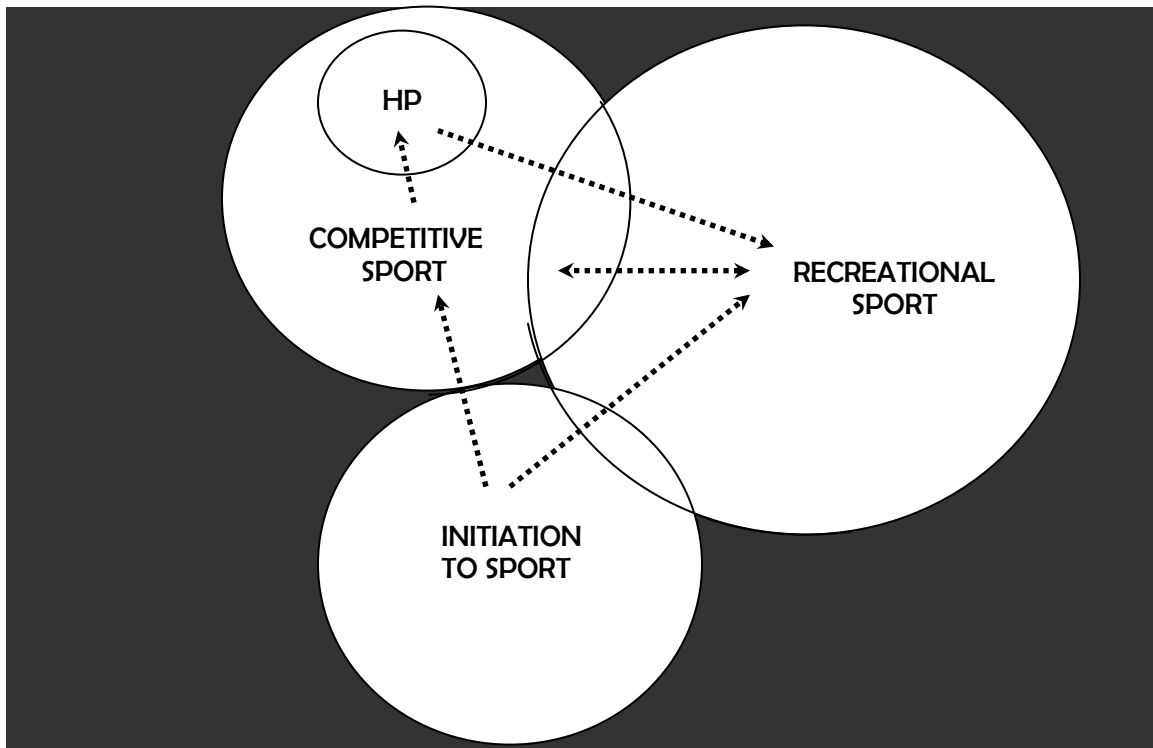
The use of the term *map* intentionally reflects its value as a conceptual policy tool versus a developmental model. More specifically:

- The map reflects commonly understood forms of engagement in sport that are easily associated with specific contexts. The consultation findings suggest that these more generic concepts will resonate better with non-sport partners in other sectors and non-core/community sport partners, especially with regard to community-building objectives.
- The map facilitates a common understanding of sport participation, in all its varied forms and contexts, in a way that all participants and practitioners of sport, in every capacity, can find their place.
- The map accommodates objectives of both sport and non-sport / community stakeholders.

- The map accommodates movement along pathways both between and within participation contexts.
- Acknowledging that not all jurisdictions subscribe to existing athlete and coach development models, such as CS4L and NCCP, the map is not intended for promotion as an alternative model or as a program planning tool. It is intended as a conceptual tool for broad-based policy development only. As such, it is considered both complementary to and compatible with the CS4L and NCCP.

The four spheres of activity are currently represented in the proposed logic model for the renewed CSP, providing a conceptual structure to “participation outcomes”.

### Canadian Sport Policy: Sport Participation Map



#### *Initiation to Sport*

In the Initiation to Sport sphere, participants are introduced to the general fundamentals of sport. Participants have the motivation to develop sport-specific skills with an emphasis on fun and healthy individuated human development. This sphere is applicable to participants of all ages as it includes, for example, children in a ‘Run, Jump, Throw’ program as well as adults being introduced to the game of golf.

- **Definition:** Participants are introduced to the general fundamentals of sport.

- Pathways: Progress to participation in Recreational Sport programs or Competitive Sport programs
- Motivations: Personal developmental benefits (pedagogical), fun, play, social, health, skill acquisition
- Context: Home, daycare, municipal recreation centre, neighbourhoods, schools, school sport , physical education
- Program: School curriculum, private program, community-based clubs, P/T sport organization programs
- Resources: General-use/facilities, green space, parks
- Leadership: Early childhood educators, parents, coaches, instructors, leaders
- Outcome: Fun, health, fundamental movement skills and fundamental sport skills, positive attitude to physical activity and confidence
- Importance of rules: Adaptable
- CS4L Stages: Active Start, FUNdamentals
- NCCP stream: Community sport
- Stakeholders: Municipal-level clubs, community-building organizations, provincial/territorial sport organizations, municipalities, P/T governments, schools, universities, parents, local and regional leagues and sport organizations

### ***Recreational Sport***

In the Recreational Sport sphere, individuals participate in organized and/or unorganized sport programs or activities, often involving some form of competition. In this sphere, participants are motivated primarily by fun, health, socializing and relaxation. Individuals can participate in this sphere of sport activity at all ages throughout their lives. The recreational sport sphere is the context in which sport for development (i.e. ‘community-building’) objectives are most commonly targeted and realized.

- Definition: Structured or unstructured sport for pleasure and relaxation
- Pathways: Continued participation in Recreational Sport, introduction to training and competition, and/or progress to more serious Competitive Sport
- Motivations: Fun, social, health, competition
- Context: School, municipal recreation centres, private facilities, neighbourhoods, workplace
- Program: School curriculum, intramurals, private or recreational programs, workplace initiatives
- Resources: General-use/facilities, green space
- Leadership: Teachers, instructors, community coach, participant-leadership, officials
- Outcome: Fun, health, relaxation, social bonds
- Importance of rules: Medium, adaptable
- CS4L Stages: FUNdamentals, Learn to Train, Active for life
- NCCP stream: Community sport, Instruction

- Stakeholders: Municipalities, community sport clubs, community-building organizations, schools and post-secondary institutions, provincial/territorial sport organizations, provincial/territorial governments, local and regional leagues and sport organizations

### ***Competitive Sport***

In the Competitive Sport sphere, the emphasis for participants is on improving and measuring performance against others through fair and ethical means. Programming is focused on facilitating an athlete's progression to High Performance. Sport is highly structured and regulated within an agreed upon set of rules and code of behaviour.

- Definition: Structured and regulated sport, performance-oriented
- Pathways: Continued participation in Competitive Sport, progression to High Performance Sport or entry back into Recreational Sport
- Motivations: Improvement, external measures, opponents
- Context: School, club, private or municipal recreation centre or sport facility
- Program: Specialized
- Resources: Specialized facilities and equipment, administrators, staff
- Leadership: Coach, instructor
- Outcome: Measured performance, skill development
- Importance of rules: High
- CS4L Stages: Learn to Train, Train to Train, Train to Compete
- NCCP stream: Competition
- Stakeholders: Community sport clubs, provincial/territorial sport organizations, schools and post-secondary institutions, provincial/territorial governments, national sport organizations, Sport Canada

### ***High Performance***

In the High Performance sphere, the most talented and highly-trained athletes perform at the highest levels of competition in a specific sport. Athletes at this level require top-tier coaching, facilities and athlete services, and are expected to show a high level of respect for the rules and ethics of sport.

- Definition: Structured, regulated and specialized, sport emphasis on optimal performance
- Pathways: Entry back into Competitive Sport or Recreational Sport
- Motivations: Elite performance, recognition, pursuit of excellence
- Context: Club, national training centre, national team
- Program: Specialized
- Resources: Specialized facilities and equipment, administrators, staff
- Leadership: Coach
- Outcome: Elite performance
- Importance of rules: High

- CS4L Stages: Train to Win
- NCCP Stream: Competition
- Stakeholders: Community sport clubs, municipalities, post-secondary institutions, national sport organizations, provincial/territorial governments, multi-sport training centres, national training centres, Sport Canada

#### 2.4 *A proposed logic model*

The CSP review processes (evaluation, environmental scan and consultations) have all informed the new approach and design of CSP 2.0. This section proposes a logic model grounded in the work to date to serve as the framework for CSP 2.0.

A policy logic model is an illustration of the basic elements of a policy, presented in a sequence of actions and outcomes, to convey its rationale. A logic model describes what the policy is and will do and how investments link to results, informing and aligning planning, implementation, evaluation and communication. Unlike action plans, which outline what stakeholders intend to do, a logic model outlines the effects of completing an action plan.

The first CSP was developed without the benefit of a logic model or a performance management framework. Many of the criticisms related to its design, such as the confusion between true goals (i.e. Excellence and Participation) and enablers (i.e. Capacity and Interaction), and the lack of clarity related to participation outputs and outcomes, can be addressed with the use of a logic model. It is therefore proposed that a logic model serve as the foundation for CSP 2.0, grounding its design and serving as roadmap for planning, implementation, evaluation and communication.

The model that follows represents CSP 2.0's 'storyline', namely: The right sport programming can lead to quality participation in different types and contexts of activity leading to positive impacts on individuals in their communities and to broader societal objectives. The key elements of the logic model (Areas of focus, Participation outcomes, Vision, and Public policy outcomes) are described below:

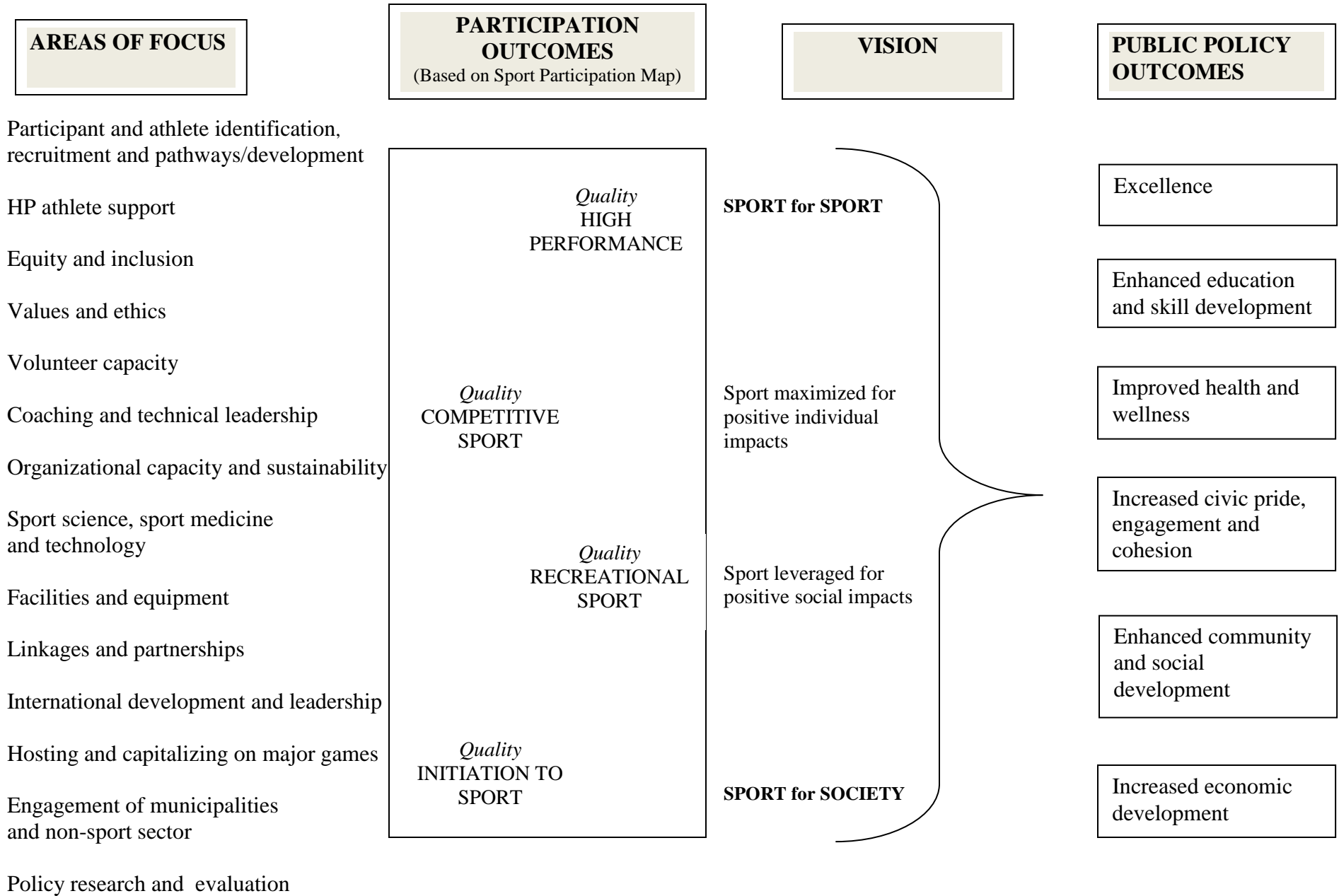
- *Public Policy Outcomes*: Under the right conditions, sport can contribute to broad public policy objectives in the areas of excellence; education and skill development; health and wellness; civic engagement, pride and social cohesion; community and social development (domestic and international); and economic development. The public policy outcomes in the right hand column are comprised of those to which sport may contribute. Any given level of attribution depends on the design and intended outcomes of a given sport program.
- *VISION*: When sport participation is maximized for positive impacts on the individual and/or leveraged for broader societal impacts, its potential can be realized. In line with the notion of a policy "roadmap", and in consideration of concerns related to increased accountability for public policy outcomes, the large



arrow emanating from the middle column distinguishes two poles of a design continuum. A program designed intentionally to develop athletes will emphasize individual outcomes (e.g. athletic performance), recognizing that social benefits may accrue as a by-product of quality design. A program designed intentionally to change social outcomes (i.e. improve health, reduce crime or better integrate newcomers) will emphasize social benefits, leveraging sport participation as a tool. Accountability and attribution are determined by design, not by chance.

- *Participation Outcomes*: Sport can produce individual and social benefits under the right conditions. The middle column is comprised of the four spheres presented earlier in the Sport Participation Map. To achieve intended outcomes, sport programming in each of these spheres must be of sufficient *quality*. For example, programs must be sustainable, relevant to individuals in their communities, culturally appropriate and accessible. It is critical to foster and leverage opportunities – including those in other sectors – for the development of quality initiation to sport, quality recreational sport (including competitive and non-competitive, structured and non-structured participation), quality competition, and quality high performance. It is equally critical to enhance the pathways and outcomes related to each sport participation context and level, suggesting that the pathways within specific contexts (i.e. lifelong participation in recreational sport) are as important as those between contexts (i.e. from initiation to high performance) .
- *Areas of Focus*: The CSP guides the efforts required to enhance sport participation in all its contexts and at all levels by identifying the key areas for action that lead to quality outcomes in each sphere. The left hand column is comprised of areas of activity that can contribute to quality participation and ultimately the achievement of positive individual and social impacts. Activities are prioritized and addressed differently in each sphere of participation. For example, facility needs are different in the context of high performance versus recreational sport.

**CSP 2.0 LOGIC MODEL**



## **Annex 1**      *Origins of the Canadian Sport Policy*

The Canadian Sport Policy was based on an extensive consultation process launched in January 2000 by the federal Secretary of State (Amateur Sport). Federal, provincial and territorial governments worked together to ensure the involvement of major stakeholders at all levels of sport.

More than 1000 individuals, including athletes, coaches, parents, officials, volunteers, paid staff, representatives of municipal recreation departments, provincial and national sport organizations, local school boards, business people, and government officials participated in six regional conferences. Working from discussion papers and the results of specific surveys, the delegates provided input on the key themes of resources, ethics and values, leadership and partnership, participation, promotion, and development.

A separate meeting was organized to solicit input from representatives of the national sport community including national sport organizations and national multisport service organizations. Additional round table discussions were held with the Aboriginal Sport Circle, Athletes CAN and sport officials. Throughout, specific attention was paid to the issues of inclusion and equity. Finally representatives of the media were also consulted.

In April 2001, the federal government released a discussion paper, titled “Towards a Canadian Sport Policy.” This paper formed the basis for discussion at the National Summit on Sport where participants representing the major stakeholders in the sport community endorsed its basic findings and recommendations. The paper was subsequently discussed at the Conference of the Federal-Provincial/Territorial Ministers (F-P/T) Responsible for Sport, Fitness and Recreation, held in Ottawa in April 2001.

The Ministers agreed to develop a Canadian Sport Policy aimed at making the sport system more effective and integrated over the next ten years. An Action Plan would subsequently spell out collaborative government action in support of the Policy. Each jurisdiction, as well as each sport community, would develop complementary action plans to contribute to the goals of the Policy. F-P/T Ministers endorsed the Canadian Sport Policy and F-P/T Priorities for Collaborative Action in April 2002.

It is important to note that the consultations in 2000 and 2001 built on the extensive consultations conducted by the Canadian Heritage Sub-Committee on the Study of Sport in Canada. The sub-committee, which was established in November 1997, based its findings on testimony from 41 witnesses; a questionnaire completed by 215 sport organizations; briefs submitted by numerous organizations, individuals and academics, and an extensive academic review.

The report of the sub-committee was published in November 1998 and titled “Sport in Canada: Everybody’s Business: Leadership, Partnership and Accountability”. Among its 69 recommendations was one to “establish a separate department responsible for sport in keeping with the significant role of sport in Canadian society.” The immediate outcome of this recommendation was the appointment of the Secretary of State (Amateur Sport) in

August 1999 who subsequently initiated the consultation process for the Canadian Sport Policy in January 2000.

### *The Policy*

The Canadian Sport Policy was designed for a lifespan of ten years and consisted of a vision and four goal statements:

The **Vision** of the Canadian Sport Policy is to have, by 2012 a dynamic and leading-edge sport environment that enables all Canadians to experience and enjoy involvement in sport to the extent of their abilities and interests and, for increasing numbers, to perform consistently and successfully at the highest competitive levels. This vision is supported by four goal statements:

#### **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.

## **Annex 2      *CSP Renewal Process 2010-2012***

In order to facilitate an orderly transition from the current CSP to its successor post-2012, F-P/T Deputy Ministers committed in 2009 to carry out a process to review the progress achieved under the CSP, determine the interest and merit in proceeding with a successor policy in 2012, and undertake the work necessary to develop a successor policy if Ministers agreed with such a recommendation. The Renewal Process was defined to consist of the following elements:

### *Review Stage – 2010*

CSP Summative Evaluation – conducted in 2009-10

Focused consultations led by each government jurisdiction – Summer 2010

CSP Renewal workshop - October 2010

### *Renewal Stage – 2011*

Extensive consultations led by each jurisdiction – April - June 2011

CSP Renewal National gathering – November 2011

Policy validation – February 2012

### *Government Approvals – April 2012*

The work that followed represented a significant collaborative effort amongst F-P/T governments and Sport stakeholders. This has resulted in an invaluable body of knowledge that will serve to ground the vision and design of CSP 2.0. As a constantly growing trove of information, the data collected will remain open source, informing and refining research and policy work in the decade ahead.

### *SEAC Work Group*

Building on the spirit of the original CSP, in which governments sought to engage the sport community in its implementation, an effort was made by the F-P/T Sport Committee to maximize the participation of sport community representatives throughout the initial stages of the renewal process. This engagement with the sport sector was accomplished through the Sustained Engagement and Collaboration (SEAC) Work Group which was an already established informal work group comprised of F-P/T government officials and representatives of the Canadian Council of Provincial/Territorial Sport Federations, and the Sport Matters Group. This group was first convened in 2009 with the mandate of seeking ways to enrich the public policy development process by maximizing stakeholder engagement.

The SEAC Work Group played a critical role in the planning of Review Stage activities. Its recommendations often formed the basis of recommendations that were subsequently adopted by the FPTSC and related intergovernmental committees.

### **Annex 3      *Key Principles***

A number of key themes emerged through the various stages of the Review Process in 2010: from the findings of the CSP Renewal Workshop, the Summative Evaluation of the CSP and the individual government-led consultations. These themes were then translated into a series of principles designed to guide the extensive consultations carried out in 2011 and the design of the renewed policy and related processes:

- ***Stronger linkages should be forged with stakeholders at the community level.***  
The need to strengthen relationships between sport organizations at the national and P/T levels and organizations in the sport, recreation and other related sectors at the community level, as well as the need to develop a policy that resonates with stakeholders at the community level, were emphasized as means of recruiting resources and providing opportunities for more Canadians to participate in sport.
- ***Fundamental long-term participant/athlete development concepts should be incorporated into the new policy.***  
The Canadian Sport for Life (CS4L) movement has been one of the most important initiatives to be implemented in the Canadian sport system in recent years. Consultations have reflected a desire to incorporate the principles of CS4L into a renewed policy, in a manner yet to be determined. However, because not all provincial/territorial jurisdictions subscribe to the specific CS4L movement, and because there appears to be some resistance to the use of CS4L terminology from some populations at the community level, the new policy would likely have to make reference instead to long-term participant/athlete development concepts where appropriate.
- ***The vision for the sport policy should be broad, expansive and inspirational, and should include the positive contribution of sport to a wide variety of societal issues.***  
This principle received consensus at the CSP Renewal Workshop with regard to inclusion in the vision statement of a new policy. What was less clear at this time was the implication for objectives that are more societal, or community-oriented, in nature as opposed to those focused on advancing sport objectives.
- ***A narrative or story-line for the policy should emanate from the broad, expansive and inspirational vision statement so the policy has broader resonance.***  
The consultations revealed a desire for a more inspirational and expressive presentation of direction than that of the current CSP in order to increase the policy's receptiveness in the non-government sector. One way of accomplishing this is to express the policy in the context of a narrative, or cohesive story-line, which would be based on the vision statement developed for the new policy.

- ***The design of the new policy should serve as a “roadmap” and provide direction (in a non-coercive manner) for governments and the sport community, from community to national level, but allows stakeholders to contribute in their own way.***

The notion of the new policy serving as a “roadmap” emerged from the CSP Renewal Workshop as a metaphor to capture a number of related themes that are not always accommodated in a “traditional” policy:

- Many issues need to be addressed in many sectors to accomplish the goals related to increasing participation and excellence in sport throughout Canada;
- Many stakeholders and organizations in various sectors can and do contribute to accomplishing these goals; and
- A new policy would be more powerful if the various stakeholders and organizations could contribute to the goals and objectives identified by the policy according to their own mandates and objectives.

The policy would therefore serve as a “roadmap” by establishing high-level direction and desired end-goals, and provide the flexibility for organizations to contribute to the goals in a manner consistent with their core business.

In this context, the action plans established by governments and various stakeholders would define their specific contribution to the policy. The metaphor of the policy serving as a “roadmap” would not preclude the federal, provincial and territorial governments from establishing action plans (collaborative and individual) as they have done for the current CSP.

- ***A mechanism should be established to enable NGOs and other sectors to formally endorse or affiliate with the new policy and contribute to some or all of its objectives.***

The original CSP was written with the expectation that NGOs, sport communities and organizations would commit to the implementation of the policy and, in some cases, develop their own action plans to support its implementation. While many in the non-government sector do contribute to the goals of the CSP, there is a desire for a formal means by which NGOs could express their commitment to the new policy which could consist of “signing-on” and announcing their action plan.

This notion is particularly relevant in the context of a policy that serves as a “roadmap” (see #5 above). A possible mechanism for managing this process could lie within the “performance management strategy” (see #7 below).

- ***A performance management strategy should be designed to ensure that the policy is developed according to leading-edge practices, and so that progress can be measured, monitored and managed throughout its lifespan.***

The Final Report of the CSP Summative Evaluation included a recommendation that “F-P/T governments commit to setting in place an evaluation framework at the same time that a new policy is developed, commit to data collection

throughout the life of a new policy, and include “report cards” to government and the public on an annual basis.” Consistent with this recommendation, steps will be taken to ensure that the new policy is developed and implemented according to the following elements of a performance management strategy:

- *Policy integrity*: ensuring the development of good policy according to leading-edge practices;
- *Measurement*: Ensuring the existence of processes and capacity to measure progress and track changes;
- *Management*: Ensuring the existence of a capacity (i.e. a committee) and processes to coordinate the relationships between stakeholders engaged in policy implementation and to exercise influence on the implementation of the policy on an on-going basis;
- *Communication*: Ensuring that stakeholders are informed of progress and issues related to policy implementation on an ongoing basis.



## **Annex 4**      *Trends and Considerations*

### *Socio-demographic and economic landscape*

In addition to the review process, an environmental scan was conducted to explore trends and conditions that could impact sport participation in the near future. Over the last decade, a number of significant trends have continued, some have grown more pronounced, and some have only surfaced. While there are countless social, cultural, demographic and economic trends that will likely impact sport participation over the next decade, some are more relevant for immediate consideration in a pan-Canadian sport policy.

- Obesity and physical inactivity have increased, leading to an increase in related health problems in the Canadian population
- Demographic shifts:
  - The population is aging,
  - The Aboriginal population is growing (specifically, youth) and
  - Diversity is increasing
- Canada is becoming increasingly urbanized with small rural communities subject to amalgamation or threatened by decline
- Social media are playing an increasing role in social interaction and communication
- Citizen engagement/involvement is increasing in public policy development processes
- Jurisdictions are facing significant facility deficits
- Volunteerism is decreasing in all sectors
- Household spending patterns are changing and household debt-to-income ratio is at record high
- Sport in Canada is largely a user-pay activity and the costs of participating in sport are increasing
- Public funding is decreasing in order to deal with government deficits

### *Research and Policy landscape*

Policy research over the last decade has focused our attention on some key themes validating and underpinning the renewed Policy's theoretical framework and approach. Learnings have emerged in three key areas: the benefits of moving away from the silo approach, the value of place-based policy development and the importance of intentionality in policy design.

### The Silo Approach

Traditionally, governments have used a “silo” approach to governance, characterized by departmental level planning and limited cross-department coordination or collaboration. Recognizing that each government is responsible for implementation of the policy, individually and collectively, CSP 2.0 aims to broaden the involvement of non-sport departments and non-government partners in its implementation, and therefore requires a more horizontal approach that encourages non-traditional partnerships as means to achieving policy goals. It follows that rather than positioning sport as a “stand-alone”, in competition with, or opposition to, or as a subset of other fields, it is more useful to position sport *in relation* to (as a social driver and intersecting with) other fields such as physical activity, recreation, social integration, and others. Such positioning permits a full recognition of the contribution of sport to physical literacy, community-building, healthy living, civic pride, and citizenship, for example, as well as the contributions other fields make to sport.

### Place-based policy

A new understanding of how sport most often “happens” - holistically and organically in communities, often outside the realm of the “core sport system” and the policies and program funding emanating from government sport ministries – suggests that CSP 2.0 must achieve broader resonance with and engagement at the community level and with other related sectors. This new clarity highlights sport as a field highly suited to place-based policy development, an approach that began under the umbrella of Sustainable Development, which has traditionally been a focus of environmental policy. In recent years, place-based policy has filtered into the discussion related to horizontal policy and is now considered a way to treat “wicked” problems; those problems that cross departmental/jurisdictional boundaries and that cannot be solved through the actions of a single agency. The result has been a new construct whereby a “place” or “community” lens is applied to the problem, allowing the consideration of collaborative means to address the uniqueness of problems on a given geographical scale. By examining policy issues as they occur in the local setting, we are able to create opportunities and address challenges where the impacts are directly felt. An example of place-based policy is a program that targets local workforce development organizations and connects them to local labour opportunities vs. a more traditional approach of providing unemployment insurance to the unemployed as a category. Another example is a program that promotes the shared usage of local municipal and school sport and recreation facilities as means of increasing opportunities for sport participation in a given community.

### Intentional design: from ‘sport does’ to ‘sport can’

Public policy development in sport is grounded on the assumption that sport is a ‘public good’, benefitting individuals, communities and society. However, it is has become clear that while sport has potential to produce countless desirable outcomes, the potential exists to produce some undesirable outcomes as well. It is therefore critical to design the Policy to maximize the benefits of sport and to mitigate its potential negative impacts as well.

This approach suggests a move away from claims that sport “does” benefit individuals and society to claims that sport “can” benefit individuals and society *under the right conditions*. A stronger, more intentional focus on the conditions that lead to positive outcomes will inspire sport participation that is more inclusive, sustainable, relevant to individuals in their communities, culturally appropriate and accessible to all. Similarly, attention must be focused on the development of monitoring and evaluation indicators that are meaningful, flexible and better reflect participation outcomes. CSP 2.0 should not assume sport’s benefits, rather, attention should be given to the process of participation – how sport is provided and experienced – in relation to desired individual and social benefits.

**Annex 5 Key Resource Documents**

It has been a principle of the CSP Renewal Process that documentation prepared with respect to its various stages is made publically available through posting on the SIRC CSP Renewal web-site. To that end, the reader is directed to the following documents as valuable context for this discussion paper:

*Evaluation of the Canadian Sport Policy: Final Report*

April 25, 2010

The Sutcliffe Group Incorporated

*Canadian Sport Policy Renewal Workshop Summary Report*

November 2010

Public Policy Forum

*Canadian Sport Policy Renewal 2011 Electronic Survey Summary Report*

July 21, 2011

SIRC

*Community-Building through Sport: Final Report of the Community Perspectives Project*

August 2011

Public Policy Forum

*Analysis of the Canadian Sport Policy Renewal F-P/T Government Consultations and E-Survey Data*

October 2011

Conference Board of Canada